



# GOOD WILLS, FEW POSSIBILITIES.

Support for national contributions  
for climate change - INDC



Executive Summary

**GOOD WILLS, FEW POSSIBILITIES.  
SUPPORT FOR NATIONAL CONTRIBUTIONS FOR  
CLIMATE CHANGE - INDC**

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EXECUTIVE SUMMARY

DERECHO AMBIENTE Y RECURSOS NATURALES

**AUTHORS:**

Cecilia Tacusi Oblitas Zevallos  
Suyana Huamani Mujica  
Isabel Gonzales Icaza  
Pierina Egúsquiza Cerrón

**TRANSLATOR:**

Anita López Espinoza

**EDITION AND GENERAL REVIEW:**

Jimena Cucho Misaico

**Derecho, Ambiente y Recursos Naturales (DAR)**

Calle Coronel Zegarra No. 260, Jesús María (Lima 11)  
Telephone: (511) 2662063  
E-mail: dar@dar.org.pe  
Website: www.dar.org.pe

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Gonzalo Chalco Apaza

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Jirón Inca N° 188, Surquillo - Lima  
ideagrafic@gmail.com

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# INTRODUCTION

**N**egotiations that have been taking place at the United Nations Framework Convention on Climate Change (UNFCCC) have produced different types of results. One of them is the voluntary commitments to mitigate climate change that developing countries have assumed and notified UNFCCC. Thus, it is observed that the effort to reduce greenhouse gas emissions (GGE) not only lays on developed countries but also on developing countries even when they are only concerned to the adaptation to climate change effects due to the high vulnerability to which they are exposed. This is the case of Peru, considered one of the most vulnerable countries in the world<sup>1</sup> that presented its voluntary commitments to reduce greenhouse gas emissions resulting from forests, energy and solid waste until 2021 between 2010 and 2011.

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## AREA VOLUNTARY COMMITMENT PERU 2011 (REFORMULATED)

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### FOREST

#### **1. Declining net emissions and equivalent to zero in category Use of Land, Land Change and Forestry.**

We propose to achieve this goal by conserving 54 million of hectares of primary forests through the National Forests Conservation Programme for Mitigation against Climate Change and complementary measures in the stated category UC<sup>2</sup>, so we estimate to achieve a reduction order emission of 45% in relation to 2000, with a power of avoided emissions of the order of 50 MT CO<sub>2</sub>eq.

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### ENERGY

#### **2. Modification of national energy matrix so that non-conventional renewable energies and hydro energy represent at least 40% of the country's consumed energy.**

Combination of use of **renewable sources** (solar, wind, biomass, tidal, geothermal) and the increase of **energy efficiency** to reduce the use of fossil fuels. This will represent a reduction in this sector of approximately 28% of emissions in relation to 2000 and a power of avoided emission of 7MT CO<sub>2</sub>eq.

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### SOLID WASTE

#### **3. Capture and use of methane from appropriate disposal of urban solid waste.**

To this end, a program of national scope whose main priority will be the construction of **sanitary landfills in 31** big and medium-sized cities of the country and complementary eventual facilities that will allow the reduction of an estimate of 7 MT from CO<sub>2</sub>eq. will be carried out.

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Source: Letter N° 055-2011-DVMDERN/MINAM

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- <sup>1</sup> PNUD, 2013. *Report about Human Development Peru 2013. Climate change and territory: Challenges and answers for a sustainable future.*
  - <sup>2</sup> *The commitment does not specify what UC means.*

The analysis of compliance of these voluntary commitments assumed by the Peruvian state (2010 – 2014) currently holds special importance where the Intended Nationally Determined Contributions (INDC) is being defined, which along with the new global agreement to be approved in 2015, will address the operation on climate change for the upcoming years as well as the financial flows and international cooperation. The assessment of the progress and limits in the compliance of current commitments enables guidance, prioritization, and optimization of actions in climate change management in Peru and identifies learned lessons for the upcoming climate commitments.

The analysis of these three areas shows some common characteristics. Two of them result in our country's environment management. The first one is the poor capacity of information production, report and management in these three areas. This warns us of the precarious diagnosis which is used to plan and design public policies that lead to request ourselves if the problems these areas face are really being dealt with. A characteristic example is the Forest area, one of the most critical areas where the change of use of forest soil for other purposes is not carried out using updated information nor in-situ verification of soil to be changed. The same occurs with solid waste where it has been stated that only 36.1% of Peruvian municipalities have reported information regarding solid waste management<sup>3</sup>.

