



# Climate Governance

Assessment of the government's ability and readiness to transform Argentina into a zero emissions society

CAT Climate governance series

# ARGENTINA

September 2019

## CAT Climate Governance series

Under the Paris Agreement, governments have committed to limiting temperature increase to well below 2°C above pre-industrial levels and pursuing efforts to limit it to 1.5°C. Achieving this objective will require global greenhouse gas emissions to peak by 2020, reduce by 45% below 2010 levels by 2030 and be reduced to net zero around 2070, with carbon emissions reaching net zero around mid-century, with negative emissions thereafter.

Governments in all countries play a critical role in enabling this transformation, which involves action from all aspects of society and the economy.

The Climate Action Tracker (CAT) tracks the progress of countries towards achieving the climate targets they have set for themselves under the Paris Agreement and what the combined effect of these commitments and policies mean for global temperature levels at the end of this century.

In this series, the CAT expands on its country analysis to evaluate the ability and readiness of national governments to enable the required economy-wide transformation towards a zero emissions society.

Our assessment analyses four aspects of governance covering key enabling factors for effective climate action:

- the political commitment of the government to decarbonisation,
- the institutional framework it has put in place to achieve its emission reduction targets,
- the processes it has established to develop, implement and review mitigation policies, and
- its ability and willingness to engage with relevant stakeholders on policy development.

Each country assessment considers the national government and one or two of the highest emitting sectors critical to achieving deep decarbonisation in the country. The first round of analysis covers **Argentina, Australia, Indonesia, Kenya, the Philippines and South Africa**.

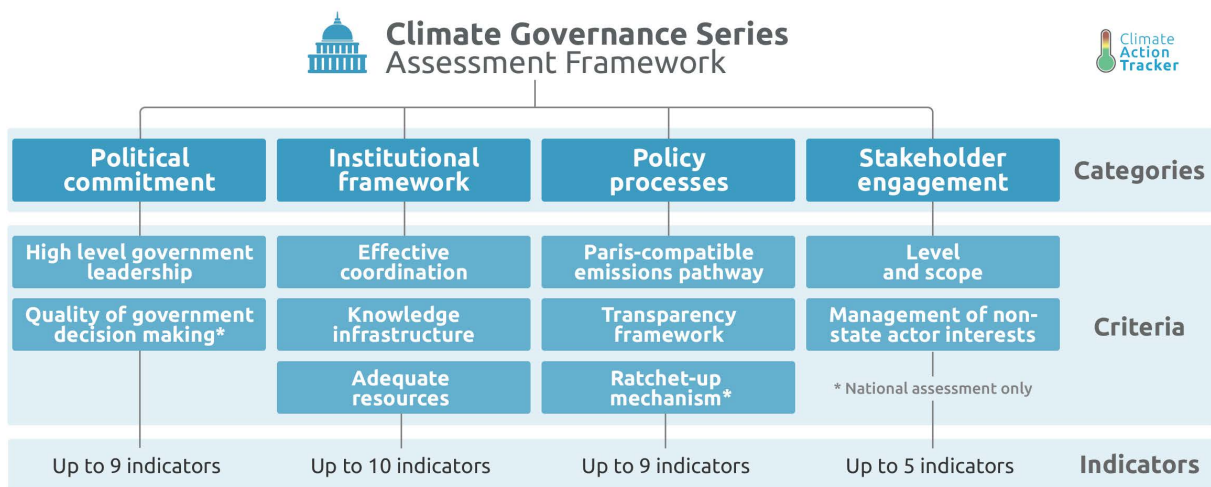
The Climate Governance Series seeks to offer a standardised and replicable approach to assessing a government's ability and readiness to achieve the required transformation, highlighting positive developments and areas for improvement. By releasing the first six country reports, the CAT aims to both generate discussion and elicit feedback on the methodology that the CAT seeks to develop further.



## Legend

### Understanding our indicators

This report series seeks to produce a standardised and replicable approach to assessing a country's readiness to decarbonise. To achieve this, we have assessed a number of possible indicators under four broad categories and ten **criteria**. **Criteria** are marked in bold text throughout this document. There are up to 33 indicators for national assessments and 20 for sectoral assessments.



### Understanding our rating system

Our rating system highlights positive developments within countries, identifies areas of improvement, and establishes a basis on which to compare climate governance across countries.

Each individual indicator has been assessed and given a score. The categories and criteria linked to those indicators are then given a rating based on those scores.

<b>Poor</b>	<p><b>≤ 30% of possible score</b> This rating indicates that this is an area where the government is deficient and could do much to improve.</p>
<b>Neutral</b>	<p><b>30 –70% of possible score</b> This rating indicates that the government is showing some level of readiness to decarbonise, but improvement is still necessary.</p>
<b>Advanced</b>	<p><b>≥ 70% of possible score</b> This rating indicates that while improvement is possible and beneficial, this area of governance is functioning relatively well.</p>

To find out more about our approach, please read our methodology paper on our website: [climateactiontracker.org/publications/climate-governance-methodology](https://climateactiontracker.org/publications/climate-governance-methodology)

## Executive summary

### 🚩 National level readiness

Argentina has shown explicit political commitment towards climate mitigation. Leadership from the head of state and leading institutions is evident but is not facilitating scaling up climate mitigation policy domestically. The need to raise ambition has to be emphasised more strongly. Top-level cabinet ministers and secretaries regularly consider climate mitigation policies, while still allowing for autonomy from climate change agencies.

The institutional framework regulating Argentina's governmental and ministerial processes is robust. The National Climate Change Cabinet (GNCC) effectively coordinates high-level government climate policy and facilitates inter-ministerial and inter-secretarial cooperation as well as public engagement. The Secretariat of Climate Change and Sustainable Development has adequate human and fiscal resources to undertake its mandated tasks and there is a suitable breadth of decarbonisation analyses to aid government decision makers.

Much of Argentina's processes for policy development, implementation and review around climate change mitigation are still under development. While medium-term policy planning in Argentina is comprehensive and detailed, and sectoral plans are developed in a systematic and coordinated way, long-term policy planning of national climate strategies is not fully developed, there is no quantifiable emissions reduction target for 2050 yet, and there is no institutionalised ratchet up mechanism.

