Non-state and subnational climate action in Latin America and the Caribbean

An overview of the actor landscape with a focus on the land use sector

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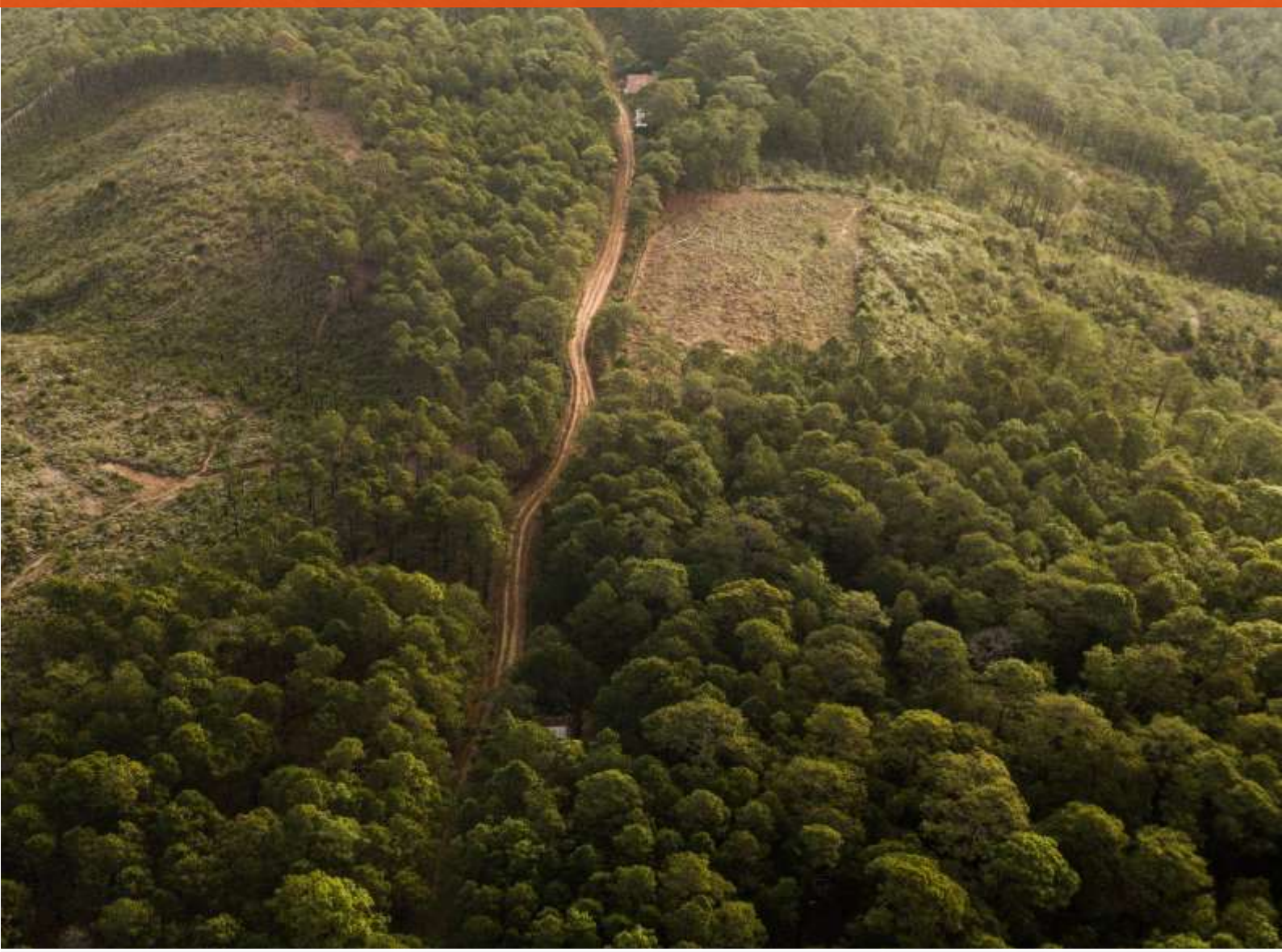

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Summary

This working paper provides an overview of climate commitments and actions from non-state (businesses and civil society) and subnational (cities, subnational regions) actors in the Latin America and the Caribbean (LAC) region. The paper also sheds light on cooperative climate actions in the land use sector in the LAC region, which hosts the Amazon rainforest.

The LAC region is the fourth largest pool of individual and cooperative climate actions from close to 1500 non-state and subnational actors. As of October 2021, this pool consisted of 77 regional governments, 553 cities, 672 companies, 41 investors and 132 organisations. Cities and companies are the largest and most rapidly growing actors in the LAC region - between 2020 and 2021 an additional 66 cities and 294 companies engaged in climate action.

By the end of 2021, 351 cities in the LAC region pledged to reach (net) zero emissions through the Race to Zero initiative and 553 cities reported climate actions on the Global Climate Action Portal. Many cities and regions of the LAC region have also joined key international cooperative initiative (ICIs) such as the Global covenant of mayors, the C40 initiative, the 2050 Pathways Platform, the Carbon Neutral Cities Alliance, or the Under2 Coalition.

Climate commitments and action of the corporate sector are difficult to trace in the LAC region as most firms are small and medium sized enterprises (SMEs) or even micro-enterprises. A few larger companies have, however, put forward emissions reduction and net zero targets, mainly in the larger countries of the LAC region. This trend is also reflected in the number of actors from the corporate and finance sector taking part in ICIs that are mainly based in Brazil, Mexico, Argentina, Colombia or Peru.

Climate action in the land use sector of the LAC region, especially in the Amazon basin where massive deforestation continues to take place, is essential to limit global climate change. Most prominently, the New York Declaration on Forests aims to protect and restore global forests and consists of over 200 countries, companies and civil society groups, non-governmental organisations and local communities but the largest host of the Amazon rainforest, Brazil, is not part of the Declaration. Smaller and sub-national initiatives also exist, such as the Governors' Climate and Forests Task Force, initiated by seven governors from the USA, Brazil and Indonesia, to create cooperative partnerships between local governments, indigenous Peoples, and local communities to preserve forests and the livelihood of local communities.

