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Environmental and Social Impacts of Hydroelectric Dams in Brazilian Amazonia: Implications for the Aluminum Industry

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3 ABSTRACT

4

5 Aluminum smelting consumes large amounts of electricity and helps drive dam-building
6 worldwide. Brazil plans to build dozens of hydroelectric dams in its Amazon region and
7 in neighboring countries. Benefits are much less than is portrayed, partly because
8 electricity is exported in electro-intensive products such as aluminum, creating little
9 employment in Brazil. Dams perversely affect politics and social policies. Aluminum
10 export offers an example of how a rethinking of energy use needs to be the starting
11 point for revising energy policy. Dam impacts have been systematically underestimated,
12 including population displacement and loss of livelihood (especially fisheries),
13 biodiversity loss and greenhouse-gas emissions.

14

15 *Keywords:*

16 Aluminum industry; Amazonia; Energy policy; Global warming; Hydroelectric dams;

17 Brazil

18

19 **Environmental and Social Impacts of Hydroelectric Dams in Brazilian Amazonia:** 20 **Implications for the Aluminum Industry**

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22
23

Introduction

24 Dams have been built on most of the major rivers in industrialized countries, and
25 the combination of decreasing availability of sites with hydroelectric potential in North
26 America and Europe and decreasing tolerance of the public in these areas to accept
27 major impacts has led to a shift of dam building to developing countries (Khagram,
28 2004). As of 2014 there were 37,641 dams in the world with ≥ 15 m height; of the
29 36,259 of these that had data on use, 8689 were either wholly or partially for
30 hydropower (ICOLD, 2014). In addition to a surge in dam-building activity in China
31 and in the Himalayan region, construction is increasing and future plans are massive in
32 tropical areas in Latin America, Africa and Southeast Asia (e.g., Richter et al., 2010;
33 Tollefson, 2011). Aluminum smelting, an activity that consumes large amounts of
34 electricity, has also progressively moved to these locations, including Brazil (do Rio,
35 1996). The environmental and social consequences are great wherever large dams are
36 built. Iconic examples include the Narmada Dams in India (Morse et al., 1992; Fisher,
37 1995), the Three Gorges Dam in China (Dai Qing, 1994; Fearnside, 1988, 1994) and the
38 planned Mekong River Dams in Southeast Asia (Baran et al., 2012; Grumbine & Xu,
39 2011). Ignoring or underreporting of large impacts in decision making is by no means
40 restricted to developing countries, as shown by the history of dam building in the United
41 States (Morgan, 1971). Dams have benefits as well as impacts, but it is the large impacts
42 that make consideration of how electricity is used such a vital (and often neglected)
43 aspect of planning and decision making in tropical countries.

44 Decisions on dam building are not only influenced by the balance (or lack
45 thereof) in reports such as environmental impact studies (EIAs), but also by political
46 processes, including the action of non-governmental organizations ranging from
47 grassroots associations of affected people to international environmental and human-
48 rights organizations. Khagram (2004) reviews the roles of these actors in dam decisions
49 in various developing countries, showing the differences between countries with high
50 degrees of both democracy and social mobilization (India and Brazil), with democracy
51 but low mobilization (South Africa and Lesotho), little democracy but high mobilization
52 (Indonesia), and low levels of both democracy and mobilization (China). The power of
53 the massive financial and political interests surrounding dams, including transnational
54 interests, is evident even where civil society is free and active.

55 Brazil has embarked on an unprecedented drive to build hydroelectric dams in
56 the Amazon region (Figure 1). Brazil had 15 “large” dams (defined in Brazil as > 30
57 MW installed capacity) in the country’s Legal Amazon region with reservoirs filled by
58 May 2015 (Table 1). An additional 37 “large” dams planned or under construction are
59 listed in Table 2, including 13 as-yet unfilled dams that were included in Brazil’s 2012-
60 2021 Energy Expansion Plan (Brazil, MME, 2012, pp. 77-78). Brazil’s economic
61 retraction since that plan has resulted in lengthening time horizons for several of these
62 projects, but the 2014-2023 plan still includes 18 Amazonian dams in its 10-year
63 schedule (Brazil, MME, 2014, pp. 80-81). The 51 existing, under-construction and
64 planned dams listed by number in Tables 1 and 2 are mapped in Figure 1. Many others
65 have been inventoried (e.g., Brazil, ANA, nd [C. 2006], pp. 51-56), including 62

66 additional dams listed in Brazil's 2010 Plan (Brazil, ELETROBRÁS, 1987; see:
 67 Fearnside, 1995). In addition, Brazil plans to build six dams in Peru and one in Bolivia
 68 over this period, mainly for exporting electricity to Brazil (Finer & Jenkins, 2012;
 69 Wiziack, 2012).

70
 71 [Tables_1_&_2_&_Fig_1_here]
 72

73 The main argument used to promote hydropower as Brazil's preferred option for
 74 electricity production is that dams are (supposedly) the least-expensive option in terms
 75 of monetary investment per kWh of generation. However, this argument is open to
 76 question because dams almost always cost much more and take longer to build than
 77 originally assumed, making them considerably less attractive in financial terms than
 78 thought when the decision is made. This is a worldwide phenomenon, as shown by a
 79 recent global review of hundreds of unprofitable hydroelectric projects (Ansar et al.,
 80 2014). Most recently in Brazil, the Belo Monte Dam's cost is already double the
 81 government's initial estimate (e.g., *Veja*, 2013). In addition to the high cost of dams in
 82 terms of cash outlays, the non-monetary social and environmental costs of this option
 83 are tremendous and have little weight in critical decisions on energy options. Many of
 84 Brazil's planned dams are in Amazonia because the best sites in other regions of the
 85 country have already been dammed.

