



Horizon 2020 Societal challenge 5: Climate action, environment, resource efficiency and raw materials

COP21 RPPLES

COP21: Results and Implications for Pathways and Policies for Low Emissions European Societies

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Contributor(s):	Adrián Lauer (CS), Julie-Anne Hogbin (CS), Marta Torres (IDDRI)
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Internal reviewer:	Andrzej Blachowicz (CS)



1. Changes with respect to the DoA

This deliverable is submitted with delay due to the extension of the project and the activities for COP25 organised both under COP21 RPPLES and under other commitments by the involved project partners.

2. Dissemination and uptake

The following stakeholders will use this deliverable:

- Project partners (in order to integrate stakeholders' feedback into the finalisation of the research contents presented during the Dialogue)
- Advisory Board members and external stakeholders (in order to find out about the project's ongoing progress).
- Experts interested on the debate on EU climate policy, especially with focus on political economy, sectoral climate policies and low carbon technologies and decarbonisation processes.

3. Short Summary of results (<250 words)

This document reports on the Second Policy Dialogue of COP21 RPPLES, held in October 2019 in Brussels. Discussion were based on: (a) finance gaps and how to facilitate access to capital and technology in a fair manner; and (b) global industrial transformation and political economy in emerging economies. With the participation of researchers, decision-makers from the European Commission, as well as stakeholders from civil society and industry, the event delivered a rich debate on the requirements for robust green finance facilities to support the EU's and global climate targets, the development of green technologies and decarbonisation of industry as an opportunity for climate action and to build the EU's leadership. An overarching discussion was on how the EU can contribute to the global response to climate change – both as an international actor and as a means to lever domestic progress.

4. Evidence of accomplishment

Report of the event and agenda of the event.



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1. Introduction

On 22nd October 2019 from 11:00 to 17:00, COP21 RPPLES organised its second Policy Dialogue, in Brussels, Belgium, at the headquarters of Bruegel. Our policy dialogues are opportunities for discussions between participants from key stakeholder groups (governments, researchers, civil society, businesses), allowing different views on policy-relevant topics of common interest to be debated.

The day was composed of **two parts**: a) a high level round table with representatives from the European Commission to discuss in detail the preliminary main results of the project and to identify the implications of those findings for the work of the European Commission; b) the Policy Dialogue itself as a debate space for a broad spectrum of participants from universities, think tanks, European institutions, NGOs, companies and consultants. It focused on issues of technology, finance, industrial transformations and the political economy, identified by the project's research as key leverage points for triggering transformation. A particular focus was also given to the EU contribution to this global response – both as an international actor and as a means to lever domestic progression.

COP21 RPPLES provides a foundation for this discussion through an assessment of: a) national and global GHG and energy system scenarios, and b) the development of the international climate regime. It also provides the international enabling conditions underpinning the transformations required in the energy system.

In the case of the High Level Round Table, presentations were made by nine researchers from the consortium on: the adequacy of the global response, the capacity of the EU to support the increase of global ambition and the step up its own domestic ambition. In the case of the afternoon Policy Dialogue, we counted on the presentations from Marta Torres and Henri Waisman (IDDRI) on the adequacy of global responses to the targets of the Paris Agreement –with comment from a representative from the European Commission–, from Hugues Chenet (UCL) and Luis Zamarioli (Frankfurt School) on the adequateness of the financial sector to meet climate targets and the fundamentals of the economic and financial systems; four split-off groups that discussed key aspects of industrial transformation through technology and innovation governance, led by Tomas Wyns (IES-VU Brussel), Ramiro Parrado (CMCC), Hilton Trollip (University of Cape Town) and Lukas Hermwille (Wuppertal Institut); and final takeaways from the EU perspective, the international governance lens and the scientific background from Georg Zachmann (Bruegel), Lola Vallejo (IDDRI) and Emilio La Rovere (Federal University of Rio de Janeiro).

The next three sections compile the main discussion points for each topic. It ends with a concluding chapter that captures the takeaways.



