

## Workshop Report: South Africa's Workshop on the UNFCCC Global Stocktake on 2 September 2022

The Department of Forestry, Fisheries and Environment (DFFE) convened a virtual special technical workshop on 2 September 2022 on the Global Stocktake (GST) under the Paris Agreement (PA), in collaboration with University of Cape Town (UCT).

### Aim of the workshop

The aim of this virtual workshop was to facilitate discussion and sharing of views amongst constituencies, and stakeholders talking with the government and the national delegation to the United Nations Framework Convention on Climate Change (UNFCCC) and its Paris Agreement, with a view to contributing further perspectives and inputs to the GST and South Africa's engagement in the GST.

### Background on the Global Stocktake

The focus and aim of the GST is to assess collective progress in the implementing the Paris Agreement and achieving its goals. The outcome of the GST in 2023 will inform the next NDC, to be communicated in 2025, and international cooperation.

In terms of Article 14 of the Paris Agreement (UNFCCC, 2015), the Global Stocktake (GST) is a process for taking stock of the implementation of the Paris Agreement (PA). The aim of the GST is to assess collective progress in implementing the Agreement and achieving its collective goals. The Paris Agreement stipulates that the GST "shall be conducted in a comprehensive and facilitative manner, considering mitigation, adaptation and means of implementation and support, and in the light of equity and best available science". The modalities and sources of input to the GST were agreed as part of the Paris rule-book (UNFCCC, 2018), and it was agreed that the scope of the GST includes the three thematic areas (mitigation, adaptation, and means of implementation and support), as well as loss and damage (L&D) and response measures.

The GST is conducted every five years and its outcome shall inform Parties to the PA in updating and enhancing their Nationally Determined Contributions (NDC), as well as in enhancing international cooperation for climate action. As such, the GST is a mechanism that is central to the Paris Agreement's reliance on progression of effort and raising ambition by all to address climate change in a context where there are globally agreed goals, but individual contributions are voluntary.

The first GST, which will inform the next round of NDCs due in 2025, was officially launched at the Glasgow Climate Change Conference (COP26/CMP16/CMA3) in November 2021 and the first meetings of the technical phase of the GST took place at the UNFCCC mid-year session in June 2022. A second round of technical meetings is scheduled for the Sharm el-Sheikh Climate Conference (COP27/CMP17/CMA4) in November 2022. The GST will thereafter enter into a political phase, leading to the adoption, at COP28 in the United Arab Emirates in November 2023, of the findings on the overall status of implementation of the Paris Agreements, with recommendations on how to enhance implementation.

At the June 2022 UNFCCC meetings, Parties reiterated the call for further inputs to help inform the GST and encouraged Party and non-Party stakeholders to hold events at the national, regional and international level in support of the GST.

### Rationale for the South African Workshop on the Global Stocktake

The South African delegation to the UNFCCC is aware of the challenges the GST is experiencing in capturing inputs that speak to the diverse national circumstances of all Parties, and in particular African countries. It is therefore hoped that a workshop in South Africa would offer a contribution to the GST by producing South African perspectives covering all aspects of the UNFCCC and its Paris Agreement that are informed by latest available science and equity considerations.

According to the paragraph 6 of the GST conclusions (Document FCCC/SB/2022/L.3) adopted at SB56, The SBSTA and the SBI encouraged Parties and non-Party stakeholders to hold events, at the local, national, regional and international level in support of the global stocktake. Therefore, this national event will ultimately be in the context of and will aim to contribute to the GST, from a South African perspective. In this respect, the workshop invitation welcomed organisations or individuals that have done work on the GST to bring this information to the workshop.

A research team at UCT has been undertaking research on the first GST (Boulle et al., 2022), together with partners in Brazil, India, Indonesia and Germany as part of the [SNAPFI consortium](#). The international thematic study on the GST was circulated to participants of the workshop.

### Information on the proceedings

The workshop was attended by 64 participants included representatives from national and provincial governments, sectoral departments, government agencies, state owned enterprise, civil society and academia.

The workshop Facilitator was Mr Itchell Guiney of the DFFE.