86 The present paper examines environmental and social costs and benefits of
 87 primary aluminum and reviews impacts of Amazonian dams. The paper is limited to
 88 addressing the relation between aluminum and Amazonian dams and their impacts; a
 89 reform of energy policy requires addressing many other issues needed to reduce energy
 90 consumption and to provide alternative sources of electricity. However, Brazil's energy
 91 policy can be broken down and addressed in more-manageable parts. A good place to
 92 begin is the question of aluminum export. Change is best achieved by focusing attention
 93 on one or a few factors (in this case aluminum) and identifying critical points that
 94 impede social and environmental objectives from being attained. This is an approach in
 95 the field of political ecology.

96 In a review of the political ecology of large dams, Nüsser (2003) finds that the
 97 aluminum industry is "intimately linked to the dambuilding lobby." Questions
 98 surrounding Brazil's Amazonian aluminum industry are central to other fields as well.
 99 Paul Ciccantell has applied both the social constructionist approach from environmental
 100 sociology (Ciccantell, 1999a) and new historical materialism (which combines methods
 101 of environmental sociology, sociology of development and social impact assessment) to
 102 interpret the role of these developments in globalization. He finds that "The
 103 incorporation of the Amazon via the aluminum industry is a key case of raw materials-
 104 based development in the era of globalization" (Ciccantell, 1999b, p. 177). Highly
 105 unequal distribution of impacts and benefits of Amazonian aluminum raises issues of
 106 environmental justice; concerns of this type have been shown to be important in
 107 bringing about change both at individual and societal levels (e.g., Reese & Jacob, 2015).

108 Aluminum and hydroelectric dams fit into the "resource curse" paradigm that is
 109 best known for mining but also applies to other forms of development where capital-
 110 intensive industries tap valuable natural resources. The seeming paradox of countries
 111 with the greatest mineral wealth having the highest incidences of poverty and the lowest
 112 indices of social wellbeing is a well-known and robust generalization; the greater the
 113 percentage of a country's gross domestic product that is derived from extracting
 114 minerals, the greater its poverty (e.g., Pegg, 2003; Sachs & Warner, 1995; Ross, 2001;

Rich, 2013; Weber-Fahr, 2002). Several factors contribute to the explanation of this phenomenon (Collier, 2007, pp. 38-52). One is the “Dutch disease,” named after events in the 1960s when the advent of revenue from North Sea gas had the ironic result of worsening employment and general welfare in the Netherlands. This was because the natural-resource revenue caused the country’s currency to strengthen, thereby rendering unprofitable the manufacturing and other employment-generating industries that had previously sustained the economy. Another factor is price volatility of extractive commodities, leading to effects that undermine governance and democratic institutions during both the boom and the bust phases of the cycles. Another factor leading to degradation of governance and consequent impacts on the poor is the tendency of resource extraction to generate wealth for large companies or wealthy individuals. This distribution affects the financing of central governments both through taxation and through more-direct contributions to political leaders through campaign donations and/or corruption. These leaders then become more responsive to the demands of their benefactors than to the interests of the population at large. Exploitation of hydropower fits this paradigm, although, in the case of Brazil, electricity exported as aluminum is only a part of a wider shift in the country’s economy, with manufacturing being eclipsed by primary commodities like soybeans and iron ore. Dams are built by large companies, produce very little employment after the construction phase (especially if the power is used for aluminum), and the dam-building companies represent major donors to political leaders (as in the case of Brazil: see section on “The role of corruption”).

The main purpose of this paper is to examine the environmental and social costs and benefits of primary aluminum production and review the impacts of Amazonian dams. The heavy environmental and social impacts of dams makes exporting electricity in the form of aluminum a poor development choice.

Costs and benefits of aluminum

Aluminum and dam building

In the 2011-2020 energy expansion plan the Brazilian government justified ambitious plans for Amazonian hydropower on the assumption that the country’s gross domestic product (GDP) will grow at 5% per year over the period, as will demand for electricity (Brazil, MME, 2011, pp. 17 & 29). In deference to an undeniable economic slowdown, the 2012-2021 plan revised the annual rate to 4.4% for the 2012-2016 period, but maintained the 5% rate after that (Brazil, MME, 2012, p. 21). In any case, maintaining these rates would lead to astronomical assumed demand for electricity within a few years as a simple consequence of the mathematics of exponential growth. There is ample room to question both the realism of these assumptions (e.g., Costa, 2012) and the wisdom of important components of the assumed future growth, particularly export of energy-intensive commodities such as aluminum. The assumption is that government should race to produce electricity to supply whatever amount of power the market “demands” without questioning whether these uses are beneficial for Brazilian society. This demand is increasingly shaped by exports to global markets (Bermann, 2012a). In the case of primary aluminum, the key input is electricity rather than minerals or labor. In a panel discussion at the 4th International Aluminum Congress in São Paulo in 2010, the president of Alcoa Latin America and Caribbean stated that electricity represents 50% of total production costs in Barcarena and São Luis (Figure 2) (Highbeam Business, 2010). In 1989, electricity represented 35% of operating costs for smelting primary aluminum in Brazil, while labor represented 10% (US, DOE, 1997, p.