The second common characteristic is the existence of complex institutional frameworks – with no clear definition of competences at a government and area level - that make the realization of management processes in these areas difficult which leads to a complicated governance, mainly in the forests management and, to a lesser extent, than solid waste. It was also observed that programs and plans have been developed in the three areas but as they are non-binding, they remain as announcements or work guides and they do not turn into concrete actions. Therefore, to assume new climate commitments as INDC or face the impacts of these global change consistently and honestly, it is mandatory to change the institutionality of our country, otherwise the fact to become more vulnerable is growing.

After stating these characteristics, the most important findings resulting from the study of each area appear below.

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3 *MINAM, 2013. Solid Waste Management Annual Report.*



# 1. FORESTS: A MANY-HEADED MONSTER

**T**he forests management in Peru is characterized by the existence of an institutional many-headed framework that makes the processes difficult. In spite of the existence of a new Forestry Law, many of the competences of the more than seven public entities that participate in the forest management are superimposed or present loopholes that are easily usable to generate more deforestation. An example is the National Forest and Wildlife Service (SERFOR) that is the authority of forest management in Peru and is not allowed to decide regarding the use of lands with forest coverage<sup>4</sup>. Additionally, the various entities hold different views regarding forest management. While the Ministry of Environment (MINAM) is encouraging the REDD+ process for major forest conservation, the Ministry of Agriculture encourages the change of soil with forest coverage for other productive activities. Moreover, many of these institutions do not hold the financial, logistical and human capacities to complete their duties.

## UNATTENDED PRIORITY PROBLEMS

Deforestation, main source of greenhouse gases emissions in the area, is mainly produced in those territories without assigned rights, with no title deeds, and represents 46.7% from total number of deforestation registered in the last decade<sup>5</sup>. Nevertheless, there is no national institution or program that guides actions for the protection of these forests. For the compliance of the conservation commitment of 54 million of hectares of primary forests, the National Forest Conservation Program (PNCB) has been created and whose action focuses on the forest conservation of Natural Protected Areas which is paradoxical since only 3.5%<sup>6</sup> of deforestation takes place in protected forests. PNCB that could mean an opportunity for major forest conservation does not pretend to stop forest deforestation without assigned rights.

## OPPORTUNITIES FOR A BETTER FOREST MANAGEMENT

Financing and support from cooperation that Peru is receiving under the implementation framework of REDD+ (FCPF and FIP<sup>7</sup>) plays an important role for commitment compliance. However, if the forest difficulties due to deforestation and institutional complexity are not taken into account, the goal of conservation commitment of 54 million of hectares will not be achieved. The poor involvement of other public institutions besides MINAM that hold direct competences over forests as SERFOR, MINAGRI and Regional Governments is remarkable. The actions carried out under the commitment framework should also address to strengthen these key institutions to improve forests management.

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4 *This competence corresponds to the General Directorate of Agriculture Environmental Matters of Ministry of Agriculture*

5 *Information in FC. 2014. Mail for I.G., July 25, 2014*

6 *Idem*

7 *Forest Carbon Partnership Facility (FCPF) and Forest Investment Program (FIP)*



## 2. ENERGY: INCONSISTENCIES IN THE INTERPRETATION OF “HYDROPOWER”

The commitment in the energy area states that by 2021, non-conventional renewable energies and “hydropower” will represent 40% of total consumed energy in the country. However, it is essential to question what the “hydropower” interpretation is, since the consequences are inconsistencies with national law, which expressly states that the ones considered as renewable energies are the generation by Biomass, Wind, Solar, Geothermal, Tidal and Hydraulic energy whose installed capacity is less than or equal to 20MW. An example is that the Energy Balance 2012 (last report of energy consumption to date) mentions that 24% corresponds to the consumption of “renewable energies”, from which 13% comes from the biomass and 11% from hydro energy. This last category does not specify if it is hydraulic energy more or less than 20MW, which is why the commitment compliance cannot be verified. Clarity and consistency in nomenclature in all the instruments of energy management are necessary, especially when it is related to reports and verification, otherwise non-renewable energy may be considered as renewable.

### **SLOW PROGRESS TOWARDS NON-CONVENTIONAL RENEWABLE ENERGIES**

In spite of the existence of legislation that sets concrete goals in the use of non-conventional renewable energies in electricity generation, this transition is not being efficiently promoted<sup>8</sup>. The goal by 2013 was 5%, however, it just reached 2.5% of renewable energies in electricity generation that year<sup>9</sup>. Additionally, the bids for the inclusion of these energies are every time for minor potencies and also there is a setback and delays at the beginning of their operations. While inclusion announcements regarding additional renewable energies have been made, these ones must be taken carefully due to two reasons: first, as it was stated for the clarity in the definition of whether they are renewable energies or not and second, because these announcements remain only statements or in documents that do not have a binding position.