### Presentation on GST in the context of climate negotiations

Opening remarks from Mr Maesela Kekana from DFFE set the scene with respect to the background and purpose of the workshop (as outlined above) and the GST in the context of the climate negotiations under the UNFCCC. Mr Kekana noted that contributions to the South African perspective could draw on national experiences, but to connect to the purpose of the GST, they would need to be relevant to assessing the overall global status of implementation and the way forward.

### Presentation on South Africa, the Africa Group, and the G77 and China approaches to the GST

The Department of International Relations and Cooperation's Mr Simon Cardy presented on South Africa, the Africa Group, and the G77 and China approaches to the GST in the context of international cooperation. Mr Cardy described the GST as being a system-wide mandate to

advance ambition across the board, including on adaptation and Loss and Damage, and he encouraged submissions of detailed evidence into the GST. He stressed the necessity for backward-looking element in the GST, of understanding how the world has reached its current situation and the lessons learned, which will inform the forward-looking element of what needs to be done collectively to enhance climate action to fully implement the UNFCCC and its Paris Agreement

Mr Cardy located climate action within sustainable development and the Right to Development, leaving no one left behind, as a commonly shared starting point for developing countries in the G77 and China. Under the UNFCCC and its Paris Agreement, actions are based on Common but Differentiated Responsibilities and Respective Capabilities in light of national circumstances (CBDR&RC, ILDNC). This broadly means that developed countries must lead and each country must contribute its best effort based on its capacities and circumstances. This means that as a developing and African country, South Africa's contributions on climate change should be located within Sustainable Development, Just Transitions - with emphasis placed on plural transitions - and the Right to Development, leaving no one left behind.

In closing, Mr Cardy argued that in addition to informing the next NDCs, the GST is an opportunity for stimulus in the UNFCCC regime to redress key issues and imbalances, being:

- ambition and implementation gaps;
- burden-shifting from developed to developing countries;
- a lack of balance between issues (Loss and Damage, adaptation, and mitigation); and that the
- international cooperation is rendered meaningless in the absence of means of implementation.

#### [Presentation on the Outline and current status of the GST Technical Dialogue](#)

Professor Harald Winkler from UCT, serves as a co-facilitator (CF) of the Technical Dialogue (TD) of the first GST, and also leads the UCT team in the SNAPFI project. Professor Winkler described the GST as a critical 'ratcheting mechanism' in the form of collective assessment of progress, to "take stock of the implementation of this Agreement to assess the collective progress towards achieving the purpose of this Agreement and its long-term goals". He explained that reasons for GST include that sum of NDCs is insufficient to achieve the long-term goals of the Paris Agreement, and that impacts of climate change are increasing.

Professor Winkler explained that the GST and technical expert review of NDCs (under transparency) are designed to work together, slightly offset in time. The GST happens every five years, the first one in 2023. The 5-year cycle of communicating NDCs is 2020, 2025 and so on. This means current NDCs are an input to a GST, on the one hand. On the other hand, a key outcome of the GST is to inform countries as they enhance their NDCs. The second major outcomes is to enhance and international cooperation. The intention is to have more ambitious collective action, to address a problem of the global commons – climate change.

Professor Winkler outlined the approach in the GST technical phase, being the Technical Dialogue (TD), which address all the GST elements in each of its three Sessions, namely:

- Mitigation, adaption, support; as well as Loss & Damage, and Response Measures, and
- Equity and ambition, based on best available science.

The TD CFs with the Secretariat to the UNFCCC issue a guiding concept note prior to each TD Session, outlining the narrative and approach to the discussion, and including elaborated guiding questions.

Professor Winkler reflected on the first meeting of the TD in June 2022 in Bonn (known as TD1.1, the first meeting of the TD of the first GST). TD1.1 included world cafe´ and round table discussion formats, in addition to more traditional plenary guided events. In parallel to the TD, the inter-sessional joint contact group (JCG) discussions offer the forum for political discussions on the procedural outcomes and work within and between regions. Summary reports published after the first session of the TD (TD1.1) then describe plans for the next session, TD1.2, during COP27 at Sharm el-Sheikh.