164 16). Expenditure on electricity and its proportion of the total cost depend heavily on the
 165 electricity rate charged, which varies in different locations and historical periods, but is
 166 invariably subsidized. Were the rate the same as that charged to residential consumers,
 167 for example, electricity would represent a much higher proportion of expenses. Rate
 168 contracts with aluminum companies have been tied to the international price of
 169 aluminum in much of the world, including Brazil (e.g., Brazil, MME, 1979). This
 170 creates a perverse situation where price determines cost, rather than the other way
 171 around (Burns, 2013). The result is the pattern of heavy subsidies and artificially low
 172 prices of both aluminum and electricity.

173
 174 [Figure_2_here]

175
 176 In 2004 a major price concession expired: the 20-year concession (1984-2004)
 177 made to Albrás (an enterprise then composed of 33 Japanese firms plus Companhia
 178 Vale do Rio Doce – a Brazilian government mining company, now named “Vale,” that
 179 was privatized in 1997). The concession had set the price of electricity such that the cost
 180 of power consumed in smelting would not exceed 20% of the international price of
 181 aluminum (Brazil, MME, 1979), or only one-sixth of what residential consumers paid
 182 and one-third to one-half the cost of generating the power (Fearnside, 1999). Expiration
 183 of the concession was an opportunity for Brazil to either rid itself of this drain on its
 184 energy resources or to charge a price that would recover the full cost plus a reasonable
 185 profit. Instead, another 20-year concession was granted at subsidized rates that factory
 186 owners were confident would assure continued high profitability (Vale, 2004).

187 Aluminum ingots represent electricity in a form that can be loaded on a ship and
 188 taken away. Many other parts of the world would rather import the ingots than produce
 189 them at home because generating the large amounts of electricity needed to smelt
 190 aluminum has major social and environmental impacts (Müller-Plantenberg, 2006;
 191 Switkes, 2005). The smelting itself also has multiple impacts, such as a variety of
 192 occupational cancers and other diseases (Norseth, 1995). Social impacts can be
 193 substantial, as in the case of the Albrás smelters in Barcarena, Pará (Coelho et al., 2004;
 194 Monteiro & Monteiro, 2007). Essentially, the countries that import aluminum ingots or
 195 products (including partially transformed products such as rods and sheets) are
 196 exporting the environmental and social impact of these products to places like Brazil.
 197 The Brazilian government sees the country’s combination of bauxite deposits and rivers
 198 capable of producing hydropower as an opportunity to exploit a competitive advantage
 199 in exporting aluminum (Ciccantell, 2005; de Andrade et al., 2001). The question is
 200 whether this represents a wise choice.

201 While dams being built by the Brazilian government produce power that is
 202 bought by aluminum smelters (at subsidized rates), “autoproduction,” or building and
 203 ownership of dams by aluminum companies themselves, is also increasing (e.g.,
 204 Bermann, 2004). Dams for autoproduction in Brazilian Amazonia are listed in Table 3.
 205 Note that the official figures for affected people given in Table 3 (International Rivers,
 206 2012) may be significantly underestimated, especially for the Santa Isabel Dam
 207 (Mougeot, 1990, p. 98).

208
 209 [Table_3_here]

210
 211 Except for cases where dams are built and owned by the aluminum companies
 212 themselves, the association between particular dams and aluminum smelting is

213 increasingly blurred as electricity in the country has become progressively more
 214 integrated since creation of the National Interconnected System (SIN) in 1995; all
 215 Brazilian states will be connected to the SIN by the end of 2015. The Tucuruí Dam,
 216 which blocked the Tocantins River in 1984, provides an example of a dam built
 217 primarily for aluminum (Fearnside, 1999, 2001; Pinto, 1997). In 1989, 49.9% of all
 218 electricity consumed in the state of Pará was by the Albrás smelter in Barcarena (Brazil,
 219 ELETRONORTE, 1987). In addition to a direct transmission line to Barcarena, Tucuruí
 220 also has a direct line to the Alumar smelter in São Luis in the state of Maranhão. Today
 221 the new dams connected to the SIN provide power to a national grid, from which
 222 smelters in various locations tap electricity. One result of the advent of the SIN is that
 223 proponents of hydroelectric dams can always claim that the power is going to the homes
 224 of the people of Brazil. In 2008 the residential sector accounted for 22.3% of Brazil's
 225 electricity use, while heavy industry (including aluminum) accounted for 28.6%, light
 226 industry 17.4%, commerce and services 14.6%, government 8.0%, energy 4.3%,
 227 agriculture 4.3%, mining 2.6% and transport 0.4% (Bermann, 2012a). The fact remains
 228 that electricity from the SIN used by aluminum companies is more than the output of
 229 even the largest of the many dams planned in the Amazon region.