Indigenous Peoples and local communities are particularly important stakeholders in the land use sector, but they are often poorly represented in national processes and their rights may not be upheld and enforced. Some governments made progress in the integration of non-governmental stakeholders in land-related decision making, such as Peru’s extensive consultation process before introducing the Framework Law for Climate Change in 2020 that led to the setup of an Indigenous Climate Platform.

In the face of weak governance mechanisms for land in the Amazon region and an under-representation of Indigenous Peoples and local communities, climate or anti-deforestation commitments by demand-side actors and ICIs can be key. Domestic NGOs of the LAC region, which represent Indigenous Peoples and local communities among other, are in fact more engaged in ICIs with a thematic focus on land use than in other regions. The Cerrado Manifesto, launched by over 60 Brazilian NGOs, collects commitments from demand-side actors to reduce the purchase of commodities and products inducing deforestation in the Cerrado region. The RedLAC network, comprised of 27 environmental funds from 20 LAC countries, of which most have a thematic focus on the land sector, fosters climate finance through knowledge exchange and capacity-building initiatives.

Acknowledgements

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Abbreviations

BGFI	Brazil Green Finance Initiative
CBI	Climate Bonds Initiative
CEBDS	Brazilian Business Council for Sustainable Development [Conselho Empresarial Brasileiro para o Desenvolvimento Sustentável]
CLGC	Network of Leading Companies for Climate Action [Red de Empresas Líderes por la Acción Climática]
CSA	Climate-Smart Agriculture
DIE	Deutsches Institut für Entwicklungspolitik
FIAS	Sustainable Environmental Investment Fund
FUNBIO	Brazilian Fund for Biodiversity
GACSA	Global Alliance for Climate-Smart Agriculture
GDP	Gross domestic product
GFAR	Global Forum on Agriculture Research
GHG	Greenhouse gas
ICI	International cooperative initiative
LAC	Latin America and the Caribbean
LULUCF	Land use, land use change and forestry
NDC	Nationally Determined Contribution
NGO	Non-governmental organisation
NSA	Non-state actors
NYDF	New York Declaration on Forests
OECD	Organisation for Economic Co-operation and Development
PAT	Guyana Protected Areas Trust
Profonanpe	Fund for the Promotion of Peruvian Natural Protected Areas
RAMCCC	Argentine Network of Municipalities in the face of Climate Change
SBT	Science Based Target
SDG	Sustainable Development Goal
SME	Small and Medium Enterprise
UNFCCC	United Nations Framework Convention on Climate Change
USD	United States dollars

1 Introduction

Climate pledges and climate actions of non-state and subnational actors are growing fast and are essential to realise national commitments put forward under the Paris Agreement (Hale *et al.*, 2021; UNFCCC, 2021b). Climate actions by non-state and subnational actors have a significant potential to mitigate greenhouse gas (GHG) emissions beyond the national actions (Kuramochi *et al.*, 2020). Whilst non-state and subnational actors' climate commitments are abundant and rapidly growing this growth has largely taken place in Europe and North America and much less in developing regions (UNFCCC, 2021b).

In this working paper, we provide an overview the status of non-state and subnational action on climate change mitigation in the Latin America and the Caribbean (LAC) region. The LAC region is generally very vulnerable to climate change but countries in the LAC region face varying threats and have different roles and capacities to mitigate, and adapt to, climate change (Box 1). The LAC region is also a major GHG emitting region. It accounted for 9% of global GHG emissions in 2019, without the land use sector (Olivier and Peters, 2020). The LAC region is also the largest emitter of GHG emissions from land use change, accounting for close to 40% of global emissions from net forest conversion in 2020 (Tubiello *et al.*, 2021) due to the continued large-scale exploitation of the Amazon basin (Covey *et al.*, 2021).

Most countries in the LAC region have committed to climate action, at varying levels of ambition, in the frame of the Paris Agreement (UNFCCC, 2021a). For example, more than half (21) of the countries in the LAC region have pledged to reach net zero emissions (Hale *et al.*, 2021). Achieving national climate commitments will require society-wide transformational change and the mobilisation of all stakeholders.

This working paper is structured as follows. Section 2 provides a landscape of international cooperative initiatives (ICIs)[1] (2.1), of subnational climate pledges and actions (2.2) and of corporate climate pledges and actions (2.3). Section 3 focuses on the land use sector in the LAC region by providing a landscape of cooperative initiatives with a thematic focus on land use (3.1), assessing progress of actors close to forested lands to implement local climate actions (3.2) and of demand-side (non-state) actors often responsible for emissions and deforestation in the land use sector (3.3). Section 4 provides concluding remarks and recommendations for the way forward.

[1] The landscape is based on a comprehensive but not exhaustive list of ICIs, which also does not track national cooperative initiatives (Deneault and Chan, 2021). This factsheet discusses ICIs and national cooperative initiatives that are not included in the database. We use the term 'ICI' and 'cooperative initiative' interchangeably.

Box 1: The LAC region

The LAC region hosts a little over 8% of the global population (World Bank, 2021b) consists of 38 countries, of which 33 countries are sovereign states, with large cultural, socio-economic, political and environmental differences (Ehlers *et al.*, 2021).

The region encompasses small island states as well as large mainland countries like Brazil and Argentina. The region is also home to the Amazon rainforest, the largest forest cover on Earth (NASA Earth Observatory, 2019). These differences reflect differing needs, capacities and roles with regards to climate change mitigation and adaptation.

Countries in the LAC region are generally very vulnerable to climate change but are subject to different climate change impacts and have different abilities to cope with the risks (IDB, 2020). For example, sea level rise particularly affects island states and coastal regions and natural disasters, such as floods, severely hit countries in the Amazon basin. Between 2000 and 2019, Puerto Rico and Haiti were two of the three countries most affected by the impacts of extreme weather events worldwide. Furthermore, the Bahamas (3rd) and Bolivia (10th) ranked among the ten countries most affected by the consequences of climate change in 2019 (Eckstein *et al.*, 2021). Floods, droughts, tropical cyclones and more climate-related hazards regularly hit all countries of the LAC region and are likely to become more frequent in the future (CAF, 2014).