The Argentinian government has shown a positive approach to stakeholder engagement as there are structures in place to consult non-state actors for planned policy actions. However, the Government does not have a formalised strategy in place to address negative externalities, thus transparency and consistency could be increased in actively addressing non-state actor interests.

Category	Criteria	Recommendations
Political commitment	High level government leadership	<ul style="list-style-type: none"> <li>Increase priority of climate change issues by emphasising climate change-related actions and targets.</li> </ul>
	Quality of government decision making	
Institutional framework	Effective coordination	<p><i>While these governance criteria have room for improvement, the authors advise prioritising other recommendations.</i></p>
	Knowledge infrastructure	
	Adequate resources	
Policy processes	Paris-compatible emissions pathway	<ul style="list-style-type: none"> <li>Develop a Paris-compatible pathway and consistent emission reduction targets including for 2030 and beyond, as well as action plans and implement them at national and sectoral level.</li> <li>Finalise the enhanced transparency framework systems and render the data publicly available.</li> <li>Establish a legally binding process to ensure a permanent and mandatory revision process for targets, GHG reporting and policy implementation.</li> </ul>
	Transparency framework	
	Ratchet-up mechanism	
Stakeholder engagement	Level and scope	<ul style="list-style-type: none"> <li>Demonstrate greater transparency and consistency in addressing and integrating non-state actors' interests, especially around addressing the negative externalities caused by national transitions.</li> </ul>
	Management of non-state actor interests	

Political attention is paid to climate mitigation primarily in the forestry sector, with the agriculture sector only recently beginning to address mitigation. There is a visible commitment to climate change by the sector leads and an established cross-sectoral climate change lead agency, which supports - and is able to influence - decision-making in both sectors. While the forestry sector already has an established vision and target committing to climate mitigation, the agriculture sector is expected to follow shortly.

The institutional framework in the Argentinian forestry sector is generally robust; it has been performing well for several years, while agriculture sector's framework is starting to take shape since becoming its own ministry in August 2019. There are high levels of standardised coordination and available analyses to inform decarbonisation strategies in the forestry sector. National and sector level greenhouse gas targets are aligned, although levels of ambition can be raised for both. While there is no comprehensive sector-level mitigation legislature or implementation plan in place for agriculture, the National Agriculture and Climate Change Action Plan is in development, with the summary already released.

Argentina's agriculture and forestry sectors' processes for the development, implementation and review of climate mitigation policies could be significantly improved, particularly for agriculture. Although there is an established system for monitoring, reporting, and verifying mitigation activities, long-term emissions reduction targets or plans beyond 2030, which could feed into the sectors short-term policy planning, have yet not been adopted.

Category	Criteria	Recommendations
Political commitment	High level government leadership	<ul style="list-style-type: none"> <li>Ensure that the climate change focal point within the Ministry of Production and Labour (MdPyT), and more recently, the Ministry of Agriculture, Cattle Farming and Fisheries, holds a senior and influential position.</li> <li>Include climate mitigation strategies as a key priority of sector plans, such as in the Argentina Strategic Plan for the Agrofood and Agroindustry.</li> </ul>
	Quality of government decision making*	
Institutional framework	Effective coordination	<ul style="list-style-type: none"> <li>Solidify concrete emission reduction targets and plans for the forestry sector and develop respective targets and plans also for the agriculture sector. Align existing and upcoming strategies with the upcoming National Climate Change Response Plan.</li> </ul>
	Knowledge infrastructure	
	Adequate resources	
Policy processes	Paris-compatible emissions pathway	<ul style="list-style-type: none"> <li>Develop a Paris-compatible long-term pathway and consistent emissions reduction targets (including for 2030 and beyond) as well as corresponding action plans</li> <li>implement them both on the national and the sectoral level.</li> </ul>
	Transparency framework	
	Ratchet-up* mechanism	
Stakeholder engagement	Level and scope	<ul style="list-style-type: none"> <li>Implement the upcoming National Agriculture and Climate Change Action Plan for the agriculture sector, including the development of stakeholder programmes.</li> <li>Demonstrate greater transparency and consistency in addressing and integrating non-state actors' interests, especially around addressing the negative externalities caused from sector</li> </ul>
	Management of non-state actor interests	

\* National assessment only

The agriculture and forestry sectors have shown a positive attitude towards stakeholder engagement: stakeholder consultations have taken place in the development of each sector's sectoral climate

change plans, though the extent and nature of the agriculture sector's engagement remains to be seen as the plan has not yet been released. However, there is no process in either sector for dealing with those stakeholders negatively disadvantaged by a transition to a more climate ambitious society.

# Contents

<b>Executive summary</b> .....	<b>1</b>
<b>1 Introduction</b> .....	<b>5</b>
1.1 Domestic context.....	5
1.2 Approach to Climate Change .....	6
<b>2 National assessment</b> .....	<b>9</b>
2.1 Political commitment.....	9
2.2 Institutional Framework.....	10
2.3 Process for policy development, implementation and review .....	11
2.4 Stakeholder engagement .....	12
<b>3 Sectoral assessment – Agriculture and forestry</b> .....	<b>13</b>
3.1 Political commitment.....	13
3.2 Institutional Framework.....	14
3.3 Process for policy development, implementation and review .....	15
3.4 Stakeholder engagement .....	16
<b>Authors</b> .....	<b>17</b>
<b>References</b> .....	<b>18</b>

# 1 Introduction

## 1.1 Domestic context

Argentina is a representative democracy, with executive power held by the President, Mauricio Macri, who took office in 2015. Upcoming presidential elections in October 2019 will have an impact on the implementation of climate policies and reforms that were previously established during Macri's tenure.

Under Macri, Argentina has shifted to a more centre-right government and has developed a reform agenda aimed at tackling corruption, revitalising economic policy and strengthening social programs (OECD, 2018). As a result of these efforts, the country improved its ranking on the Corruption Perception Index by eight positions since 2015 and currently ranks 85 out of 180 countries globally (Transparency International, 2018).