230 In 2007 total consumption of electricity in Brazil was 412.1 TWh (Brazil, MME,
 231 2009, p. 26), while use for primary aluminum was 25.13 TWh (ABAL, 2008, p. 48), or
 232 6.1% of the total. In addition to primary aluminum (ingots), a growing form of export is
 233 as sheets or bars. Of course, the country also uses vast amounts of energy for other
 234 purposes. The explosion of Amazonian dams is clearly not driven by aluminum alone,
 235 and a broad reform of the country's energy policies is needed. Nevertheless, primary
 236 aluminum stands out because of this commodity's high impacts and meager benefits for
 237 Brazil. The possibility of large-scale expansion of aluminum exports is real, since global
 238 demand for primary aluminum is expected to increase greatly in the coming decades
 239 (Bergsdal et al., 2004). Unlike final products with final consumers in Brazil, potential
 240 global demand is essentially infinite from the standpoint of any given country, even one
 241 as rich in energy resources as Brazil. In other words, there is no natural stopping point
 242 where Brazil's rush to build ever more dams would be halted for lack of markets for
 243 aluminum and other electro-intensive commodities. Critical decisions, such as what
 244 kinds of products the country should export and whether to build scores of dams in
 245 Amazonia, need to be made in a rational and democratic fashion rather than being
 246 surrendered to the invisible hand of the global economy.

247

248 **Aluminum and economic returns**

249 Exported aluminum is exempt from Brazil's principal tax -- the Tax on
 250 Circulation of Goods and Services (ICMS). This is a result of the "Kandir Law"
 251 (Complimentary Law No. 67/1996). Since the aluminum smelters located in Amazonia
 252 are almost exclusively for export, they pay little tax, whereas those in the rest of the
 253 country, which primarily supply transformation industries for domestic consumption,
 254 pay much more. The "nominal" tax rates applying to the Amazonian smelters of Albrás
 255 and Alumar are estimated at 18% and 13% of gross receipts, respectively, but the
 256 "effective" tax paid (after discounting tax incentives and other benefits) is only 8% in
 257 both cases (Cardoso et al., 2011, p. 70). By contrast, Companhia Brasileira de Alumínio
 258 (CBA), located in the states of São Paulo and Minas Gerais, sells 71% of its production
 259 on the domestic market; its nominal tax rate of 21% is only slightly reduced to 20% as
 260 the effective rate (Cardoso et al., 2011, p. 71).

261 Brazil exported 404,848 t of aluminum ingots in 2013, worth US\$789.9 million
 262 (ABAL, 2014, pp. 25 & 27). At 8% effective tax, this generated only US\$63.2 million
 263 in revenue for the Brazilian government – a miniscule amount compared to the financial
 264 cost and damage inflicted by hydroelectric dams that underlie the industry.

265 Brazil's imports of aluminum have been increasing, including intermediate
 266 products such as sheets and rods (Table 4). Part of the supply of ingots and other
 267 untransformed forms of aluminum for transformation industries in Brazil's southeastern
 268 region comes from imports, mostly from Argentina. These imports account for 12.6% of
 269 the primary aluminum that is not exported in raw form (Table 4). Unlike smelters in
 270 southeast Brazil, the country's Amazonian smelters are dedicated to export; the main
 271 destination for ingots is Japan.

272 [Table_4_here]

273
 274
 275 Domestic consumption of aluminum has surged in Brazil since 2004,
 276 approximately doubling by 2013, and the industry expects further increase through 2020
 277 (Massarente et al., 2013, p. 4). Exports continue to be dominated by ingots and other
 278 untransformed products: 80.8% of the exported weight is in this form, while another
 279 12.3% is in semi-manufactured products and only 6.9% is in manufactured products
 280 (Table 4). The impact of the hydroelectric dams that sustain these exports is in
 281 proportion to their weight, not their value. The value of exports is also mostly in
 282 untransformed aluminum: 58.9% of the total (Table 4).

283 **Aluminum and employment**

284 The president of the Brazilian Association of Aluminum (ABAL) praises
 285 aluminum and hydroelectric dams “for the growth of Brazil” (Azevedo, 2011). The
 286 implication that smelting primary aluminum is contributing to the alleviation of poverty
 287 and unemployment in Brazil is misleading because the cost of producing the few jobs
 288 that are created by primary aluminum is sacrificing the opportunity for Brazil to use
 289 both its financial and the energy resources in other more-beneficial ways. Employment
 290 is minimal in primary aluminum production. In 2013, Brazilian smelters used 19,852
 291 GWh of electricity and supported 28,928 direct jobs (ABAL, 2014, pp. 10 & 34). This
 292 represents only 1.46 jobs per GWh of electricity, even less than the 2.7 jobs/GWh
 293 calculated by Bermann and Martins (2000, p. 90).

294 Construction of the Belo Monte Dam, for example, involves estimated monetary
 295 costs totaling over R\$40 billion [approximately US\$20 billion at the time of the
 296 estimates]. This cost is the R\$30 billion 2010 estimate of the construction firms for the
 297 dam itself, plus the R\$5 billion contracted in 2014 for the first transmission line, plus
 298 R\$7.7 billion expected for the second transmission line. In the case of Belo Monte, the
 299 choice is not between this dam and nothing, but rather between investing this amount of
 300 money in Belo Monte versus investing the same amount in something else. The cost of
 301 the decision to invest in Belo Monte is not only one of lost job-creation opportunities
 302 but also the significant environmental and social impacts on the Xingu River, both
 303 above and below the dam (e.g., Santos & Hernandez, 2009).