The LAC region is also one of the regions with the highest levels of inequality in the world (IDB, 2020). Large economic disparities persist in the region with GDP per capita ranging between less than USD 2,000 in Haiti and Honduras to around USD 30,000 in islands states such as Puerto Rico, the Bahamas, or Aruba (World Bank, 2021a).

2 Overview of non-state and subnational action in the LAC region

In the LAC region, non-state and subnational climate action is in an early stage of its diffusion and development. The total number of non-state and subnational actors worldwide registered to the UNFCCC Global Climate Action Portal amounted up to over 22,000 as of October 2021; about 75% of the global total were located in the Global North while only about 1,500 actors or 7% were from the LAC region (UNFCCC, 2021b). Cities and companies comprise a large part of the registered actors in the LAC region (553 and 672, respectively), followed by regional governments (77), civil society organisations (132) and investors (41) (UNFCCC, 2021b). The growth rates of registered actors between 2020 and 2021 were higher in the LAC region (37%) than in the Global North (23%), mainly due to an additional 66 cities and 294 companies (UNFCCC, 2020).

2.1 International cooperative initiatives (ICIs)

International cooperative initiatives (ICIs) are hybrid coalitions of various non-state and subnational actors that work together across national borders, often with national governments and international organisations (Hsu, Höhne, *et al.*, 2019). ICIs originally emerged as one of the complementary approaches to internationally negotiated top-down targets under the UNFCCC process to enhance global climate action and often have longer term visions consistent with global climate goals (Widerberg and Pattberg, 2015).

Due to the diverse backgrounds of ICIs, they hold a variety of core functions – or functional foci. These functions can range from campaigning, to norm and standard setting, to knowledge sharing (Chan *et al.*, 2018). One way to differentiate ICIs is along their functions that relate to direct or indirect impact on GHG emissions. ICIs may generate **direct impact** by, for example, technical 'on the ground' implementation or product development. On the other hand, ICIs may aim for **indirect impact** by lobbying, policy planning or through knowledge dissemination. Many ICIs have more than one function and targeted impact (Chan *et al.*, 2018). For example, an ICI may pursue a target related to technical innovation that can be implemented directly or it may act as a convening platform for ambitious target-setting amongst the members of this ICI (indirect impact).

The Climate Cooperative Initiatives Database (C-CID) reported 169 ICIs in which one or more LAC countries are participants (Deneault and Chan, 2021). Large majority of these ICIs (n=140) address mitigation, including those that focus on both mitigation and adaptation (n=43) and on nature-based solutions (n=4). In the LAC region, all ICIs reported at least three different functional foci. In 2020, most ICIs' top three functional foci that could result in an indirect impact on GHG emissions. For example, roughly half of all ICIs with mitigation focus had 'knowledge dissemination' as one of their core functional foci (Figure 1). ICIs in the LAC region also included 'institutional capacity building', 'participatory management', 'knowledge production' or 'campaigning' foci with indirect impact. At the same time, over 40% of ICIs also reported direct impact activities through 'technical, on-the-ground implementation', and close to 30% reported activities in 'funding' and the setting of 'new or enhanced standards & norms', which are both likely to lead to direct impact.

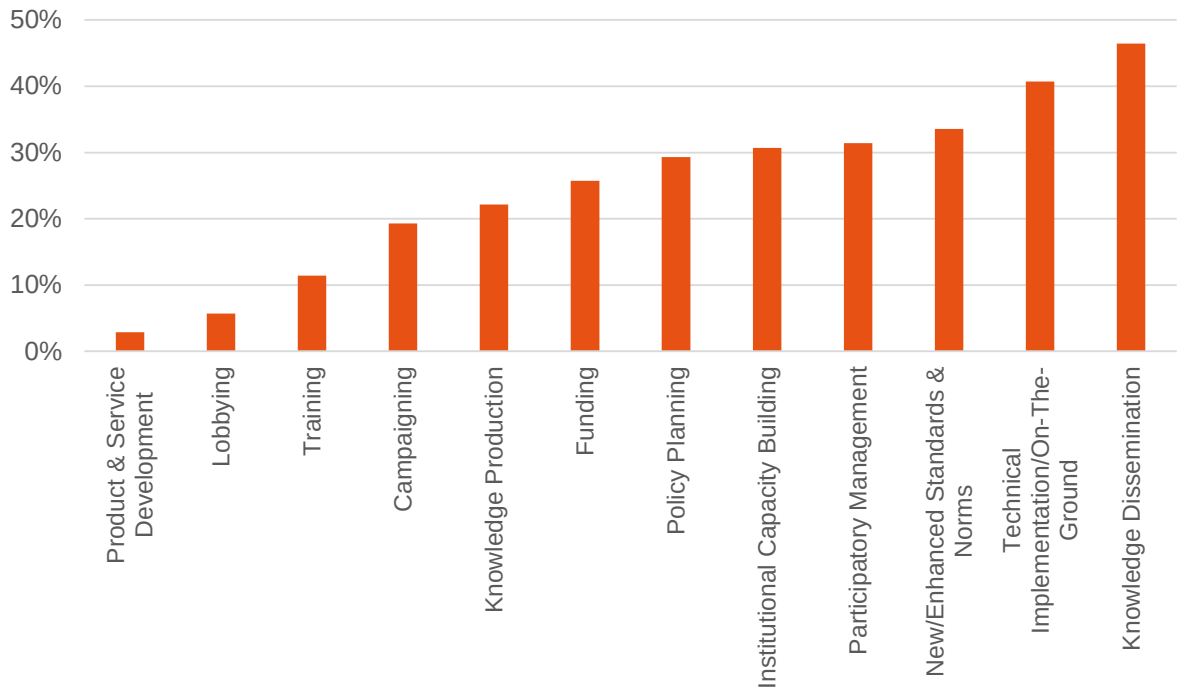


Figure 1 Breakdown of 140 mitigation-relevant ICIs on climate action in the LAC region by functional foci (top three foci). Source: Climate Cooperative Initiatives Database (C-CID) (Deneault and Chan, 2021) .