Professor Winkler said that the plans for TD1.2 is to shift discussions from ‘what’ questions to ‘how’ and ‘how to’ to increase focus in the proceedings on implementation – consistent with theme of the COP27 Presidency, implementation, and important to the TD process. Professor Winkler expected that inter-sections and inter-linkages across issues will be increasingly important in the TD, intending to set up discussions, so that by TD1.3 in June 2023, findings will have emerged.

Speaking to the question of how South Africa and the Africa Group of Negotiators get an outcome of the GST, that is useful for climate action? Professor Winkler reiterated the focus on issues that are important to SA and the AGN (covered in Mr Cardy’s presentation), and suggested thinking ahead to preparing South Africa’s 2<sup>nd</sup> NDC, and what global enabling conditions or international cooperation would help implementation.

### Participant discussions in Breakout Groups

After a short break, the participants split into their choice of four break-out groups (BOGs) for discussions led by guiding questions. Group 1 focussed on Mitigation and Response Measures, Group 2 took up Adaptation and Loss and Damage; Group 3 covered Means of implementation: Finance, technology, capacity-building, and cross-cutting issues Equity and Ambition based on Best Available Science were discussed in Group 4.

#### Group 1: Mitigation and Response Measures

Facilitator: Itchell Guiney

Rapporteur: Harald Winkler

#### *Questions guiding Breakout Group 1’s discussions*

1. How does the international community enhance mitigation action, on the basis of CBDR&RC and equity, to bridge the emission and implementation gaps towards global carbon neutrality by 2050 and to keep alive the temperature goal of 2 degrees with a view to limiting to 1,5 degrees?
2. How can systems be transformed in the context of Just Transitions, as assessed by IPCC – energy, land, industrial, transport, urban and societal systems? How do we operationalize the system changes and pathways we need? What are the first steps we must take now, especially for African and other developing countries?

3. What is the impact of Response Measures adopted by other countries on African and other developing countries and how might adverse impacts be avoided?

#### *General discussion in Breakout Group 1*

- Useful to understand responsibility for historical emissions and take responsibility for future emissions. We have good information at global scale (incl through IPCC) and national scale (GHG inventory) – but not at local scale (e.g. households in Free State).
- With new technologies coming into energy, the question of who takes risk arises. It also takes time, through a technology life-cycle. Some technologies are now cost-competitive, notably wind and solar PV – so there is also sharing of benefits. Other technologies, e.g. hydrogen or zero carbon steel – not yet, so costs should be brought down in global North. Sharing of intellectual property is important too.
- As part of our just transition in SA, there should be funding from developed country for mitigation in developing countries. There needs to be an increase in funding. Also for social protection. Consider programmatic funding, and link to national plans. SA is working on realising a Just Energy Transition Partnership (JETP).
- In looking at global carbon neutrality, the role of sinks in agriculture and forestry is important, and needs to be capacitated and scaled up. Information on the role of sinks is important at the national scale, for our discussion. Data needs to be improved further. But others cautioned about all the burden of mitigation being shifted on to sinks in the global South – at the international level.
- On response measures, the need for minerals and metals will be needed in low carbon economy. Yet mining is energy-intensive, and has to be managed carefully.
- There is a challenge with new requirements for exports from developing countries into markets, creating challenges for trade.
- Should consider circular economy, as reflected in economy-wide approach in NDC, not limiting to any one sector. Policies should be based on evidence, so they should use SA research outputs – and get them into IPCC.

#### Group 2: Adaptation and Loss and Damage

Facilitator – Funanani Muremi

Rapporteur – Pheladi Thalakgele, Samantha Keen

#### *Guiding questions*

1. What are gaps in adaptation planning and implementation, How do we take more effective action, in order to close the adaptation gap? How do we ensure adequacy and effectiveness of support for adaptation?
2. How might we best track progress on adaptation action and support for implementation of adaptation action?
3. What could the UNFCCC do to assist Parties to respond to Loss and Damage in situations where national capacity has been exceeded?
4. How are climate impacts shaping access to sustainable development in South Africa/Africa?

## *General discussion in Breakout Group 2*

Adaptation and Loss and Damage is a priority that should be parity with mitigation, hence at COP26 using 2 year Global Goal on Adaptation work programme for this.