304 The employment numbers presented by the president of ABAL are aggregated in
 305 a way that makes aluminum appear to be better than it is. The employment figures given
 306 lump the smelting of primary aluminum with employment in “transformation”
 307 industries and in “indirect” jobs in the wider economy. ABAL's president claims
 308 350,000 “direct and indirect” jobs (Azevedo, 2011). This is apparently an expansion of
 309

310 what is meant by “indirect” from the estimate for 2009 in ABAL’s fourth (2010)
311 sustainability report of 346,000 jobs described as “direct, indirect and recycling”
312 (ABAL, 2011, p. 31). Of these, 130,000 are “direct and indirect” and 216,000 are in
313 recycling (ABAL, 2011, p. 17). Particularly poignant is the inclusion of recycling in
314 these figures. Brazil has some of the highest aluminum recycling rates in the world: for
315 aluminum cans, 98.2% recycling is claimed (ABAL, 2011, p. 46). While this is
316 undoubtedly a positive feature, it is less a reflection of green consciousness than of the
317 country’s economic inequalities: many poor people survive by retrieving aluminum cans
318 from roadside rubbish and city dumps. These jobs, of course, would still be there even if
319 no primary aluminum were produced in Brazil.

320 ABAL’s 2013 Statistical Yearbook indicates 90,509 jobs in transformation
321 industries, or three times more than the 28,928 jobs in smelting primary aluminum
322 (ABAL, 2014, p. 10). ABAL (2014, p. 10) claims 382,449 “indirect” jobs. It should be
323 recognized that “indirect” jobs cannot fairly be credited to aluminum, as any other form
324 of investment would also create jobs when the money paid in salaries spreads through
325 the surrounding communities to create jobs in commerce, services, etc. Indirect jobs are
326 more-or-less proportional to the number of direct jobs created, which in the case of
327 primary aluminum is extraordinarily low both in terms of jobs per unit of money
328 invested in the industry and in terms of jobs per GWh of electricity consumed
329 (Bermann, 2002; Bermann & Martins, 2000; Monteiro & Monteiro, 2007). Only the
330 primary aluminum jobs are relevant to the debate surrounding new dams like Belo
331 Monte.

332 ABAL claims “indirect” benefits from producing aluminum, but does not take
333 responsibility for any impacts other than those within the walls of the aluminum factory
334 itself. ABAL (2010) estimates greenhouse-gas emissions at 6.661 t CO₂-eq/ t of primary
335 aluminum, or 0.15% of Brazil’s national emissions. Unfortunately, the impact of the
336 hydroelectric dams built to supply power to these factories is an integral part of the
337 impact of aluminum smelting. Aluminum’s high electricity consumption is even
338 portrayed as an indirect *benefit* to Brazil in ABAL’s 2010 sustainability report: “Did
339 you know that... As the aluminum industry consumes high load electrical power during
340 24 hours/day, it provides important compensation for the hydroelectrical power
341 generating system, contributing for the investment ability of the energy industry and its
342 expansion” (ABAL, 2011, p. 37).

343 No one would suggest that Brazil should not produce aluminum for its own
344 consumption, but defining what is “consumed” in the country is a slippery and easily
345 manipulated label. Aluminum ingots that are exported are obviously not “consumed,”
346 but what about the next step up the chain: aluminum in the form of rods or sheets? This
347 first transformation step produces some employment, but much less than the later
348 manufacturing steps that will make consumer products out of these intermediate forms.
349 Has aluminum been “consumed” in Brazil when intermediate products are produced and
350 exported? The employment they generate is undoubtedly minimal compared to the
351 financial, social and environmental impact of the hydroelectric dams that produce the
352 main input to these products: the electricity used to smelt primary aluminum. Export
353 products at the top of the chain, such as an airplane made of aluminum by EMBRAER,
354 produce much benefit to the country that no one would want to lose. However, products
355 like airplanes represent a miniscule part of the total aluminum exported by Brazil. All of
356 the airplanes produced in 2011 (EMBRAER, 2012) multiplied by their respective empty
357 weights represent a maximum of 3409 tons, assuming that they are composed only of
358 aluminum. This represents only 0.2% of Brazil’s approximate 2011 primary aluminum

359 production of 1861 million tons (extrapolated from data available for previous years).
360 Where the line is drawn between “consumption” and “export” has drastic effects on
361 policy. Some shift in definitions may explain the unusual export numbers presented by
362 ABAL (Azevedo, 2011).

363 ABAL indicates that 56% of the aluminum was being “consumed” domestically
364 in 2007 (ABAL, 2008, p. 30), meaning that 44% was being exported as primary
365 aluminum. In 2009 domestic consumption was 72% (ABAL, 2011, p. 31). The jump to
366 87% (1.3 out of 1.5 million tons) in 2010 presented by ABAL (Azevedo, 2011)
367 probably represents acceleration of a trend to export more aluminum in forms slightly
368 farther up the transformation chain (as opposed to being consumed by end users in
369 Brazil). However, for aluminum produced in Amazonia this welcome trend appears not
370 to apply. ABAL’s data indicate the export destinations led by European countries
371 (30.6%) followed by the USA (28.6%), Japan (22.2%) and others (18.6%) (ABAL,
372 2005, p. 20). The increase in Brazil’s aluminum production from 2000 to 2008
373 (Bermann, 2012a) corresponds to a growth rate of 3.9% per year. The 2011-2020 energy
374 expansion plan projects an annual production of 2.537 million tons by 2020 (Brazil,
375 MME, 2011), which corresponds to an increase at 3.6% per year from 2008 to 2020.
376 The 2012-2021 plan reduced this projection to 1.1% per year based on ABAL’s claim
377 that Brazil’s electricity is more expensive than in competing countries (Brazil, MME,
378 2012, pp. 28 & 35).