Similar to the functional foci of ICIs, one ICI may cover more than a single sector. ICIs active in the LAC region cover a bit over two different sectors on average, slightly higher than the global average of 1.9 sectors. Over a third of ICIs in the LAC region reported climate action in the energy sector, followed by the industry sector with 25% and 'human settlements and land use with 22% each (Figure 2). In section 3.1 we look into ICIs on the land use sector in detail.

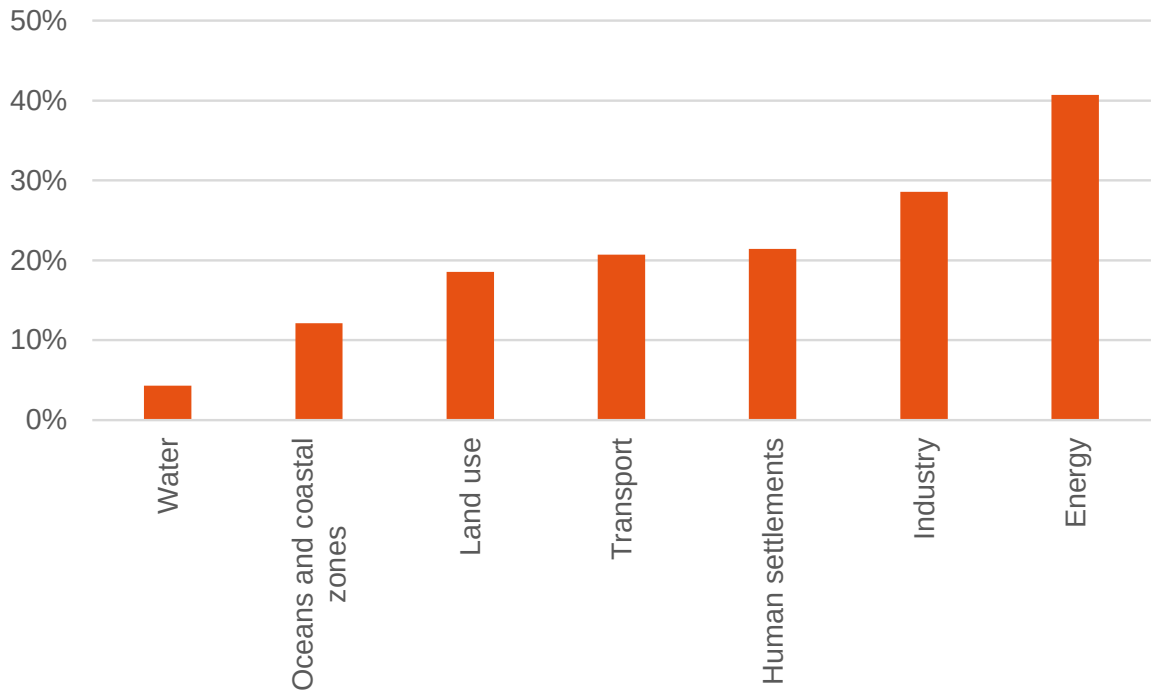


Figure 2 Breakdown of 140 mitigation-relevant ICIs on climate mitigation in the LAC region by focus sectors. Source: Climate Cooperative Initiatives Database (C-CID) (Deneault and Chan, 2021).

2.2 Subnational climate pledges and actions

Subnational governments, such as regions and cities, are well-placed actors to translate and adapt national targets to local contexts and implement climate action on the ground, therefore, they play a key role in the implementation of global and national climate targets. Through committing to local climate targets, subnational governments take ownership of the transformation towards net zero emissions (Hsu, Brandt, *et al.*, 2019; Hsu *et al.*, 2020; Kuramochi *et al.*, 2020; NewClimate Institute *et al.*, 2021).

By November 2021, 351 **cities** in the LAC region, of which most cities have less than 500,000 inhabitants, pledged to reach (net) zero emissions through the Race to Zero initiative (C40 Knowledge, 2021). Cities also rallied through national coalitions. For example, 157 Argentine municipalities have communicated climate commitments through the Argentine Network of Municipalities in the face of Climate Change (RAMCCC) and the Chilean Network of Municipalities in the face of Climate Change (RedMuniCC) has assembled climate commitments from 56 Chilean municipalities (ActionLAC, no date a, no date b). Moreover, 22 large cities of more than 500,000 inhabitants have individually pledged to reach (net) zero emissions in the LAC region, of which most are in Argentina and Brazil (6 each), followed by Mexico (3), Colombia (3), Ecuador (2), Peru (1), and Costa Rica (1) (Hale *et al.*, 2021).

Cities in the LAC region not only put forward (net) zero pledges but also engage in climate mitigation action more broadly - 553 cities from the LAC region reported climate actions on the Global Climate Action Portal by October 2021 (UNFCCC, 2021b). Many cities of the LAC region have also joined key

global ICIs such as the Global covenant of mayors[2], the C40 initiative[3], the 2050 Pathways Platform, or the Carbon Neutral Cities Alliance (Deneault and Chan, 2021).

Based on the assessments by CDP, there are, however, only a few cities in the LAC region that are taking action consistent with the Paris Agreement's long-term goal. CDP annually rates cities around the world based on the organisation's own evaluation criteria on transparency and action against climate change. To receive a high evaluation, cities need not only to set ambitious climate targets but also to demonstrate progress toward these targets (CDP, 2021a). In 2020, out of 591 cities assessed, 88 cities worldwide made the 'Cities A List'; of which 23 were cities from developing countries and eight were from Latin America[4] (CDP, 2020). In 2021, when CDP reflected the 1.5°C-consistency in the revised A List criteria, only four Latin American cities and eight from developing countries made the 'A List of 95 cities worldwide (out of total 965 cities assessed) (CDP, 2021b).