COP21 Ripples Policy Dialogue – Afternoon Session

1.1. Key Insights

- The EU needs to increase the ambition of policies both from the bloc level and from Member States. From the interactions at the event, the European Commission is taking note of several developments on decarbonisation clubs and other cooperative approaches, the impact of upcoming EU legislation (Climate Law, Green New Deal) and the debate on how to improve finance flows.
- Solid sectoral approaches are needed for delivering transitions that harness the potentials from specific areas of the economy that could benefit from low carbon development, while addressing challenging sectors that need special care (e.g. steel sector). Industrial sectors are waiting for coherent guidelines to decarbonise, and approaches like decarbonisation clubs and border carbon adjustments can provide the incentives to trigger transformation and make European industry competitive in decarbonised economies.
- The financial sector has increased the amount of resources labelled as 'climate finance', and conversations about alignment to Paris targets are high on their agenda. However, perverse intrinsic behaviour, the lack of drive towards less energy use, the prominence of self-regulation and a deficit of initiative from governments on green finance flows, and the choice of adequate dilemmas when making decisions (e.g. focus on *assets* rather than *pathways*) remain obstacles to overcome.



2. High level roundtable dialogue with the European Commission

A roundtable dialogue between senior researchers from the COP21 RPPLES consortium and representatives from across several directorate-generals and agencies of the European Commission to discuss 1) the EU's role for global ambition and 2) how can the EU increase its domestic ambition in the short to medium term. For both parts, discussion covered issues of governance, finance and industrial development.

At the time of the Dialogue, the European Commission was in an agenda setting phase, as they developed new guidelines to go beyond the existing policy frameworks, such as the European Green Deal and the Industrial Strategy. This was therefore an ideal moment to engage with the European Commission and to present material that could fit into those discussions.

The ambition challenge is colliding with the implementation challenge, therefore there is the need for short term action that is also transformative and enabling of long term ambition. Furthermore, it can be politically dangerous to be too ambitious when there is no clear pathway to short term implementation. COP21 RPPLES studying of the transformative nature of short term actions, and how to take decisions today that avoid locking into long term high carbon pathways, came at an opportune moment. What's more, more ambition and implementation from the EU is needed to demonstrate the credibility of the Paris Agreement. The challenge for the Commission is to increasing ambition in Europe while also influencing beyond Europe's borders.

Commission representatives remarked on the innovative nature of the roundtable dialogue, and that they valued the unique opportunity to discuss these issues with colleagues from across other directorate-generals. They welcomed events of a similar format in the future.

2.1. Presentations from COP21 RPPLES on the EU's role in global climate ambition

Governance

- The role of the UNFCCC / Paris Agreement in framing and guiding sectoral initiatives should be strengthened, with further exploration of sectoral details, reform of existing institutions, new initiatives and the creation of multi institutional architecture.
- The use of *sectoral systems* as the unit of analysis is useful to address specific sectoral challenges and in identifying synergies across sectors, particularly for the energy intensive industries.

Financial

- Access to resources and high cost of capital are the main obstacle to financing climate action in developing countries. These countries cannot rely solely on domestic finance.
- The macroeconomics costs in developing countries are different; welfare costs are potentially larger than the pure economic cost of the transition i.e. GDP loss.
- Grant finance is more favourable from the side of the less economically developed countries; however, this then needs to be raised through taxed in developed countries.
- To address this issues two approaches are proposed: 1) retain the Green Climate Fund as the main vehicle for climate finance 2) creates a new Green World Bank that offers low cost loans.

Industry

- The proposed steel sector “Clubs” are comprised of a subset of the actors that is large enough to make a difference. They can be a form of super-national to sub-national governance.
- Decarbonisation of the global steel sector using Club approach can support piloting of technologies through public-private partnerships, the establishment of a hub for sharing intellectual property rights, a joint scale-up of technologies, the development of zero-carbon standards and the exploration of border carbon adjustments.
- For instance, steel making based on carbon capture and storage and hydrogen based steel making are both risky and expensive. These technologies will include price premiums, and therefore will need to be supported through a market.
- Some form of international governance will be required to transform the steel sector climate neutrality.
- From a South African perspective, per capita in use steel stock is much lower for Africa – so when looking forward to 2050 – the African continent will require a significant amount of new steel to meet its development needs. Africa currently produces only a small amounts of steel, so needs to build a large steel sector by 2050. With support though a club scheme, South Africa could offer the lowest cost option for the first low carbon steel plant in Africa.