Incentives have been put in place to strengthen civic engagement in the public policy-making process. Initiatives such as the Civil Society Consultative Council (Consejo Consultivo de la Sociedad Civil, CCSC), were created in an attempt to expand the space for public participation (Argentine Government, 2018). Civil society representatives, such as human rights and corruption-focused NGOs, have been actively advocating for open access to information and citizen involvement in decision-making (Transparency International, 2016).

In 2018, the Government restructured its administration, decreasing the number of Ministries through merges and scaling down to Secretariats. In late July and early August 2019, the Government published new organigrams, outlining more changes. Most notably for this assessment, the Ministry of Production and Labour was previously the agriculture sector line ministry as it hosted the Secretariat of Agriculture, Cattle Farming and Fisheries [Secretaría de Agricultura, Ganadería y Pesca], the Government Secretariat of Agribusiness [Secretaría de Gobierno de Agroindustria] and the Secretariat of Food and Bioeconomy [Secretaría de Alimentos y Bioeconomía]. As of 2 August 2019, the three Secretariat were joined and instated as a ministry, becoming the Ministry of Agriculture, Cattle Farming and Fisheries [Ministerio de Agricultura, Ganadería y Pesca], led by Luis Miguel Etchevehere. In July 2019, the Senate approved a national declaration of a climate emergency (Bnamericas, 2019; Honorable Senate of the Argentine Nation, 2019)

Argentina is one of the largest economies in South America with a GDP of USD 637 billion in 2017 and is classified as a high-income country (World Bank, 2019b). Yet the country has high inflation and currency depreciation rates as financial turbulence in 2018 led to a 50.6% depreciation of the Argentine peso.

Since 2015, Argentina has been working on a structural reform agenda in order to correct some of the macroeconomic imbalances. Despite this, the overall economic situation remains volatile (World Bank, 2019a). About 27% of the population lives below the poverty line, with 5% in extreme poverty. Poverty remains highest in urban areas, while women and youth face the biggest challenge on the labour market (OECD, 2019). According to the World Bank (2017), about 8% of the total labour force was unemployed in 2017. Argentina has a large urban population, with up to 92% of the total population living in urban areas in 2017, leading to the vast majority of the country having access to electricity (World Bank, 2019b).

Argentina is rich in natural resources, including natural gas reserves and arable lands that lead to a high dependency on fossil fuels and high domestic food production and agricultural exports. The country's energy mix largely relies on natural gas (55.4% of total domestic energy supply in 2016) and oil (31.8%) (Ministry of Energy of Argentina, 2017). Despite the fact that Argentina has high renewable energy potential such as wind and solar power, the Government plans to expand natural gas fracking (in Vaca Muerta) for domestic consumption and for export (Argentine Government, n.d.-d).

Agriculture and forestry represents approximately 39% (144 MtCO<sub>2</sub>e) of total emissions in 2014, where 20.7% (76 MtCO<sub>2</sub>e) come from livestock alone and net emissions from LULUCF contribute a share of about 12% (46 MtCO<sub>2</sub>e) of total national emissions, followed by the energy supply and



transport sectors, each representing around 30% of national GHG emissions (Ministry of Environment and Sustainable Development, 2017).

The sectoral governance analysis of this report focuses on the agriculture and forestry sectors as, combined, they are the highest emitting sector. Argentina plans to decrease the agriculture sector’s net emissions by 25.7 MtCO<sub>2</sub>e by 2030 as part of the sector’s contribution to meeting the country’s NDC target and to reduce 27 MtCO<sub>2</sub>e from LULUCF by reducing emissions from deforestation of native forests (Agribusiness Secretariat and Secretariat of Climate Change and Sustainable Development, 2019; National Cabinet of Climate Change and Ministry of Environment and Sustainable Development, 2017).

## 1.2 Approach to Climate Change

The following table gives an overview of key institutions, strategies, targets, as well as legislation, that refers to Climate Change mitigation at national level, as well at sectoral level for the selected sectors (agriculture and forestry).

 <p><b>Key Institutions</b></p>	<p><b>National level</b></p> <p><b>National Climate Change Cabinet (GNCC) [Gabinete Nacional de Cambio Climático]</b></p> <p>The National Climate Change Cabinet brings together national public bodies involved in climate policies, under the orbit of the Cabinet of Ministers. It seeks to reorient public policies, ensure coordinated responses and generate mitigation and adaptation actions.</p>
	<p><b>Agriculture and Forestry sectoral level</b></p> <p><b>Ministry of Production and Labour (MdPyT) [Ministerio de Producción y Trabajo]</b></p> <p>In this assessment, the Ministry of Production and Labour is the agriculture sector line ministry. It hosted the Secretariat of Agriculture, Cattle Farming and Fisheries [Secretaría de Agricultura, Ganadería y Pesca], the Government Secretariat of Agribusiness [Secretaría de Gobierno de Agroindustria] and the Secretariat of Food and Bioeconomy [Secretaría de Alimentos y Bioeconomía]. As of 2nd August 2019, the three Secretariat were joined and instated as a ministry, which is now the Ministry of Agriculture, Cattle Farming and Fisheries [Ministerio de Agricultura, Ganadería y Pesca], led by Luis Miguel Etchevehere.</p>
	<p><b>Government Secretariat of Environment and Sustainable Development (SAyDS) [Secretaría de Ambiente y Desarrollo Sustentable de la Nación]</b></p> <p>The Government Secretariat of Environment and Sustainable Development is the forestry sector line agency. It hosts the Forest Environment Reforestation and Restoration Unit [Unidad de Reforestación y Restauración de Ambientes de Bosques] under the General Coordination Unit, and the National Forest Directorate [Dirección Nacional de Bosques] under the Secretaría de Política Ambiental Recursos Naturales [Secretaría de Política Ambiental Recursos Naturales]. It also authored the National Forest and Climate Change Action Plan.</p>



### Key Plans & Strategies

#### National level

##### **National Mitigation Plan [Plan Nacional de Mitigación] (unreleased)**

The National Mitigation Plan, together with the National Adaptation Plan [Plan Nacional de Adaptación], will form the basis for the National Climate Change Response Plan, [Plan Nacional de Respuesta al Cambio Climático] due by the end of 2019. The National Mitigation Plan will contain Sectoral Climate Action Plans, several of which have already been released.