Regional governments typically represent the smallest group of actors in ICIs but are more actively engaged in climate action in the LAC region than elsewhere. By October 2021, 77 regions of the LAC region showed individual or cooperative climate actions. compared to only 2 regions in the "Eastern Europe Group" and 18 regions in the "African group" (UNFCCC, 2021b). Moreover, six regional governments in the LAC region have pledged to reach (net) zero emissions – three in Brazil and three in Mexico (Hale *et al.*, 2021).

2.3 Corporate climate pledges and actions

Climate actions by national and subnational governments will not suffice to transform economies towards net zero emissions. Among various non-state actors, business and financial sector actions to transform economic value chain and finance flows are particularly important.

A survey by the OECD shows that in the LAC region small and medium-sized enterprises (SMEs) accounted for 99.5% of all companies and generated 60% of 'formal productive employment' in 2019 (OECD & CAF, 2019). Of these SMEs, roughly 9 out of 10 were registered as micro-enterprises (OECD & CAF, 2019). This fragmented corporate landscape renders the tracking of climate action in the corporate sector particularly challenging.

Corporate climate action in the LAC is in a comparatively early phase of development compared to Europe or North America (SBTi, 2021a). More than 55 companies in Latin America take part in the initiative and more than 30 are 'committed' to keeping global warming to 1.5°C (SBTi, 2021a). In comparison, these figures are only slightly above corporate participation in Germany and well under participation in the United Kingdom or the USA (SBTi, 2021a). Furthermore, the level of corporate climate action differs in the region. For example, more than half of participation in Latin America stems from Brazilian companies. However, even in Brazil voluntary corporate climate action is at an early stage and not yet close to reaching a critical mass or a 'tipping point' for mainstreaming science-based targets (SBTi, 2021b).

Cooperative initiatives may trigger more climate actions in the fragmented corporate landscape of the LAC region because SMEs tend to have less resources than larger enterprises to, for example, gather knowledge on, plan and implement a transition towards zero emissions. However, only few ICIs with at

[2] After its launch in 2017, the Global Covenant of Mayors in Latin America and the Caribbean assembles 591 cities from Latin America and seven cities from the Caribbean (Global Covenant of Mayors, 2021).

[3] Twelve cities from Colombia, Argentina, Brazil, Mexico, Peru, and Ecuador have joined the C40 Network (C40, 2021).

[4] These eight cities were Mexico City, Hermosillo, León de los Aldamas (Mexico), Buenos Aires (Argentina), Rio de Janeiro, Recife (Brazil), the municipality of Peñalolén (Chile) and San José (Costa Rica) (CDP, 2020).

least one secretariat in the LAC region and with more than 100 participating business actors worldwide exist (see Appendix Table 1) – those with a focus on the land use sector are discussed in Section 3.

Cooperative initiatives with a focus on knowledge dissemination, capacity building and/or financial support can be useful to trigger climate action in the early stages of non-state action. For example, Fundacion Avina, a Latin American NGO, launched the project 'Action LAC' to provide technical support to companies throughout the region (ActionLAC, 2019). In Chile, the private sector-led initiative 'Accion Empresas' (Action Companies) gathers 120 members and is the largest corporate cooperative initiative in the country. It advocates for sustainable development and climate action amongst companies (Acción Empresas, no date). Similarly, the 'Red de Empresas Líderes por la Acción Climática' (Network of Leading Companies for Climate Action, CLGChile) is a network of 18 companies in Chile that advocate for climate action (CLGChile, no date).

Government-led cooperative initiatives can be of use to trigger first movement in the corporate sector because the LAC region is still in the early stages of corporate climate action. The government of Peru developed several such initiatives. In early 2017, for example, it initiated the High Level Multi-Sectoral Working Group for the Implementation of the Nationally Determined Contribution (NDC) to engage with subnational governments, civil society, and the private sector, to develop a road map for mitigation and adaptation action and to analyse the potential for NDC implementation (Government of Peru, 2018). Peru's government also signed the Green Protocol, a voluntary agreement with associations of financial intermediaries in September 2020. The agreement seeks, among other things, to increase financing of climate-friendly projects in financial institutions' portfolios; to create a collaborative space between the public and the private sector; and to promote the incorporation of sustainability criteria into projects and investments financed by Peruvian financial actors (Government of Peru, 2020). The engagement process has started by focusing on capacity building and raising awareness, among other, on the topic of climate finance.

3 Cooperative actions to reduce emissions in the Amazon region

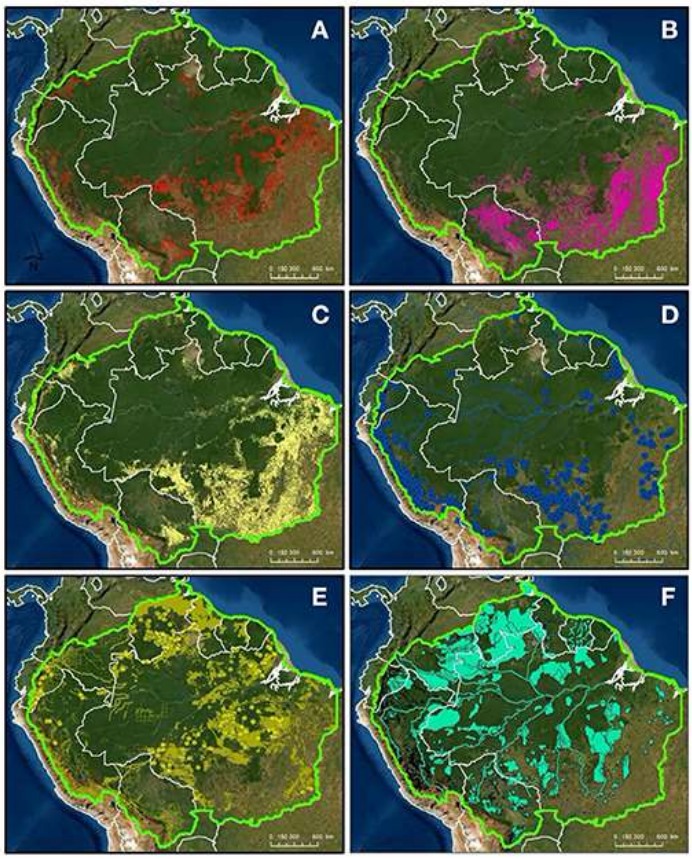
The LAC region is the largest emitter of GHG emissions from land-use change accounting for close to 40% of global emissions in 2020; Brazil alone accounted for 22% of global emissions (Tubiello, 2020). The economic exploitation of the Amazon basin, that leads to large-scale deforestation, forest degradation and extensive forest fires for land clearing, is largely responsible for these emissions (Sonter *et al.*, 2017; Covey *et al.*, 2021; Gatti *et al.*, 2021).