- Gaps include: the lack of a clear national implementation plan, and gap in understanding how to resource implementation. There is a gap in cross-sectoral planning. Need a focus on inter-governmental cooperation and institutionalising coordination. There is a lack systems for preparedness to address extreme weather events. Adaptation actions are not being adequately captured by M&E, but would support putting forward the case to funders about what is being implemented and needs for finance.
- Progress is constrained at the subnational scale in governance structures, technical capacity, management of information, human resources, finance, technical skills, science communications to lay people and all people. Communities, and especially rural vulnerable communities are not protected yet.
- For tracking progress, we are not limited to single measure, but are also looking at common suite of metrics and indicators that can reflect adaptation action and support to see how we as a country are doing. Tracking progress will need to link national collective planning and what we need to do from the bottom up to think what information / frameworks / matrices are sufficient and can serve to aggregate information; metrics should help match funding to needs. Learning from our national M&E system might be a useful starting point.
- Could have annual tracking of finance flows for adaptation. National Treasury's climate budget tagging pilot may help. Addressing debt will be important in terms of debt relief and conditions that might be imposed on South Africa in finance flows.
- Funding for loss and damage should be flexible and responsive to needs. A specific ringfenced fund, established under the UNFCCC to address loss and damage, with streamlined mechanism can help with prompt assistance; should not add to the burden of dealing with a crisis. The National Treasury could oversee funds for disasters.
- The Santiago Network will connect vulnerable developing countries with providers of technical assistance; possibly provincial and local governments would want technical assistance to identify and put forward their needs?
- Maintaining early warning systems would be part of disaster preparedness and reducing losses and damages. Could consider simulations in climate disaster vulnerable localities as part of getting communities "disaster prepared and aware".
- Climate change brings risks and opportunities for sustainable development. It may impact negatively on each of the 17 SDGs in one way or another, and create opportunities for technology diffusion through climate action implementation programmes.

Group 3: Means of implementation: Finance, technology, capacity-building

Facilitator: Richard Sherman

Rapporteur: Mvuyo Mhangwane

## *Questions guiding Breakout Group 3's discussions*

1. How to a) assess the delivery of obligations of support and b) make recommendations to enhance support for the pathway towards low emissions and climate resilient

development, in light of recent COP decision that recognizes Just Transitions as a key component of meeting the Paris Goals?

2. What are the required forms of finance to support JT pathways?
3. How can developing countries benefit more from technological opportunities?
4. How do we strengthen innovation systems, so that technology contributes to transformational change? How do we support national systems of innovation, including in developing countries?
5. How can we go beyond workshops, toolbooks and technical assistance, to strengthen institutional and systemic capacity in developing countries?
6. How do we strengthen adequacy and effectiveness of support towards increasing the ability for climate resilient and low emissions development?
7. What are the key capacity-building needs by thematic area of the GST ?
8. How can we measure access to finance and knowledge?

### *General discussion in Breakout Group 3*

An explanation was provided to the effect that Nationally Determined Contributions (NDCs) that countries submit are essentially forward-looking plans, which cover both adaptation and mitigation pathways and each pathway needs funds. Over and above this, the Just Transition pathways also need funds. The question is whether there are enough funds for each of those pathways.

It was reported that African Development Banks (ADB) had indicated that they need approximately \$259 billion for climate action finance between 2020-2030. In this context SA ideally needs to mobilise \$8 billion per year for climate action (only \$2 billion per year currently mobilised). This reality implies that South Africa and other developing countries more finance is needed. This notwithstanding, it was important to first get clarity about the type of finance provided and secured – loans or grants – as this has implications on the country's indebtedness.

It was pointed out that data was needed for planning and management of climate action. It was then highlighted there was a link between funding received by a country and its capacity to have requisite data. In essence, lack of support has an adverse impact on a country's ability to have the requisite data.