2.2. Reflections on how the EU can contribute to global ambition

Governance

- “Multilateralism begins at home” i.e. the EU must demonstrate strong ambition and effective implementation in order to have international influence.
- It is important that we “go there together” with coherence and unity of purpose. If we have share leadership amongst the world players it becomes a “race to the top”.
- The UNFCCC negotiations are changing to involves more actors, however this needs to happen without losing credibility. Reception so far is that having everything on the UNFCCC agenda is a good thing.
- Questions remain on how to involve the full range of UN institutions and how they can be logically connected.

Industry

- It may be problematic to look at just one sector, for instance the waste from one industry can be the feed stock for another, and the interlinkages between industries quickly start to expand. Also, there may be IPR issues from a commercial perspective.
- Because of long investment lifecycles we need large scale demonstrators up and running by 2025 at the latest.
- Innovation funding is crucial to get projects off the ground, and therefore an Investment Fund will form part of the upcoming EU ETS reform.
- The biggest challenge is the creation of markets and the business case for investors.
- There are existing low carbon cement and aluminium solutions; the issue is that companies are not able to pass the premium costs on to their customers.
- Boarder Carbon Adjustments (BCAs) to address energy intensive industries is challenging as it intersects with trade policy and international diplomacy.



Finance

- The Commission already does a lot of blending of finance, and this type of aid modality will be expanding in next 7 years, i.e. with the external aid guarantee.
- In less economically developed countries, climate action can conflict with SDGs i.e. ending fossil fuel subsidies could disproportionately impact the poor.
- Level of indebtedness is an issue when talking about concessional loans or blended finance.
- The capacity of partners to come up with a fundable project is a major obstacle, “bankable” projects are not there to fund. The Commission is therefore focusing on better structuring of technical assistance grants

2.3. Reflections on how the EU can increase its domestic climate ambition

Finance

- The finance system is being expected to do a lot of the capital reallocation, which it is simply not built to manage. Furthermore, there has been a tendency by governments to delegate too much decision making to the finance sector.
- The “tragedy of the horizon” is a major barrier in climate finance. Therefore, climate-related financial regulation is needed to fundamentally reshape the financial system.
- The EU Sustainable Finance Action Plan contains some key provisions regarding short-termism of capital markets, changes to accounting rules, and the duty of investors.
- However, in order to fundamentally redirect financial flows from brown to green, the finance system needs to undergo the same level disruption that we are seeing in other sectors, and this goes far beyond disclosure.
- The EU needs an extra need a 200bn Euro to meet its existing climate commitments. Disclosure is not the only part but it is important to promoting long termism.
- The EU Taxonomy, which is an implementation tool that can enable capital markets to identify and respond to investment opportunities that contribute to environmental policy objectives, provides a major step forward for EU Climate Action.
- There is lots of momentum on the issue of climate finance, however cognitive dissonance remains across the sector.

Industry

- The challenges for industry include: technological inertia and R&D mismatch, high capex and technology risk of new breakthrough technologies, concern of competitiveness and carbon leakage, and complexity of global value chains vis-à-vis the national bottom up approach of the Paris Agreement (PA).
- To address these issues, the EU needs clarity on innovation pathways, integrated policy priorities, innovation instruments, plus infrastructure for and finance towards transformational technologies and practices.
- Achieving neutrality with one business cycle while maintaining industries competitiveness will require broad set of policy instruments.
- Green Public Procurement can be effective in creating lead markets.
- The EU is a major consumer market; therefore, EU product standards could have a global impact.
- Coordination between local and national authorities and the development of integrated governance system are needed.



- Decisions are based not just on current prices, but also based on my estimation of future prices. Behavioural changes could also decrease the cost of the transitions.
- Diversity across European nations makes it likely that different regions may specialise in different technologies.