The Amazon basin consists of rainforests for the most part (80%), known as the Amazon rainforest, which is the largest forest cover on our planet (NASA Earth Observatory, 2019). Brazil hosts more than half of the Amazon rainforest, followed by Bolivia, Peru, Colombia, Venezuela and smaller Latin American countries (NASA Earth Observatory, 2019). In 2020, the forest cover of the LAC region accounted for close to 15% of global emission removals (Tubiello, 2020).

Satellite images suggest that deforestation and forest fires in the Amazon basin mainly take place in Brazil and primarily occur to clear land for agricultural and cattle production (Figure 3). In the face of European, Chinese and Indian demand for cattle and thus feedstock local actors in the Brazilian Amazon basin clear lands for pasture, and eventually also for infrastructure that further exacerbates deforestation (Steinweg *et al.*, 2016; Butler, 2021). Deforestation rates and forest fires were particularly high between 2000 and 2004, declined thereafter, but rose again at alarming rates since 2014 (Amigo, 2020). Many researchers link these recent developments with the policies of Brazil's president Bolsonaro such as the reduction of protected areas (Rochedo *et al.*, 2018; Amigo, 2020).

Further drivers of deforestation and land clearing are mining and oil extraction, the expansion of regional road networks (often to transport agricultural goods out of the Amazon Basin), permanent flooding via large hydroelectric dams, subsistence agriculture and both legal and illegal logging (Butler, 2021; Kachi *et al.*, 2021). Large hydropower plants are mainly located in Brazil and Peru, and oil extraction and mining activities primarily occur in Brazil and countries in the North of the Amazon basin, such as Venezuela and Guyana (Figure 3).

In this section, we first review ICIs with a thematic focus on the land use sector (3.1). Subsequently, we analyse climate actions of local subnational and civil society actors in the Amazon region in section 3.2, and companies and financial institutions that operate and finance many of those economic activities leading to deforestation, forest degradation and forest fires in the Amazon region in section 3.3.



A: Forest loss (2001-2019)

B: Fires for land clearance (2001–2019)

C: Agricultural and cattle areas

D: Hydropower and reservoirs

E: Oil extraction and mining areas

F: Fishing and hunting areas

The green line marks the borders of the Amazon basin.

Figure 3 Land use, land use change and fires in the Amazon region (Covey *et al.*, 2021).

3.1 Overview of land use-related ICIs

Departing from Section 2.1 (International cooperative initiatives (ICIs), we expand our assessment of ICIs also to those that focus exclusively on adaptation. Out of 169 ICIs active in the LAC region as identified in the Climate Cooperative Initiatives Database (C-CID) (Deneault and Chan, 2021), **38 ICIs target climate action in the land use sector**, of which 18 are active in Brazil. ICIs with a thematic focus on land use are particularly relevant in Brazil because the country hosts the largest area of the Amazon basin but has seen a surge in deforestation and forest fires in recent years (NYDF Assessment Partners, 2021).

At least half of these 38 ICIs with a thematic focus on the land use sector in the LAC region focus on climate change mitigation activities. Roughly a third (13 ICIs) focus on climate change mitigation alone and close to a quarter address both mitigation and adaptation (Figure 4). Another third solely focus on climate change adaptation, and 10% engage in other climate-related activities, such as the implementation of nature-based solutions (Deneault and Chan, 2021).

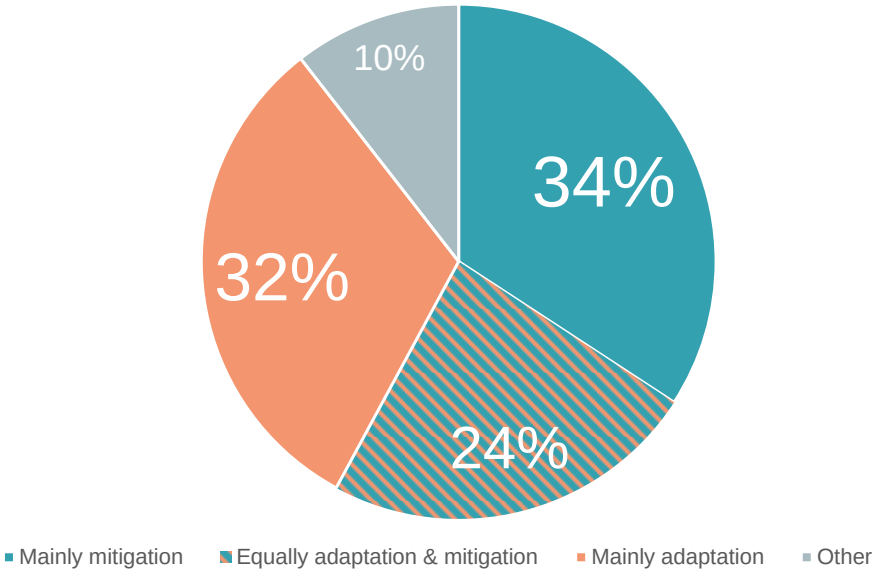


Figure 4 Climate action foci of ICIs active in the land use sector and in the LAC region (n=38) based on the Climate Cooperative Initiatives Database (C-CID) (Deneault and Chan, 2021).

Globally, subnational actors represent the largest group of actors in ICIs with a thematic focus on land use, accounting for 35% of all actors. In the LAC region, however, business actors are the largest stakeholder group to participate in ICIs with a thematic focus on land use, with 764 business actors representing close to a quarter of all participants (Deneault and Chan, 2021). In contrast, subnational actors account for a mere 2% of all actors (Deneault and Chan, 2021).