### *Projects for consideration*

- There is a pressing need for provinces to strengthen their policy frameworks to help societies mitigate the risk of climate change.
- Reference was also made on the need to assist local governments to better deal with climate risks especially in relation to skills and capacity.
- The issue of education and awareness campaigns was highlighted particularly that people had to fully understand why they needed to adapt their behaviours to benefit to enhance climate action.
- It was pointed out that industries like coal mining needed transformative adaptation initiatives/ projects.
- It was further pointed out that projects needed to be co-created with the communities for which they are meant so that communities they can take ownership, which does not happen when projects are parachuted by outsiders without their involvement.
- The need for gender empowerment was underscored. In this regard, it was stressed that women in rural areas should be targeted. One participant cited the case of a project in a

rural area where an attempt to roll-out methanol stoves was made but these were not enough. Participants hailed this as a good project and encouraged the roll-out of similar environmentally-friendly projects at community level.

### *Concerns*

- Participants expressed concern regarding projects/ initiatives in correlation to their impact to the intended beneficiaries.
- Concern was also expressed regarding the tendency – especially in relation to developing – for funding to be provided to consultants who often do not fully know the local conditions and/or in reality do not have the capacity to deliver.
- Another concern relates to the difficulty that organisations like SANBI – whose focus is adaptation - go through to navigate the complicated process of getting accredited, only to further struggle to get access to funding.
- What needs to happen in the context of the GST?
- The need to review of financial mechanisms.
- Developing countries need approximately \$8 million to develop Early Warning Systems.
- There has to be a paradigm shift regarding how money is allocated and to whom it is allocated.
- There is a need for transformative change such that the focus is on sustainability. In this regard, GST and international partners should be encourage to focus on projects that are sustainable.
- There needs to be more clarity regarding funding received i.e. how much of the funding is loans and how much qualify as grants.

### *Group 4: Equity and Ambition based on Best Available Science*

Facilitator - Simon Cardy

Rapporteur– Heiner von Luepke

### *Guiding questions*

1. How are equity and ambition best reflected, from an African perspective, in the thematic areas of the GST?
2. Equity in mitigation: just transitions, fairness and ambition in NDCs, equitable allocation of carbon space, equitable phase down of fossil fuels and fossil fuel subsidies, and / or through procedural equity?
3. Equity in adaptation: How might we understand what are fair contributions to the global goal for adaptation and in relation to adaptation action and support?
4. Equity in finance: How can inequitable access to finance be redressed? Can justice and fairness in climate finance increase climate ambition?
5. Equity in relation to Loss and Damage and Response Measures
6. Can benchmarks be defined for equity – those that are consistent with ethics and international environmental law, and others that are not?

### *Guiding comments*

Reminder of Mandate of GST under Article 14 of PA:

Assess the collective progress towards achieving the purpose of the Paris Agreement and its long-term goals. It shall do so in a comprehensive and facilitative manner, considering mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science.

One of few places in PA that legalistic language is used (“shall”), although USA and its allies say that equity is too context specific to be aggregated or assessed multilaterally. For them it means all Parties should give a self-assessment e.g. in their NDCs and all stakeholders must do their fair share in a system based on mutual trust (the USA assesses politically). This is an equity of the individual perspective.

Ambition in current narrative from developed countries is slanted in favour of mitigation ambition and signing up to mitigation targets in a vacuum. For example, no link with enabling means of implementation support for developing countries.

The targets and pledges announced, especially in side coalitions and action platforms outside the UNFCCC, are then being presented to the GST as evidence of ambition. For example x number of multinationals have pledged to achieve net-zero emissions by 2050. There is no way to multilaterally assess whether they are really doing this and it is a long term goal. It is therefore critical to have a scientific basis or some form of data or on the ground evidence to determine whether this ambition is real and what the aggregate impact is and what the gaps are. This is why we have titled this session “Equity and Ambition **Based on Best Available Science**”

*General discussion in Breakout Group 3 on “Equity and Ambition Based on Best Available Science”*