379 As an illustration, Brazil could, if it wanted, import aluminum at any stage in the
380 chain of production from primary aluminum ingots through the finished products. In
381 2009 Brazil imported 162 thousand tons of aluminum in the form of finished products
382 or components, or 16% of the total “consumed” in the country (ABAL, 2011, p. 31).
383 Imagine, for the sake of argument, that Brazil ceased producing primary aluminum
384 altogether and imported sufficient ingots to supply all three groups: those who make
385 aluminum products whose final consumers are in Brazil, those who make final products
386 for export, and those who export intermediate products such as aluminum rods and
387 rolled sheets. In this case the amount of employment in transformation and in final
388 product manufacture would be the same as it is today. The difference lies in the cost of
389 producing the primary aluminum domestically versus the cost of importing it. Since the
390 real cost of producing primary aluminum is largely non-monetary, being in the form of
391 social destruction in the places where hydroelectric dams are built, and in environmental
392 impacts such as greenhouse-gas emissions, such a choice might not be so irrational for
393 Brazil. The option is always open to produce only enough primary aluminum in Brazil
394 to manufacture end products that are consumed inside the country, plus a few select
395 high-benefit exports such as airplanes. The end of exports of raw ingots, of coils of
396 aluminum rods and rolls of aluminum sheets, and of building materials, packaging and
397 other lower-benefit products, would be a small price to pay compared to the destruction
398 wrought by hydroelectric dams. The money saved from investment in dams and in the
399 less-noble aluminum products could be invested in other industries with greater
400 employment benefits than those provided by this portion of the aluminum chain and its
401 associated hydroelectric industry.

402 The drawbacks associated with aluminum also apply to other electro-intensive
403 commodities that are produced for export with power from Amazonian dams. Iron
404 alloys produce even less employment than primary aluminum: 1.1 jobs per GWh
405 consumed (Bermann & Martins, 2000, p. 90). Brazil produced 0.984 million tons of
406 iron alloys in 2008 (Bermann, 2012a) and annual production is expected to grow to
407 2.060 million tons by 2020 (Brazil, MME, 2011), implying a growth rate of 6.4% per

408 year. In 2008 iron alloy production consumed 7143.8 GWh, and primary aluminum
 409 25,247.2 GWh (Bermann, 2012a). By 2020 electricity use for iron alloys would increase
 410 to 14,955.4 GWh and for aluminum to 38,562.4 GWh. The total for these two
 411 commodities in 2020 (53,518.6 GWh) corresponds to an increase at 4.2% per year since
 412 2008. As a general rule across many countries, investment in primary commodities such
 413 as these produces significantly less benefit for national indicators of economic
 414 wellbeing than do other types of investment (Carmignani & Avom, 2010). The energy
 415 embodied in this trade is particularly important in the case of Brazil (Bermann, 2011;
 416 Machado et al., 2001).

417 **Aluminum in the context of international markets**

418
 419
 420 The international price of aluminum has risen and fallen over the course of
 421 recent decades, with logical impacts on the force of this commodity in driving dam-
 422 building decisions. These price cycles can be expected to continue in the future. During
 423 periods with attractive prices aluminum has been one of the motives (and in many cases
 424 the primary motive) for building some of the world's largest dams, which are also some
 425 with the largest environmental and social impacts. These include Brazil's Tucuruí Dam,
 426 Ghana's Akosombo Dam, Canada's James Bay dams, Venezuela's Guri Dam, and
 427 various dams in the Patagonian region of Chile (Gitlitz, 1993). The existing and planned
 428 Inga dams on the Congo River have had a long history of connection to aluminum, with
 429 a massive complex of smelters from various countries planned from the 1970s through
 430 the early 1980s, and then again in the 2000s prior to the 2008 financial crash (Misser,
 431 2013). In addition to price fluctuations, political and military events in the Democratic
 432 Republic of Congo have impeded implementation of the plan (Misser, 2013).
 433 Nevertheless, the Congo is specifically mentioned by the International Aluminium
 434 Institute (IAI) as a likely site for future smelters (Nappi, 2013, p. 27).

435 Aluminum prices crashed dramatically from US\$3000/ton to US\$ 1250/ton with
 436 the global financial crisis in 2008; prices partially recovered to US\$2750/ton by April
 437 2011 and then declined to a plateau at around US\$2000/ton by mid-2013 where they
 438 have remained through April 2015 (LME, 2015). Low prices have caused Brazilian
 439 smelters to postpone expansion. For example, in 2009 the 475,000-ton/year Votorantim
 440 smelter in Sorocaba, São Paulo put a planned 100,000 ton/year expansion on hold while
 441 at the same time investing in a new aluminum smelter in Trinidad and Tobago, where
 442 Chinese financing had been attracted with an offer of cheap electricity for 30 years from
 443 the country's abundant natural gas reserves (Ribeiro, 2009). Presumably, at some future
 444 date global demand will have risen sufficiently to make investments in smelters in
 445 Brazil and elsewhere attractive again.

446 The low prices affecting decisions in Brazil have similar effects throughout the
 447 world. In December 2013, a year after a memorandum of understanding had been
 448 signed with the Paraguayan government, Rio Tinto Alcan "postponed" a US\$4 billion
 449 aluminum smelter in Paraguay that had been scheduled to begin operation in 2016
 450 producing 674,000 tons per year (Reuters, 2013). This postponement was motivated by
 451 the low price of aluminum, combined with a "capacity overhang" of many aluminum
 452 smelters around the world due to China's unexpected move to smelt more of its own
 453 aluminum rather than importing it (Trefis, 2013). China's primary aluminum smelting
 454 increased from 2.7 million to 21.9 million tons/year over the 2000-2013 period, and
 455 further increased to 27.7 million tons/year in 2014 (IAI, 2015).