#### Agriculture and Forestry sectoral level

##### **National Agriculture and Climate Change Action Plan [Plan de Acción Nacional de Agro y Cambio Climático] (forthcoming)**

The National Agriculture and Climate Change Action Plan is one of the sectoral climate action plans that feeds into the National Mitigation Plan. Mitigation measures include the increase of forest cover, a shift to more cereal-based plantations and the use of biomass for energy-production.

##### **National Forestry and Climate Change Action Plan [Plan de Acción Nacional de Bosques y Cambio Climático], 2017**

The plan, produced by the Secretariat of Environment and Sustainable Development, is a public policy instrument, containing the REDD+ strategy and an operational management tool that has a general objective to reduce emissions and manage native impacts on forests.



### Pledges & Targets

#### National level

##### **Nationally Determined Contribution (NDC)**

Unconditional: Economy-wide emissions capped at 483 MtCO<sub>2e</sub> incl. LULUCF in 2030.

Conditional: Economy-wide emissions capped at 369 MtCO<sub>2e</sub> incl. LULUCF in 2030.

Argentina is one of the few countries that updated their NDC after the initial submission for the Paris summit in December 2015.

#### Agriculture and Forestry sectoral level

##### **National Agriculture and Climate Change Action Plan [Plan de Acción Nacional de Agro y Cambio Climático] (forthcoming)**

The sectoral plan stipulates a reduction in the order of 25.74 MtCO<sub>2e</sub> below business-as-usual in 2030 as the sector's contribution to the country's NDC.

##### **National Forestry and Climate Change Action Plan [Plan de Acción Nacional de Bosques y Cambio Climático], 2017**

The plan stipulates a 27 MtCO<sub>2e</sub> net GHG reduction below business-as-usual in 2030 as the sector's contribution to the country's NDC.



## Key Laws & Regulations

### National level

#### **Law 27.191 on Renewable Energy [Régimen de Fomento Nacional para el uso de Fuentes Renovables de Energía destinada a la Producción de Energía Eléctrica], 2015**

Updates an existing law setting national targets for renewable energy, establishes a fund for financing related projects and sets minimum requirements for large consumers.

#### **Law 27.424 Promotion Regime for Distributed Generation of Renewable Energy Integrated in the Public Electricity Grid [Régimen de foment a la generación distribuida de energía renovable integrada a la red eléctrica pública], 2017**

Sets the policies and establishes the legal and contractual conditions for generating electric power from renewable sources for self-consumption and selling back to the grid.

#### **Law 27.430 of Tax Reform [Reforma Tributaria], 2018**

The law introduces amendments to income tax (both corporate and individual), value added tax, tax procedural law, and most relevant to mitigation: fuel tax.

Argentina does not have any specific climate mitigation legislation; however, it plans to release this by the end of 2019.

### Agriculture and Forestry sectoral level

#### **Law 26.331 of Native Forests [La Ley 26,331 de Presupuestos Mínimos de Protección Ambiental de Los Bosques Nativos]**

The Native Forest Law regulates the use of Native Forests, intended to promote sustainable forest management.

#### **Law 27.487 Promotion of forestry activities and reforestation [La Ley 27.487 Inversiones forestales]**

Designed to promote investments in new forestation and reforestation efforts. The law updated Law 25.080, and further defined stakeholders in processes who could be beneficiaries.

#### **Law 26.562 Law for minimum environmental protection budgets to control agricultural burning activities [La Ley 26,562 de Resupuestos mínimos para control de actividades de quema]**

*The law establishes minimum environmental budget protection to control burning activities in national territories.*

There is also legislation in place to promote the production of biofuels, spread good practice and smart agriculture.

## 2 National assessment

### 2.1 Political commitment

#### Political commitment

##### High level government leadership

##### Quality of government decision making

*Argentina has shown explicit national political commitment towards climate mitigation. Leadership from the head of state and leading institutions is evident but is not facilitating scaling up climate mitigation policy domestically. The need to increase climate action has to be articulated more strongly. Climate mitigation policies are regularly considered by top level cabinet ministers, while still allowing for autonomy from climate change agencies.*

**High-level government leadership** can be a driving force for stimulating economy-wide transformational change and scaling up climate mitigation actions through top-down strategy setting and sending effective policy signals. The Argentinian government has shown significant commitment to increasing climate action, even though mitigation measures are only partially integrated in official government declarations.

The head of state, President Mauricio Macri, has shown commitment to climate change by emphasising the need to increase climate mitigation ambition, citing “climate change [as] the greatest obstacle facing humanity” and stating that “climate sustainability requires urgent action” (La Prensa, 2018).

President Macri incepted institutional reforms to bring up climate change in the national process and discourse and, while still insufficient, Argentina’s NDC was updated in 2016 (Argentine Government, 2016). On the international stage, the government has showcased climate change commitment through several avenues, such as presiding over the 2018 G20 Summit where, in the final communique, all G20 members (except the United States) agreed that progress made in the Paris Agreement was irreversible and that they were committed to its implementation (G20 Argentina, 2018). A Climate Sustainability G20 Working Group was also created under Argentine leadership.

In contrast, however, the government also openly supports the expansion of shale gas extraction and exports, which undermines Argentina’s climate leadership. For instance Argentina’s energy plan is heavily centred around the development of natural gas production and incentivises shale gas extraction, mainly from Vaca Muerta reserves (Energy Secretariat, 2018).

The national lead agency for climate related activities is the Secretariat of Climate Change and Sustainable Development (SAyDS by its Spanish acronym), which is part of the Secretariat of Environment and Sustainable Development coordinates and implements environmental policies. Macri also created the National Climate Change Cabinet (GNCC by its Spanish acronym) by decree N° 891/16 in 2016.