Africa –

- sees equity and ambition as cross-cutting issues that go hand in hand and are applicable to all aspects, not just mitigation. We are particularly looking for enhanced ambition on support, adaptation and loss and damage and for recognition of our adaptation contributions, and assessment of the adequacy and effectiveness of current adaptation action and support and progress towards the global goal on adaptation. This will suggest actions needed to fill gaps.
- Mitigation, adaptation and support need to move forward together in a balanced manner. More mitigation, less adaption is needed and the less loss and damage. The GST needs to show these inter-linkages when dealing with ambition and there needs to be an equitable balance.
- Level of ambition should not only focus on mitigation, but also on adaptation and MoI.
- Ambition and equity is very much linked to developed country support and finance and the GST can make linkages more clear. This is also true for the other linkages, for instance, adaptation and mitigation. The relationship between ambition, equity and support is important: if support is certain and increased, then more commitment (ambition) is possible.
- Review of adequacy of support provided and pledged is key part of the GST.
- Overall priority is sustainable development and poverty eradication, so multilateral regime that runs counter to this could be said to fail the ambition and equity text. A progressive GST will provide a robust assessment of how to bridge the development

gap between developed and developing countries and move forward (equitable outcome perspective)

- Public intervention may be required when support is made available through private sector: to consider the what landscape of private sector actors can meet sustainable development objectives, including the number and location of actors (e.g. domestic and international companies).
- Equity in terms of fair sharing of burdens between Parties based on CBDR&RC in light of national circumstances – is there developed country leadership? What were the pre-2020 gaps and what becomes of the action deficits?
- Equitable sharing of Earth's finite resources, including carbon space. Equitable distribution perspective, as well as an inter-generational equity perspective.
- Focus on support that is needed; There is a misleading view that in Africa, upper middle income countries like South Africa more developed, but level of adaptation required is very high. Enhanced understanding is needed that resources are required to make transitions possible. How to balance development and climate goals in an equitable and fair manner?
- International relations matter, including trade of fossil fuels: Inconsistency of annex I countries buying coal / fossil fuels for a long time, in Glasgow pausing, now coming in again as buyers: these are the complexities which come into play when speaking about equity and ambition in SA, because it affects transition efforts here
- If support is made available: Do you have the institutional capacity to absorb support and finance, or are international consultants writing ambitious plans for a country?
- L&D: not only be reduced to private insurance. This is a probable deadlock of conversations in the UN: how to cover loss and damage if only leaving it to risk adverse companies?
- Qualitative and quantitative approach to equity and ambition – can you count, model and synthesize it? Does it make a real contribution to improving people's lives?
- Should be a common equity framework with indicators (opposed by others but can GST convince them that this is possible and useful?)

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Appendix: Agenda of workshop



**forestry, fisheries  
& the environment**

Department:  
Forestry, Fisheries and the Environment  
REPUBLIC OF SOUTH AFRICA

**Agenda for South Africa's Workshop on the UNFCCC Global Stocktake**

**Date: 2 September 2022**

**Time: 9h00 to 15h30**

**Venue: Venue: MS Teams (Link: <https://bit.ly/3x2RNBJ>)**

Timing	Item	Leader
<b>Session 1: Background information on the first GST</b>		
9h00 – 9h15	Welcoming, introductions and purpose	DFFE
09h15 – 9h45	GST in the context of climate negotiations	Maesela Kekana, DFFE
09h45 – 10h15	South Africa, Africa Group and G77&China approach to GST	Simon Cardy, DIRCO

10h15 – 10h45	Outline and current status of GST Technical Dialogue	Prof Harald Winkler, co-facilitator of the Technical Dialogue of the first GST
<b>10h45 – 11h00</b>	<b>TEA BREAK</b>	
<b>Session 2: Inputs from stakeholders – break-out groups</b>		
11h00 – 13h00	Mitigation and Response Measures	Itchell Guiney
	<ul style="list-style-type: none"> <li>• Questions for discussion (Mitigation and Response Measures)</li> </ul>	
	Adaptation and Loss and Damage	Tlou Ramaru / Funanani Muremi
	<ul style="list-style-type: none"> <li>• Questions for discussion</li> </ul>	
	Means of implementation	Richard Sherman
	<ul style="list-style-type: none"> <li>• Questions for discussion</li> </ul>	
	Equity and Ambition based on Best Available Science	Simon Cardy
<ul style="list-style-type: none"> <li>• Questions for discussion</li> </ul>		
13h00 – 14h00	<b>LUNCH</b>	
14h00 – 15h00	Reports back to plenary	Rapporteurs

15h00 – 15h30	Next steps and closure	DFFE
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