Governance

- National climate and energy plans (NCEPs) should be aligned with the member states' long term strategies and with the EU's long term vision. The EC and member states should engage in effective dialogue to address the multiple financial aspects (taxation, MFF, EU Sustainable Investment Plan, cohesion plans) concerning climate strategies.
- Efforts should be put into sectoral packages and coordination, moving from emission markers to transformation markers.

Research and Innovation Gaps

- Political discussion will be made easier if there are scientifically robust arguments that demonstrate the advantages of the transition and substantiate the need for certain policy choices.
- The Commission is looking for a synthesis of scientific analysis that presents the positive opportunities from the transition.
- In order to mobilise resources, the Commission would welcome scientific evidence of which technologies to invest in most and first.
- Horizon Europe and new RTD agenda will be more mission orientated, helping to provide long term clarity on the direction of innovation.
- Interested in transition lags, big demonstration and co-creation, working close with colleagues across different innovation services.
- The Commission is interested in the practical knowledge gaps that Horizon 2020 has not managed to close that horizon Europe should address.



3. Afternoon session: Policy Dialogue with stakeholders

The COP21 RIPPLES Policy Dialogue brought together diverse perspectives (researchers, EU and government representatives, high level decision makers and influencers, and other interested stakeholders) to engage in an open dialogue on the key elements to strengthen so as to keep the Paris goals within reach, based on a shared diagnosis of the adequacy of the global response to date.

3.1. The adequacy of global responses to the targets of the Paris Agreement

The first presentation, by Marta Torres Gunfaus, focused on the current situation of the EU implementation of the Paris targets, compared to the point of departure of the project in 2016. She summarised the current status with the following key messages:

- Individualistic behaviour from Parties to the UNFCCC, short-sighted on cooperative approaches.
- Persistence of short-term thinking, even if pushing for long-term goal can bring further benefits.
- There is poor articulation, too focused on national level, without envisaging more ways to address heterogeneity across the EU.

Henri Waisman provided the vision for COP21 RIPPLES as a project, summarised as the building of:

- 1) Long term perspectives to inform short-term decisions.
- 2) Country driven visions to inform the global picture on climate
- 3) Guidance for the EU to assess both domestic targets and the essential elements to act at the global level.

For the upcoming development of the Paris Agreement implementation in the EU and beyond, a representative from the European Commission gave insights on a number of current developments in climate policy. Some of the reflections were:

- The use of decarbonisation clubs by sector and countries is already having an impact at the international level, with some developments already happening (e.g. automobile industry on electric vehicles).
- The European Commission is already seeing the potential of clusters of low carbon technologies, and just transition towards new economic pathways. There is the idea of using funds from sources like carbon taxes for funding work on low-carbon technologies.
- In terms of international governance arrangements, there are issues like the debate between just keeping the Green Climate Fund as the main source of climate finance or also developing a new “Green World Bank” with a broader scope, correctly identifying the overlaps and synergies between Paris and SDGs for achieving efficiency.
- Research on cooperation will be key to develop new strategies.

Other comments from this representative were on the value of sectoral approaches, the upcoming stage of the UNFCCC moving from the Paris Agreement rulebook negotiation onto implementation,

and the issue of differentiation upheld by the Paris Agreement. The EU has the potential to bring changes to global structure of climate policies with upcoming policies such as a EU Climate Law, the Green New Deal and Europe's participation at the Paris Agreement's global stocktaking in 2023.

3.2. Adequateness of the financial sector to meet climate targets and the fundamentals of the economic and financial systems.

This session covered the role of the financial sector in meeting the Paris targets and the requirements for critical shifts in its operation. Some points presented were:

- When discussing the alignment of finance with climate science and evidence, there is recognition that the conversation is finally happening, with sectoral discussions on Paris Agreement's article 2.1.c. that deals with aligning finance flows with targets, reorienting capital markets. However, when assessing if this meeting has been a success or failure, the balance was negative. Some of the issues raising eyebrows at the capacity of the financial sector to align with climate action are: a) an inbuilt rationality of the financial system based around increasing efficiency and small marginal gains which often goes over environmental and climate goals, b) the persistent and significant risks coming from "brown capital", which is still a critical part of the financial sector, as it continues to emit at the same time as low carbon investments are growing, c) the current inconsistency of the several economic theories underlying sustainable finance frameworks, with some approaches being more laissez-faire and other relying more on regulation.
- Financial markets often ignore important parts of climate topics (e.g. adaptation, action in developing countries, solidarity aspects, biodiversity, etc.) that go beyond mitigation pathways.