456 Projected global growth in demand for primary aluminum for 2013-2030 implies
 457 the equivalent of 40-50 new 500,000-ton/year smelters, plus additional smelters to
 458 replace some of the existing facilities that will be dismantled or idled over this period
 459 (Nappi, 2013, p. 26). Shifts in the locations of primary aluminum production are
 460 expected to be toward “regions where stranded energy can be available” (Nappi, 2013,
 461 p. 27). Among the factors expected to influence these shifts are restriction on CO₂
 462 emissions from energy sources. Despite tropical dams not being “green” in terms of
 463 greenhouse gases (Fearnside, 2015a,b), this argument is likely to be used to favor
 464 movement of smelting capacity to Brazil and other tropical locations with hydropower
 465 potential, such as the Congo. China’s shift to domestic smelting is particularly
 466 problematic in light of that country’s recently announced commitment to reduce
 467 emissions after 2030 (e.g., Petherick, 2015). In 2013 China used 302,913 GWh of
 468 electricity in smelting primary aluminum, or 49.5% of the global total and ten times
 469 more than all of Latin America; 90% of the electricity China used for smelting
 470 aluminum in 2013 came from coal (IAI, 2015).

471 **Aluminum in the context of Brazil’s energy policy**

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 474 Brazil needs to develop “alternative” sources of energy, but this is only a part of
 475 what is needed in energy policy. Energy efficiency comes before “alternative” sources.
 476 Improvements in transmission systems offer a major opportunity: Brazil’s transmission
 477 losses of 20%, for example, are double the losses in Argentina (Rey, 2012). Increased
 478 energy efficiency in both residential and industrial use also offers major opportunities
 479 (Kishinami, 2012). Brazil’s National Plan for Climate Change notes that 5% of the
 480 country’s electricity is used to heat water with electric showerheads, the replacement of
 481 which is an official goal (Brazil, CIMC, 2008, p. 58). Much of Brazil’s bathwater could
 482 be heated with solar water heaters without use of either electricity or fossil fuels (Costa,
 483 2007).

484 First and foremost is the need for a thorough rethinking of energy uses and to
 485 what extent these uses are in the national interest. Recognizing the impacts of
 486 hydroelectric dams, particularly as compared to other options, represents a central part
 487 of this task. Hydroelectric dams have tremendous impacts, many of which are not
 488 widely known to the public at large and many of which are not considered, or not
 489 properly assessed, in the current system of environmental licensing in Brazil and in
 490 many other countries. The greater impacts and smaller benefits of hydropower, both as
 491 compared to the image that the hydroelectric industry and the Brazilian government
 492 have promoted and as compared to many other options (Moreira, 2012), provides a
 493 strong rationale for a change of course in Brazil’s energy sector. These changes include
 494 elimination of low-value energy-intensive exports, encouragement of efficiency and
 495 investment in sources such as wind and solar power. An additional reason for pursuing
 496 alternatives to dams is concern that predicted climate change will significantly reduce
 497 the reliability of Amazonian hydropower (Kemenes et al., 2012).

498 Brazil’s energy policy represents a set of problems of such scale and complexity
 499 that a common reaction is to assume that nothing can be done to change it. The key
 500 decisions are fragmented among different ministries: the Ministry of the Environment,
 501 which is the most concerned with environmental and social impacts of dams, has little
 502 influence on the Ministry of Mines and Energy, which promotes hydropower. The
 503 Ministry of Mines and Energy has little influence on the Ministry of Development,
 504 Industry and Commerce or the Ministry of Planning, Budget and Management, which

505 promote aluminum export. Essentially, planning decisions are made under the
 506 assumption that the Ministry of Mines and Energy will build however many dams are
 507 needed to supply implied power demands and that the Ministry of the Environment will
 508 fix any environmental problems that ensue. The pattern of investing enormous sums of
 509 public funds in hydroelectric dams (through the National Bank for Economic and Social
 510 Development, or BNDES), and of the government and taxpayers assuming the risk
 511 associated with these uninsurable enterprises, contrasts with the modest amounts
 512 devoted to alternatives such as energy efficiency and generation from sources such as
 513 wind, solar and tidal resources.

514 Massive problems such as the reform of Brazil's energy policies can be broken
 515 down into more manageable components and addressed one at a time. Brazil
 516 "consumed" 500.1 TWh of electricity in 2012 (Brazil, MME, 2012, p. 38). In reality,
 517 part of this electricity is not "consumed" by end-users in Brazil, but is instead exported
 518 in electro-intensive commodities such as aluminum. A high-level decision not to export
 519 this is a good place to start. Other "wedges" in Brazil's growing energy problem must
 520 also be addressed, but this must not prevent action on each of the individual components
 521 of the problem, starting with aluminum.