Actors can 'lead' ICIs, for example by founding an initiative or running a network, or 'participate' in ICIs with a more passive role. In the LAC region, national governments (27%) as well as research and education actors (19%) lead a majority of ICIs with a thematic focus on the land use sector. They are also the second and third largest groups participating in land use ICIs accounting for around 20% of all actors each (Deneault and Chan, 2021).

The New York Declaration on Forests (NYDF) is one of the largest ICIs to protect and restore global forests. Over 200 countries, companies and civil society groups, non-governmental organisations and local communities have endorsed it since 2014 (NYDF, 2021; NYDF Assessment Partners, 2021). Of the LAC region, Mexico, Colombia, Guyana, Chile, Costa Rica and the Dominican Republic are signatories to the declaration, while several countries hosting parts of the Amazon rainforest are not, such as Brazil, Bolivia, Venezuela, or Peru (NYDF, 2021).

To address weak local forest governance, the **Governors' Climate and Forests Task Force,** initiated by seven governors from the USA, Brazil and Indonesia, has helped create cooperative partnerships between governments, Indigenous Peoples, and local communities to preserve forests and the livelihood of local communities (GCF Task Force, 2021). Since 2008, the initiative has rallied 38 member states and provinces covering the entire Brazilian Amazon forest as well as large parts of Peru and Colombia (GCF Task Force, 2021).

3.2 Indigenous Peoples and local communities

Indigenous Peoples and local communities are important stakeholders in the land use sector. They manage about half of the planet's land, but are often poorly represented in national processes and most countries do not recognise their rights in national legislation and policies (NYDF Assessment Partners, 2021).

Some governments made progress with the **integration of non-governmental stakeholders** such as Indigenous Peoples and local communities (NYDF Assessment Partners, 2021). For example, 24 countries in the LAC region adopted the Escazu Agreement on Access to Information, Public Participation and Justice in Environmental Matters in 2018, but half the countries have not yet ratified it, including Brazil (UN, 2018). Furthermore, Peru ran an extensive consultation process including Indigenous Peoples and local communities before introducing the Framework Law for Climate Change in 2020. Indigenous Peoples were thus able to voice their concerns which led to the creation of an Indigenous Climate Platform as part of the law (NYDF Assessment Partners, 2021).

Despite some positive examples, participation processes are "often limited in scope and may not be accessible to all communities" and thus do not enable a broad participation of non-state actors (NYDF Assessment Partners, 2021). An assessment of 11 forest jurisdictions in Brazil, Mexico, and Peru showed that where rights of Indigenous Peoples and local communities were recognised the rights may not be upheld and enforced (NYDF Assessment Partners, 2021). This suggests that public and corporate land use activities bypass forest conservation interests and local communities have no mechanism nor voice against illegal deforestation.

Moreover, ICIs led by, or including domestic NGOs that represent indigenous Peoples and local communities, among other, are an opportunity for these actors to collectively raise their interests and concerns and engage with other stakeholder groups to encourage higher forest conservation. In the LAC region, domestic NGOs represent 18% of those participants in ICIs with a thematic focus on land use. This is much higher than on a global level, where domestic NGOs only account for 4% of all participants (Deneault and Chan, 2021). This suggests that Indigenous Peoples and local communities of the LAC region partake in more ICIs than in other regions.

3.3 Companies and financial institutions

In the face of weak governance mechanisms for forested land and an under-representation of Indigenous Peoples and local communities, commitments to take climate action and tackle deforestation by demand-side actors, such as commodity companies, as well as from the financial institutions that finance economic activities leading to deforestation, are essential. However, an analysis by the NGO "Global Witness" finds that between 2015 and 2020, financial institutions provided finance in the order of USD157 billion to economic activities which led to deforestation (Global Witness, 2021).

Several large ICIs that seek to reduce economic activities and finance flows leading to deforestation exist in the LAC region. The Mexican-led **Cancun Business and Biodiversity Pledge** brings businesses and financial institutions together to "take positive action" to preserve biodiversity and ecosystem services (Convention on Biological Diversity, 2017). Under the Pledge, signatories are invited to release corporate reports on biodiversity and can make use of impact indicators for commodity production developed by the initiative's secretariat (Convention on Biological Diversity, 2017).

In September 2017, over 60 Brazilian NGOs launched the **Cerrado Manifesto** to protect the Cerrado region from consumption-induced deforestation such as through the expansion of soy and meat production (Convention on Biological Diversity, 2017). The Cerrado region is located in the southern part of the Amazon region, it largely encompasses a vast tropical savanna but also entails tropical forests in the North and is the region where most agricultural and cattle production and fires for land clearing occur (see "B" and "C" in Figure 3). By 2018, 160 fast-moving consumer goods companies and institutional investors endorsed the Manifesto by signing a Statement of Support (FAIRR, 2018).

Two ICIs specifically aim for more sustainable agricultural practices. The **Global Alliance for Climate-Smart Agriculture** (GACSA) is a voluntary multi-stakeholder platform to foster knowledge-exchange, voluntary climate action, and sustainable development (GACSA, 2021). Similarly, the **Global Forum on**

Agriculture Research (GFAR) aims to collectively transform the agriculture business towards sustainable practices based on knowledge exchange, research, and innovation (GFAR, 2021).

Smaller but still relevant ICIs in the land use sector exist, such as cooperative initiatives in specific sub-sectors. The **Coconut Industry Development for the Caribbean** promotes sustainable agriculture in the coconut industry, the **Coffee & Climate Initiative** provides technical support to the coffee industry to enhance sustainable coffee production and better adapt to the impacts of climate change (United Nations, no date; Coffee & Climate, 2021).

Financial institutions and investors are ramping up efforts to align finance flows with the Paris Agreement by launching and joining international initiatives. This is also true in the LAC region.