Some key feedback for this point of discussion was:

- The requirement of having public sectors that become more active market makers in order to increase the speed of growth for climate finance. For a long time, the EU authorities have taken a back seat in financial regulation that could be counterproductive for driving a green finance agenda.
- The lack of effective initiative from the financial sector for a true transformation of policies towards greener outcomes, and a strong tradition of self-regulation that has precluded an effective role of good financial experts' groups (e.g. from the European Commission). At the same time, fiscal incentives for use of large amount of existing savings toward climate finance should be established.
- The financial market needs a greater amount of climate-friendly funds and investment products. Without them, the transition to a green economy will be slower and risks not achieving its objective.
- In the case of the EU, the launch of the International Platform on Sustainable Finance is a positive first step - however, there remains a gap in the availability of data for finance.
- As part of the debate on green finance, the issue of how to frame support in relevant – for example, the taxonomy of *green vs. brown assets* could be limiting in discussions, rather than discussing *green vs. brown pathways*.

3.3. Industrial transformation through technology and innovation governance

The Policy Dialogue organised discussions in four split-off groups (see image below), which covered the following topics:

- a) Advancing industrial transformation through technology and innovation governance: Options for the EU
- b) Raising competitiveness through ambitious climate policy
- c) Challenges of industrial decarbonisation and the need for international governance: A South African perspective
- d) Key components for a steel sector decarbonisation club



COP21 Ripples Policy Dialogue – Breakout Sessions

Some key discussions and outputs from those tables were:

- Europe needs to identify the most promising parts of supply chain for industrial transformation to low-carbon activities. In general, there is the call to decarbonise in the EU, but no coherent industrial strategy for decarbonisation deployed.
- Technology transfer will be required to accelerate climate action, thus discussions on intellectual property rights will become critical in global strategies to meet Paris. The EU will need more proactivity in contributing with technology to developing countries if aiming to have ambition.
- Market pull through standards and procurement can deliver low carbon development. Also, some kind of mechanisms which require collaboration or cooperation along the industry value.
- However, there should be a careful management of initiatives such as border carbon adjustment (BCA) taxes which could trigger issues of fairness, as pushing for a global carbon price can be highly unfavourable for developing countries.



4. Final reflections

The event was able to bring important insights into key aspects of the EU climate policy. The event finished with presentations from Georg Zachmann (Bruegel), Lola Vallejo (IDDRI), Emilio La Rovere (COPPE-UFRJ), and closing remarks from Henri Waisman and Luis Zamarioli. Important takeaways for COP21 RPPLES research include:

- The EU needs a clear roadmap for decarbonisation with sectoral approaches and robust policies from both the European Commission and the Member States, while at the same time providing room for some experimentation on how to deliver the implementation of climate policy in a context of heterogeneity across Europe. At the same time, the EU needs to assert how its technological development and the technical and policy innovation that it can be capable of delivering can build leadership and competitiveness in the future.
- Climate research, in order to deliver effective recommendations and improve policy as a consequence, needs to work in finding ways and become better in bringing together more diverse approaches. For example, exploring mitigation pathways together with political economy studies and socio-economic analysis and making people from diverse areas of expertise work together - an exercise that COP21 RPPLES has aimed to deliver during the whole project.
- At the international level, cooperative approaches will become more and more an imperative for delivering ambitious action in a context of often-stalled UN-supported spaces. The use of decarbonisation club and grouping specific countries will grow over time, but clarity on ways to proceed and the long-term arrangements on trade, industry and collective goals are required to move forward. The EU can have the initiative to push low carbon technologies and set the pace for technological development in a number of different industries across the world.
- Finance remains a pending task in terms of its role in international governance and the alignment to Paris targets. The financial sector faces the dilemma of changing a model that is deeply entrenched in its *modus operandi*, and much of this change will involve unorthodox approaches that will cause deep changes in the sector but has the potential to ensure sustainability in a context where *business as usual* development will sooner or later lead to unintended negative consequences.