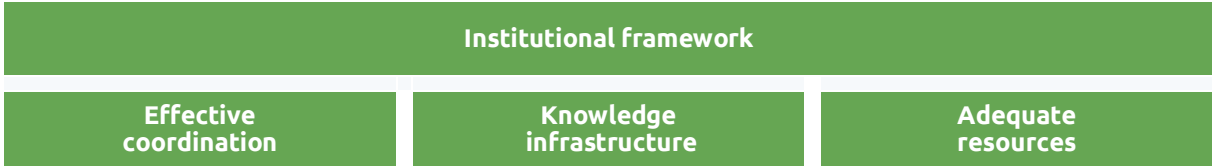
The GNCC brings together national public bodies (ministries and secretariats) involved in climate policies, under the orbit of the Head of Cabinet Ministers (Jefe de Gabinete de Ministros) who is directly affiliated to the Presidency. The GNCC is primarily charged with the design of coherent public policies with a strategic vision to reduce GHG emissions, ensure coordinated responses and generate mitigation and adaptation actions (Argentine Government, n.d.-b; National Climate Change Cabinet (GNCC), 2019). In July 2019, the Unicameral Commission for Environment and Sustainable Development of the Senate declared a national state of climate and ecological emergency (Bnamericas, 2019; El Tiempo, 2019; Honorable Senate of the Argentine Nation, 2019).

The **quality of government decision making** at the highest levels is a key factor in implementing ambitious climate policies, as national governments provide resources and direction to lower levels

of government and can stimulate horizontal action through mainstreaming, lesson-drawing and cooperation (Jänicke, Schreurs, & Töpfer, 2015). Despite the 2018 government restructure, when the number of ministries was reduced and some ministries were transformed into secretariats, capacity for climate mitigation actions did not decrease, and no major scaling back of climate policies has been observed until recently (Chief of Cabinet of Ministers, 2019). Argentina is one of the few countries that has strengthened the targets in its NDC since the adoption of the Paris Agreement, although this update is still not consistent with the Agreement’s long-term temperature goal of limiting warming to 1.5°C (Climate Action Tracker, 2019).

Action on climate change enjoys cross-party support. Propuesta Republicana (PRO), the party in power, has demonstrated its attitude to climate issues with past actions while the manifesto of the opposition party, Frente Grande, states that "implementation and deepening of environmental policy of the national government" is a key principle (Partido Frente Grande, n.d.). The Socialist Party (Partido Socialista) also shows a tendency towards pushing pro-climate mitigation measures and provides contemporary analyses of missed opportunities to further climate ambition (Lifschtiz, 2018).

## 2.2 Institutional Framework



*Argentina has a robust institutional framework regulating its governmental and ministerial processes. The National Climate Change Cabinet (GNCC) effectively coordinates high-level government climate policy and facilitates inter-ministerial cooperation as well as public engagement. In relation to the overall national budget, the Secretariat of Climate Change and Sustainable Development has adequate human and fiscal resources to develop national climate change plans and actions. There is a suitable breadth of decarbonisation analyses, from both government and independent institutions, to aid government decision makers.*

**Effective coordination** across ministries and secretariats as well as with sub-national governments is important as it enhances the ability of these actors to align overarching climate policy targets efficiently and consistently. Policy actions between national and subnational governments are coordinated by the Federal Environmental Council (COFEMA by its Spanish acronym), which falls under the GNCC, while inter-ministerial coordination on climate mitigation policy development occurs directly through the GNCC framework (Argentine Government, n.d.-c; COFEMA, 2016). After coordination meetings at the minister level, technical analyses are completed and institutionalised by designated focal points within each ministry (Argentine Government, 2017b). In this way, the government coordinates sector planning, evidenced by the alignment of emission reduction targets laid out in its NDC with the targets mentioned in sectoral climate change mitigation plans.

**A knowledge infrastructure capable of supporting strategic planning and policy development** is essential in aiding a government’s elaboration and application of decarbonisation analyses in climate policy development. In Argentina, the Cabinet of Technical Advisors, a subgroup of the GNCC, is tasked with duties associated with specific topics such as civil society, employment, industry and academic sciences. Through the Cabinet of Technical Advisors, selected academic institutions<sup>1</sup> are mandated to advise on decarbonisation efforts and provide a broad range of climate relevant analyses to the national government. The government considers these decarbonisation analyses, as shown in the ForestAr and RenovAr plans (Argentine Government, 2017a; Ministry of Energy and Mining, 2016).

Capital and resource constraints are significant barriers to effective climate governance and have been an impediment for developing countries in the past (Bhave, Conway, Dessai, & Stainforth, 2016). **Adequate resources and capacity** therefore need to be made available for governmental entities,

1 Foro del Buen Ayre, Ingeniar Tecnología Sustentable, Consejo Empresario Argentino para el Desarrollo Sostenible, Consejo Universitario Nacional, and Consejo Nacional de Investigaciones Científicas y Técnicas.

and efficiently used by them in climate policy processes. The fact that the Secretariat of Climate Change and Sustainable Development adequately fulfils its statutory tasks, which are mostly related to coordinating action of other entities, suggests that Argentina’s lead climate change agency has sufficient human capital (Chief of Cabinet of Ministers, 2019).

Despite Argentina’s strong austerity policies regarding the overall national budget, it seems that the government provides adequate funding to the Secretariat of Climate Change and Sustainable Development, as the 2018 ministerial budget contained a significant and dedicated budget for specific items for the Secretariat, implying advanced planning for programme implementation (Ministry of Environment and Sustainable Development, 2018).

The 2018 government restructure does not seem to have affected the National Climate change Cabinet, as it kept its composition that includes the highest authorities from each sector and it continued its activities in line with workplans and timelines (Chief of Cabinet of Ministers, 2019; National Climate Change Cabinet (GNCC), 2019). The Ministry of Environment and Sustainable Development (MAyDS) was converted into a Government Secretariat of Environment and Sustainable Development (SAyDS), which, from a staffing and budget perspective, does not seem to have affected its ability to complete its mandate.