### **NO PROGRESS IN THE ENERGETIC EFFICIENCY**

Regarding energetic efficiency, there are institutional and normative progresses, however, its implementation is still pending as well as the instruments that enable the measurement and verification of goals since it is not possible to talk about efficiency when a National Balance of Useful Energy that enables the diagnosis of energetic efficiency in the country and a baseline for the measurement and the report of energy savings is missing.

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8 *It is worth to mention the delay of the Project with the World Bank regarding the implementation of 500,000 solar panels in the rural area.*

9 *Statistics from the Economical Operation Committee of National Interconnected System 2013.*





### 3. SOLID WASTE: PROGRESSES IN THE MANAGEMENT OF URBAN SOLID WASTE

**A**s regards to solid waste, it is observed that there are deficiencies throughout the management process, from the transport and collection, classification and segregation, to the final disposal of solid waste. Currently, there are only nine landfills in Peru but only the third part of the total amount of solid waste produced by the country is available. The commitment in this area seeks to mainly address this process of final disposal providing with appropriate infrastructure 31 cities in the country. To this end, the Program of System Development of Comprehensive Solid Waste Management and Solid Waste Management Budgetary Program are being implemented and also the construction of sanitary landfills look forward to optimizing municipal solid waste management providing with major financing and developing more management capacities to local governments. Nevertheless, this program's implementation presents delays in the inter-institutional coordination as well as poor efficiency in public expenditure.

#### **REQUIREMENTS FOR EMISSIONS REDUCTION**

Also, it is evidenced that although the sanitary landfills construction represents an important breakthrough for the reduction of greenhouse gases emissions, it is also necessary to accompany this infrastructure of appropriate management that occurs when overcoming the existing financing, political, social and human barriers in local governments; otherwise, such sanitary landfills will turn into a "dump" and therefore, an emissions source.

#### **NO ATTENTION TO NON-MUNICIPAL WASTE**

Conversely, it was found that priority of solid waste policies is oriented to municipal waste that includes urban, commercial, public cleaning waste, but do not include non-municipal waste that involve waste resulting from productive activities such as industry, mining, agriculture, health, among others that represent more than 50% of the country's waste<sup>10</sup>; to which programs that enable this waste management have not been created, highlighting a poor oversight by ministries in charge. Also, the current management of solid waste only has partial coverage.

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10 *Solid Waste Management Annual Reports.*



## 4. COMMITMENTS BALANCE:

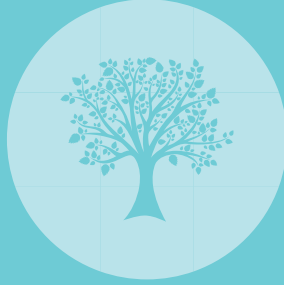
PENDING TO BE INCLUDED IN THE INDC

This government has carried out many efforts to promote our climate commitments. However, the way how many planning instruments (National Strategies of Climate Change; of Climate Change and Forests; Biological Diversity; National Energy Plan 2014 – 2025; National Plan of Risks and Disasters Management 2014 – 2021, among others), normative and technical instruments (PLANCC, GEI Emissions Estimation System, Forestry Law Regulation, Public Investment Project and Adaptation to Climate Change, National Maps of Deforestation, carbon, national inventory of forests), institutional programs (National Program of Forest Conservation, Directorate Committee of Forest Inversion Plan, Forest and Wildlife National Service) and financing projects (Peru-Norway Agreement, FIP Fund, REDD+ preparation) have been developed is characterized by the failure of a long-term programmatic and political order showing lack of consistency in what is desired as a country regarding climate change.

In this context and by preparing a general balance of the compliance of these climate commitments, pending issues have been identified which should be taken into account by INDC from Peru in order to ensure better climate commitments that stick to reality and major achievement possibilities.

- **Major priority is being given to mitigation actions over adaptation ones** despite the fact Peru requires concrete measures to deal with the effects of climate change as it is one of the most vulnerable countries. Upcoming contributions should prioritize both issues, highlighting climate adaptation which means prioritizing the most vulnerable citizens.
- **From words to actions, still missing.** Considerable breakthrough regarding plans, programs and announcements production to lead the action in climate change is observed, but many of them are not binding and therefore do not turn into actions with concrete results at government and areas levels. Letting each area define its commitments to chance may mean that no effective commitment would be assumed in a short period of time.
- Finally, **future commitments should be turned into concrete actions** along with the internal processes of public policies, with a long-term vision and contributing to unravel the fundamental problems as governance and institutional capacities that are behind these areas, both for mitigation and adaptation. This way, considerable measurable contributions and progress examples against climate change and not isolated actions will be carried out.





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