Annex I: Agenda for the afternoon session



EVENT: Brussels Policy Dialogue
22 October 2019 | 12 - 5pm

What are the key elements of an adequate global response?



Agenda

12:00–13:00	Lunch and Registration
13:00–13:30	Opening addresses: Diagnosis of the adequacy of the global response to the Paris Agreement Henri Waisman & Marta Torres Gunfaus, COP21 RPPLES Project Coordinators, IDDRI
13:30–14:45	Reflections from the European Commission Enabling Framework Dialogue, Session 1: Finance gaps and how to facilitate access to capital and technology in a fair manner Hugues Chenet - UCL, Luis Zamarioli – Frankfurt School, Maciej Bukowski - WiseEuropa, Michael Grubb – UCL, Michiel Shaeffer - Climate Analytics
14:45–15:00	Coffee Break
15:00–16:30	Enabling Framework Dialogue, Session 2: Global industrial transformation and political economy in emerging



economies*

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| <i>Table 1:</i> | • Advancing industrial transformation through technology and innovation governance: Options for the EU (Tomas Wyns, IES-VUB) |
| <i>Table 2:</i> | • Raising competitiveness through ambitious climate policy (Ramiro Parrado, CMCC) |
| <i>Table 3:</i> | • Challenges of industrial decarbonization and the need for international governance: A South African perspective (Hilton Trollip, University of Cape Town) |
| <i>Table 4:</i> | • Key components for a steel sector decarbonization Club (Lukas Hermwille, Wuppertal Institute) |

16:30–17:00

Takeaways for EU and international climate policy

EU policy perspective: Georg Zachmann, Bruegel

Scientific body perspective: Emilio La Rovere, COPPE

International climate policy perspective: Lola Vallejo, IDDRI



Annex II: Agenda of the High-level round table

**COP21: Results and Implications for Pathways and Policies for Low Emissions
European Societies (COP21 RIPPLES)**

Brussels Policy Dialogue: High Level Round Table Adequacy of the global response to the Paris Agreement

**Tuesday, 22nd October 2019
10:30 – 12:00**

Bruegel Office, Rue de la Charité 33, 1210 Brussels, Belgium

Invitation only roundtable event to discuss the adequacy of the global response to the Paris Agreement. The event will take the format of a dialogue between the COP21 RIPPLES senior research team and leading representatives from across the European Commission Directorate Generals. The culmination of this 3-year research project, we will present a synthesis of our key findings and invite your reflections on the implications for the European Commission.

The Dialogue will focus on technology, finance, industrial transformations and the political economy, as have been identified by COP21 RIPPLES research as key leverage points for triggering transformation.

About COP21 RIPPLES

COP21 RIPPLES ends in November 2019, after three years exploring existing gaps and potential action for achieving the Paris mitigation goal (both 2° C and 1.5° C). Our 18-member interdisciplinary consortium from the EU and emerging countries has explored approaches for covering the gap between current EU and non-EU national plans and the Paris goals, in terms of emission pathways, governance and socio-economic dimensions.

Agenda

10:30 – 10:45	Welcome, introductions and setting the scene Georg Zachman, Bruegel
10:45 – 10:50	COP21 RIPPLES: Research to inform the adequacy of the global response Henri Waisman, IDDRI
10:50 – 11:40	Roundtable discussion on how the EU can support the effort to increase global ambition? Insights for the financing of the transformation (Maciej Bucowski) Insights for strengthening international governance (Sebastian Oberthuer) Insights for the industrial sector (Lukas Hermville, Hilton Trollip)
11:40 – 12:30	Roundtable discussion on how the can EU increase domestic ambition in the short to medium term? Insights for the financing of the transformation (Michael Grubb)



Insights for the industrial sector (Georg Zachman, Tomas Wyls)
Insights for strengthening EU governance (Marta Torres)

12:30 – 1:00

Lunch