### 2.3 Process for policy development, implementation and review



*Much of Argentina’s processes for policy development, implementation and review are still under development. While medium-term policy planning in Argentina is comprehensive and detailed, and sectoral plans are developed in a systematic and coordinated way, long-term policy planning of national climate strategies is not fully developed, there is no quantifiable emissions reduction target for 2050 yet, nor is there a ratchet up mechanism in place.*

A **defined Paris-compatible decarbonisation pathway** is an important component to aid the long-term planning for, and alignment with, the Paris Agreement’s overall objectives. Argentina’s proposed policy measures are aligned with its own 2030 target. However, this target is not compatible with the Paris Agreement’s long-term temperature goal, nor has the government released a long-term decarbonisation target (Argentine Government, 2016). While line ministries have detailed sectoral plans and strategies to achieve 2030 targets, the lack of long-term targets prevents the government from considering a long-term vision for short-term policy implementation (National Cabinet of Climate Change, 2019).

The country also lacks comprehensive climate mitigation legislation although a climate law is planned for the end of August 2019 (National Climate Change Cabinet (GNCC), 2019). Argentina does have sector-specific laws which do contribute to emission reductions, most notably in the field of promoting the uptake of renewable energy.<sup>2</sup> The Argentinian Congress also passed Law 27430 of Tax Reform in 2017, which modified the tax structure of fuels by considering the environmental impact of the use of fuels for the first time. As of March 2018, fuels are impacted by two taxes: a tax on liquid fuels and a tax on carbon dioxide, with the objective of discouraging fossil fuels use and encouraging renewable energy (Bean & Scott, 2018).

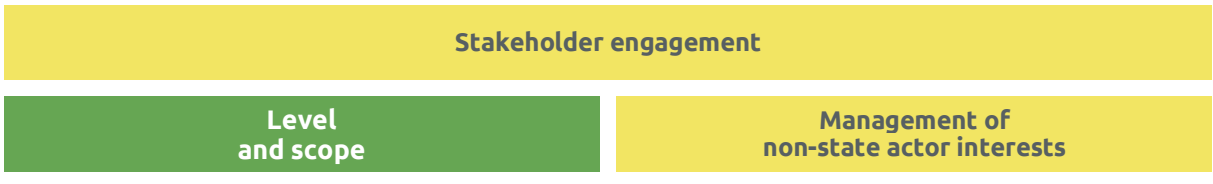
An **enhanced transparency framework** mechanism is necessary in order to track progress towards achieving emission reduction targets as well as providing checks and balances for the government’s climate commitments. The scope of Argentina’s transparency framework is limited. The framework covers GHG inventory, planning, measurement and verification of energy savings and efficiency, and

<sup>2</sup> Law 27191 on Renewable Energy (an update on the promotion of Production and Use of Renewable Sources) and Law 27424 on creating the Promotion Regime for Distributed Generation of Renewable Energy Integrated in the Public Electricity Grid (Law 27424 Distributed Generation).

the Extractive Industries Transparency Initiative (EITI). According to the Secretariat for Environment and Sustainable Development’s website on monitoring and evaluation, further sector level MRV processes are under development (National Directorate of Climate Change, 2019). Institutional mandates are in place to implement the transparency framework, notably through the National Monitoring and Reporting System of GHG emissions. The review of the EITI and the GHG inventory is undertaken by governmental entities, namely the Ministry of Energy and Mining and the Secretariat for Environment and Sustainable Development, respectively (National Directorate of Climate Change, n.d.).

Although the government has responded to mitigation gaps by revising its NDC, it lacks a formalised **ratchet-up mechanism**. Such a mechanism is critical to ensuring that Argentina regularly scales up its climate ambition in accordance with regular international cycles. The mechanism must be grounded in legislation and establish a permanent and mandatory revision process to maintain Paris-compatibility (Argentine Government, n.d.-a).

## 2.4 Stakeholder engagement



*The Argentinian government has shown a positive approach to stakeholder engagement as there are structures in place to consult non-state actors in planned policy actions. However, the Government does not have a formalised strategy in place to address negative externalities, so transparency and consistency could be increased in actively addressing non-state actor interests.*

The government’s **level and scope of engagement** with stakeholders reflects how much it is aware of external knowledge and the expectations of its constituents, which in turn affects the ability for sound government decision-making. Argentina has shown a high level of engagement with non-state actors and climate change content is regularly available in society.

Most climate change analyses are produced by Argentinian universities and research institutions, such as those that contributed to the Third National Communication (Secretariat of Climate Change and Sustainable Development, 2015). On top of this, with the G20 Summit held in Argentina in 2018, there was increased news coverage of global agendas, including climate change topics and the COP 24. As a result, the second half of 2018 saw climate content frequently disseminated in the media, and this trickled through into 2019, buffered by the student protests for the climate.

The government ensures broad buy-in through a transparent and open process for consultation with relevant actors, particularly in relation to the NDC process. This is exemplified by cross-sector representation in the National Climate Change Cabinet, the Climate Change Commission for Agriculture, Livestock, Fisheries, Food and Forestation, the Commission for Native Forests, as well as Federal Council meetings which are convened multiple times a year (Argentine Government, n.d.-c; COFEMA, 2016; FAO, 2017).

The **management of non-state actor interests** is another important element of climate governance, as it depicts whether governments have succeeded in addressing resistance created by vested interests as well as communicating the fairness of their policies to the public. Argentina tends to actively seek to ensure broad buy-in from non-state actors regarding planned policy actions. However, there is little evidence to suggest that the government is directly implementing any action to address overall negative externalities from decarbonisation to ensure a just transition. There are positive examples such as the PROBIOMASA programme, a transition programme to train cattle farmers in biofuel production (Ministry of Production and Labor, n.d.-b), which suggests the government’s willingness to act in mitigation-induced transitions.