The **RedLAC network** comprises of 27 environmental funds from 20 LAC countries to increase climate finance in the region through knowledge exchange and capacity-building initiatives (RedLAC, 2020). RedLAC members collectively manage 53 equity funds and close to 5,800 environmental conservation projects. In South America, funds from Brazil, Peru, Bolivia, Colombia and other smaller countries partake in the initiative. Most of these funds have a thematic focus on the land sector such as the Sustainable Environmental Investment Fund (FIAS), the Brazilian Fund for Biodiversity (FUNBIO), the Fund for the Promotion of Peruvian Natural Protected Areas (Profonanpe) or the Guyana Protected Areas Trust (PAT) (RedLAC, 2020).

In Brazil, the **Brazil Green Finance Initiative** (BGFI), comprised of companies of the industry sector and financial institutions together representing 40% of the country's GDP, aim to "develop and promote policy and market mechanisms to catalyse a robust pipeline of opportunities for green investments in Brazil" with support from the Brazilian Business Council for Sustainable Development (CEBDS) and the Climate Bonds Initiative (CBI) (CBI, 2020).

In a parallel effort to implement the Cerrado Manifesto, a Brazilian-led initiative from the soy industry and civil society launched the **Cerrado Funding Coalition** in cooperation with several large consumer goods companies such as Tesco, Nutreco or Grieg Seafood (FAIRR, 2018). The coalition aims to end all soy-driven deforestation in the Cerrado region by providing financial incentives to farmers to expand soy onto existing agricultural land instead of clearing new lands (FAIRR, 2018).

Individual and voluntary corporate pledges and climate action from companies in the agri-business and mining sector, who are core drivers of the exploitation in the Amazon basin, as well as from the financial institutions financing those economic activities, can complement collective initiatives. For example, the world's largest meat processing company, the Brazilian firm JBS, sources meat from deforested Amazon land (Global Witness, 2020). JBS has committed to reaching net zero emissions by 2040 and to reduce its emissions by 40% by 2030 compared to 2019 levels (Hale *et al.*, 2021). Whilst these climate commitments are ambitious, they do not cover deforestation-related emissions and emissions from non-JBS farms (Lilliston, 2021). Furthermore, large customers of JBS are, among others, Burger King, McDonalds, Walmart, Carrefour, or Nestlé (Global Witness, 2020). Thus, commitments and climate actions by these companies, such as better supply chain governance, could have a large impact to reduce deforestation, forest degradation and forest fires in the Amazon region.

4 Conclusion

This working paper presented an overview of non-state and subnational climate action in the LAC region. Due to the region being a major source of deforestation-related GHG emissions, the paper also shed light on cooperative climate actions taking place in the land use sector.

The LAC region sees rapidly increasing climate pledges and climate actions but is still in the early stages. First, non-state and subnational climate pledges and actions are far below the levels observed in developed regions. Second, despite the presence of non-state and subnational actors in ICIs and the rollout of individual climate actions it is unclear to what extent pledges and commitments are turned into real action 'on the ground', as seen at the example of the CDP assessment in which only four Latin American cities have shown progress towards Paris Agreement aligned commitments.

Climate action by Indigenous Peoples and local communities, and by corporate and financial actors of the LAC region can be observed in the land use sector. Civil society actors are more active in ICIs with a focus on the land use sector than in any other region -- a possible explanation is the need of collaborative voluntary action in the face of weak governance mechanisms for forested land and an under-representation of Indigenous Peoples and local communities in public policies. Corporate actors responsible for the economic exploitation of the Amazon basin leading to extensive GHG emissions are increasingly rallying through several initiatives, including in Brazil. However, the impact of these initiatives is unclear, seeing that deforestation rates and emissions keep increasing in the Amazon region.

We identify three emerging non-state actor groups with a particular role to play in mitigating GHG emissions in the Amazon region:

1. **Local non-state actors,** especially in the meat production industry, have a high potential to reduce deforestation, forest degradation and forest fires in the Amazon region, for example by committing not to procure cattle or feedstock from deforested, degraded or burnt land.
2. **International fast-consumer goods companies** are the buyers, and therefore indirect drivers, of cattle and feedstock products from the Amazon region. These actors could collaboratively and individually commit not to buy meat or feedstock from deforested, degraded or burnt land and accrue supply chain governance.
3. **Financial institutions** fund, and thus enable, those economic activities that lead to deforestation and forest degradation in the Amazon region. These actors could collaboratively and individually commit not to finance economic activities that drive deforestation, forest degradation or fires and accrues their due diligence.

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Annex

The analysis of non-state action in this paper is based on data of international cooperative initiatives (ICIs). We filter ICI by those with at least one secretariat based in the LAC region and a significant network (more than 100 business actors) to inform the analysis in corporate action in the LAC region (Table 1). We also used the Function-Output-Fit score to scope relevant ICIs in the land use sector (Table 2). The Function-Output-Fit assesses whether and to what extend ICIs have produced outputs consistent with the ICI's main functions.

Table 1 List of ICIs with at least one secretariat in the LAC region and with more than 100 participating business actors worldwide based on the Climate Cooperative Initiatives Database (C-CID) (Deneault and Chan, 2021).

Name of ICI	Number of participating companies worldwide
Climate Ambition Alliance: Net Zero 2050	897
Science-based Targets	882
RE100	205
Sports for Climate Action	156
The Global Forum on Agriculture Research (GFAR)	136
Cancun Business and Biodiversity Pledge	115
Global Alliance for Climate-Smart Agriculture	112
Statement of Support for the Cerrado Manifesto	103

Table 2: ICIs with a thematic focus on land use that are active in the LAC region with a Function-Output-Fit score higher than 0.8. (Deneault and Chan, 2021).

Name of ICI with a thematic focus on the land use sector
Coconut Industry Development for the Caribbean
Global Alliance for Climate-Smart Agriculture
World Flora Online
CCAC Agriculture Initiative
4/1000 Initiative: Soils for Food Security and Climate
BioCarbon Fund Initiative for Sustainable Forest Landscapes
The Global Forum on Agriculture Research (GFAR)
Global Partnership for Plant Conservation
ICT4SIDS Partnerships: Rapid Implementation of SDGs Through Latest Digital Innovations
The New York Declaration on Forests

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