## 3 Sectoral assessment – Agriculture and forestry

### 3.1 Political commitment

#### Political commitment

##### High level government leadership

##### Quality of government decision making\*

*Political attention is paid to climate mitigation primarily in the forestry sector, with the agriculture sector only beginning to address mitigation recently. However, the focus on climate change in these sectors is partly due to the fact that the sectors are vulnerable to climate impacts and there is a large emphasis on adaptation. There is visible commitment to climate change by the sector leads and an established cross-sectoral climate change lead agency, which supports and is able to influence decision-making in both sectors. The forestry sector already has an established vision and target committing to climate mitigation, and the agriculture sector is expected to follow shortly.*

*\* Not rated under sectoral assessments*

**High-level sector leadership** is integral to ensuring top-down national policy signals are integrated with long-term sectoral planning. There are two line agencies that are of relevance to the agriculture and forestry sectors. While agriculture is housed in the Ministry of Production and Labour<sup>3</sup>, forestry is covered by the Government Secretariat of Environment and Sustainable Development (previously the Ministry of Environment and Sustainable Development). Both Ministers have publicly mentioned the importance of combatting climate change.

Although the Minister of Production and Labour, Dante Sica, has only seldomly mentioned mitigation policies in his function as Minister, he has in the past shown support to renewable energy while working in the private sector (Energía Estratégica, 2017). The Secretary for the Environment and Sustainable Development, Sergio Bergman, often publicly states that climate ambition needs to be raised and measures strengthened (Bergman, 2019).

Both line ministries have taken ownership of climate mitigation efforts by, for instance, creating the Climate Change Commission for Agriculture, Livestock, Fisheries, Food and Forestry<sup>4</sup>, as well as maintaining the mandatory focal point<sup>5</sup> in the line ministries as required by the GNCC. However, the climate change focal point does not appear to have much seniority within the Ministry of Production and Labor (Argentine Government, 2017b; Ministry of Production and Labor, n.d.-a).

While the Forestry Climate Action Plan specifically addresses the need for climate mitigation and lays out a roadmap for a sustainable sector pathway, the Argentina Strategic Plan for the Agrofood and Agroindustry does not emphasise climate change related issues. However, the National Agriculture and Climate Action Plan currently under development is expected to fill this gap by including climate mitigation related plans for the sector (Agribusiness Secretariat and Secretariat of Climate Change and Sustainable Development, 2019).

The GNCC and the Secretariat of Climate Change and Sustainable Development, both of which Sergio Bergman leads, have influence on the line ministries. A good example is the development of the National Action Plan for Forestry and Climate Change, which the institution housing the climate change lead agency, the Secretariat of Environment and Sustainable Development, authored.

3 Since the time of assessment, the agriculture sector is now under the Ministry of Agriculture, Cattle Farming and Fisheries as of August 2019, headed by Luis Miguel Etchevehere

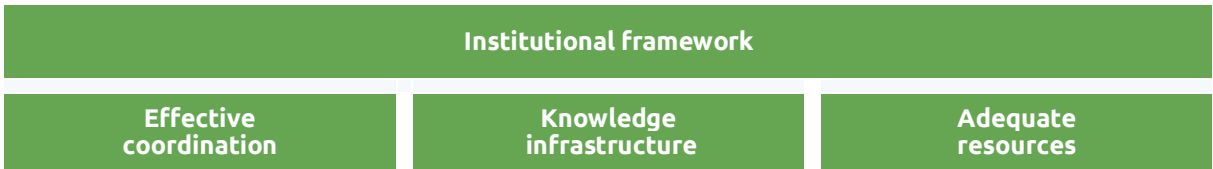
4 The Commission never seemed to take an active role in any processes after its inception via Resolution 576/14 and amendment Resol-2018-191-APN-MA. This is likely as the government was planning on reinstating the Secretariat of Agriculture, Cattle Farming and Fisheries to a ministry.

5 Nicolás Lucas for Agroindustry Secretariat and Carlos Gentile for the Secretariat of Climate Change and Sustainable Development



Through this line of work, a set of major strategies have been developed for forests and soils: the territorial order, a minimum funding for forests, the soil management strategy for South East Buenos Aires, and the National Plan for the Fights against Desertification, Degradation and Drought Mitigation (Argentine Government, 2019b). While the forestry sector’s early climate change action plan displays its prioritisation of climate mitigation, the most recent sector roadmap for agriculture was completed in 2011 and does not adequately address mitigation. However, this will also change with the impending development of the National Agriculture and Climate Action Plan.

### 3.2 Institutional Framework



*The institutional framework in the Argentinian forestry sector is generally robust as it has been performing well for several years, while agriculture sector’s framework is starting to take shape since becoming its own ministry in August 2019. There are high levels of standardised coordination and available analyses to inform decarbonisation strategies in the forestry sector. National and sector level greenhouse gas targets are aligned, although levels of ambition can be raised for both. While there is no comprehensive sector-level mitigation legislature or implementation plan in place for agriculture, the national Agro [Agriculture] and climate change action plan is in development, with the summary already released.*

**Effectiveness of coordination** of policy actions between the various sector agencies is an essential cornerstone to implementing national policy priorities in a resource-efficient manner. The Climate Change Commission for Agriculture, Livestock, Fisheries, Food and Forestation is a recently implemented institution that coordinates climate change related issues within the sector. At broader levels, civil society organisations, academics and private sector stakeholders are also included in the process through the Federal Council of the Environment (COFEMA).

The National Climate Change Cabinet as an inter-governmental platform forms the basis for the development and validation process of the Sectoral Climate Change Action Plans, including agriculture and forestry (Argentine Government, n.d.-c). The line ministries closely align their sector plans with governmental emission targets, as evidenced by the alignment between the national NDC and the respective targets in the agriculture and forestry sector plans. However, there is room for improvement around developing concrete plans to reach emission reduction targets, which could be bolstered by the upcoming national Agro and climate change action plan, for which there is already a summary (Argentine Government, 2016, 2019a).

A **knowledge infrastructure** capable of supporting strategic planning and policy development is important and it improves sectoral-level decision making. Several climate-relevant and sector specific analyses are available both to the agriculture (i.e - Caro, 2015; Gutman, Amábile, & Feiguin, 2015) and forestry (i.e - Gutman, Amábile, & Vagaría, 2015; Gutman, Feldkamp, & Cañada, 2015) sectors. The knowledge bases are used to develop the Sectoral Climate Change Action Plans as well as the Third National Communication (Secretariat of environment and sustainable development, 2015). The line ministries have used these decarbonisation analyses in their policy development processes, with a considerable level of scientific and modelling knowledge applied, for instance, to undertake projections of agricultural and livestock activity (ibid.).

The **adequacy of resources and capacity** is critical for effectively planning and executing sectoral policy decisions. An analysis of agriculture sector projects, suggests that the sector does not have adequate human resources and dedicated budget for implementing climate mitigation policies. However, the majority of these projects are adaptation and conservation-focused with weak links to climate mitigation, with the exception of programmes such as PROBIOMASA (biofuel development) and ForestAr (reducing deforestation and increasing afforestation). There is currently no evident

budget available in the agriculture sector specifically for climate mitigation policies until the forthcoming National Agriculture and Climate Change Action Plan comes into effect.

Although there is no direct evidence of staff rotation and procedural changes, the 2018 government overhaul changed the hierarchical levels of reporting within the government, notably converting the Ministry of Environment and Sustainable Development into a Secretariat. However, the degree to which this impacted the line ministry’s ability to implement mitigation options in an unrestricted and effective manner still remains to be seen (Chief of Cabinet of Ministers, 2019).

### 3.3 Process for policy development, implementation and review



*Argentina’s agriculture and forestry sectors’ processes for the development, implementation and review of climate mitigation policies could be significantly improved, particularly for the agriculture sector. Although there is an established system for monitoring, reporting, and verifying mitigation activities, long-term emissions reduction targets or plans beyond 2030, which could feed into the sector’s short-term policy planning, have yet not been adopted. There is currently no plan in place for the largest-emitting sector, agriculture.*

*\* Not rated under sectoral assessments*

Similar to the national level assessment, a defined **Paris-compatible decarbonisation pathway** is essential to align sectoral policy processes with long-term climate goals. The sectors have not adopted a long-term emissions reduction target and consequently lacks a standardised process to feed long-term sector planning into short-term policy action, although the government has announced it is developing a long-term climate change strategy that would include targets and plans for the agricultural and forestry sector (Argentine Government, 2019b). While the governing ministries for the sectors have used its 2030 emission reduction targets to develop back-casting exercises for policies, the lack of a 2050 target jeopardises long term Paris-compatibility (Ministry of Environment and Sustainable Development, 2017; Secretariat of environment and sustainable development, 2015).

Another crucial element in the sector’s mitigation policy process is a mandatory and transparent process to satisfy the **enhanced transparency framework** on the sector level, in order to increase accountability. The GHG inventory is publicly available, in an interactive online format with infographics, and broken down into sub-sectors, while individual policies are evaluated within the National Communications, yet there is no publicly available established timeline for the release of future updates of the information (Ministry of Environment and Sustainable Development, 2017; Secretariat of environment and sustainable development, 2015).

### 3.4 Stakeholder engagement

Stakeholder engagement	
Level and scope	Management of non-state actor interests
<p><i>The agriculture and forestry sectors have shown a positive attitude towards stakeholder engagement as stakeholder consultations frequently take place. However, only the forestry sector has engaged stakeholders to increase buy-in specifically for climate mitigation-related action. However, there is currently no process in place at the sector level for dealing with those stakeholders negatively disadvantaged by a transition to a more climate ambitious society.</i></p>	

The **stakeholder engagement** is essential to developing low carbon sectoral roadmaps that foster high levels of collaboration throughout all levels of society. Notably, the Secretariat of Environment and Sustainable Development has shown that they seek buy-in at a generally early stage of policy development, such as for the Strategic Plan for Forestry, where 85 industry leaders and 46 institutions held four workshops as part of the ForestAr initiative (Secretary of environment and sustainable development, 2019). However, planned climate policy actions for agriculture, where they exist, show less evidence of being participatory.

The **management of non-state actor interests** is also of vital importance to increasing support for climate policies in the sector and ensure policy continuity. There is evidence to suggest that both non-state actors at risk of climate policy and those who profiting from climate policy have been able to influence sectoral climate policies.

Fundación Vida Silvestre Argentina, together with more than 70 civil society organisations in Argentina, was able to help push the adoption of a law that aims to protect native forests and ensure its correct implementation (Fundación Vida Silvestre, n.d.). On the other hand, agriculture representatives have been able to garner support and assurances regarding the future of agricultural practices to adapt to and mitigate climate change, as the sector is one of key sectors at risk of climate change damages from events such as floods and droughts (El Cronista, 2017). Given the heavy reliance on land use for agricultural exports, especially beef, the need to reduce emissions in this area has not yet been approached systematically by the government.

A just transition is important in overcoming the effects of economic restructuring on parts of society by promoting sustainable actions and offering attractive alternatives. The line ministries have addressed negative externalities resulting from the transition to full decarbonisation only in a minority of cases. A positive example is the PROBIOMASA, the initiative of the Ministry of Production and Labour and the Ministry of Finance, that provides training to farmers striving for alternatives to cattle farming such as biofuel production.

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The Climate Action Tracker (CAT) is an independent scientific analysis produced by three research organisations tracking climate action since 2009. We track progress towards the globally agreed aim of holding warming well below 2°C, and pursuing efforts to limit warming to 1.5°C.

## The CAT consortium



NewClimate Institute is a non-profit institute established in 2014. NewClimate Institute supports research and implementation of action against climate change around the globe, covering the topics international climate negotiations, tracking climate action, climate and development, climate finance and carbon market mechanisms. NewClimate Institute aims at connecting up-to-date research with the real world decision making processes.

[newclimate.org](http://newclimate.org)



Climate Analytics is a non-profit climate science and policy institute based in Berlin, Germany with offices in New York, USA, Lomé, Togo and Perth, Australia, which brings together interdisciplinary expertise in the scientific and policy aspects of climate change. Climate Analytics aims to synthesise and advance scientific knowledge in the area of climate, and by linking scientific and policy analysis provide state-of-the-art solutions to global and national climate change policy challenges.

[climateanalytics.org](http://climateanalytics.org)

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