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The role of corruption

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Because dam construction involves very large monetary sums, corruption is a factor that can easily become an endemic part of decision making on these projects. In investigating the contracts for Tucuruí, Lúcio Flávio Pinto (a prominent journalist) courageously made a series of charges of corruption against some of Brazil's most powerful individuals (Pinto, 1991, p. 143). Corruption accusations surrounding construction of the Itaipu Dam, shared by Brazil and Paraguay, similarly emerged after the dictatorships ended in these two countries in 1985 and 1986, respectively (Schilling & Canese, 1991). The Itaipu dam, built by military governments on either side of the Paraná River, was further protected from questioning by being entrusted to a specially created binational company that was exempt from the regulations on competitive bidding and financial accounting in either country. Corruption is believed to be an important factor for many dams throughout the world in countries such as Malaysia (BMF, 2015), China (Peryman, 2008), Nepal (Shenker, 2010), Ethiopia (Plummer, 2009), India (*Indian Express*, 2011), and in Laos and other Mekong countries (Stuart-Fox, 2006; *The Economist*, 2012).

Surely one of the world's most notorious cases of corruption in dam building is the Yacyretá Dam, located on the border between Argentina and Paraguay. Argentina's president Carlos Menem famously called the dam a "monument to corruption" (Christian, 1990). The World Commission on Dams claimed that by 1994 the amount stolen totaled US\$6 billion (World Bank, 2003, p. 59). Much of the funding had been supplied by the World Bank, and the total lost to corruption was undoubtedly considerably more by the time the dam was finally completed in 2011, 31 years after its first World Bank loan (Rich, 2013, pp. 49-52). Part of the power from Yacyretá produces aluminum ingots, alloys and semi-manufactured products that Argentina exports to Brazil (Table 4). Paraguay incurred most of the social impacts, including displacing 50,000 urban poor; with a total of over 70,000 people displaced, less than 19,000 had any sort of resettlement arrangement before the reservoir was filled in 1994 (Rich, 2013, p. 50). Paraguay had no need for the electricity as such: beginning in 1985 the country's share of the output from the Itaipu Dam on the border with Brazil has been

554 much more than Paraguay's total consumption, and most of Paraguay's share is sold to
555 Brazil.

556 Data released by Brazil's Superior Electoral Court (TSE) show that the four
557 largest contributors to electoral campaigns in Brazil between 2002 and 2012 were
558 construction companies that build dams and other large infrastructure projects (Gama,
559 2013). Such contributions are extraordinarily profitable for the donating companies
560 (Scofield Jr., 2011). Construction firms represented the largest sector contributing
561 donations to the electoral campaigns of Brazil's current president, including two of the top
562 three donors: Camargo Corrêa and Andrade Gutierrez (Zampier, 2010). It is relevant to
563 note the March 2015 confession of the chief executive officer of Camargo Corrêa (Brazil's
564 second-largest construction firm) that, in order to obtain 16% of the contracts for the Belo
565 Monte Dam, the company paid "*propinas*" (bribes) totaling R\$100 million (~US\$50
566 million at the time of the contracts in 2010) (*Amazonas em Tempo*, 2015). If the other
567 companies building Belo Monte paid in the same proportion, the total would be R\$600
568 million or US\$300 million for this dam, and Belo Monte is only one of various dams under
569 construction Brazil's Amazon region.

570

571 **Impacts of dams in Amazonia**

572

573 **Losses to flooding**

574 The fact that land is flooded by reservoirs is obvious and is the focus of almost
575 all consideration in environmental impact statements for dams in Brazil. The loss of
576 land, and what could have been produced there had a dam not been built, is often
577 substantial (e.g., Mougeot, 1990; Santos et al., 1996). Natural features can also be lost,
578 the flooding of the Sete Quedas National Park by the Itaipu reservoir being the best-
579 known example in Brazil. A current example is provided by the government's issuance
580 of a provisional measure (*medida provisória*), later enacted as Law No. 12,678/2012,
581 reducing areas of existing conservation units to make way for the first six dams
582 proposed in the Tapajós River Basin (see: Bermann, 2012b; Fearnside, 2015c). In
583 addition to forest loss to flooding, dams stimulate deforestation in surrounding areas
584 (e.g., Barreto et al., 2011).

585 Dislocation of human populations represents an impact that, because it is largely
586 non-monetary, has often received little weight in decisions on dam construction despite
587 a repeated pattern of dams provoking dramatic suffering in affected areas (Cernea,
588 1988; Goldsmith & Hildyard, 1984, 1986; McCully, 2001; Oliver-Smith, 2009;
589 Scudder, 2006; Zhouri, 2011). The Tucuruí Dam (completed in 1984 on the Tocantins
590 River in Brazil's state of Pará) provides an example where 23,000 people were
591 displaced by the reservoir and where settlement areas experienced dramatic problems
592 related to agriculture, health and lack of infrastructure (Fearnside, 1999). The number of
593 people to be displaced by the Belo Monte Dam on the Xingu River in Pará (where
594 construction began in late 2011) is far greater than those who are recognized by
595 electrical authorities (Santos et al., 2009). In part this is due to the practice of defining
596 the affected population using criteria that consistently minimize the number of people
597 identified as affected, in practice limiting them to those whose land is directly flooded
598 by the reservoir (see: Hernandez & Santos, 2011; Vainer et al., 2009). The World
599 Commission on Dams has conducted a worldwide review of resettlement from dams
600 indicating widespread occurrence of major impacts from loss of homes and livelihoods
601 (WCD, 2000, pp. 97-133). Were principles of environmental justice accorded more

602 weight in Brazil's decision making, these considerations would count heavily against
603 dams and aluminum.

604 How decisions are made that imply disrupting the lives of tens of thousands of
605 people, often including indigenous peoples and other traditional riverside communities,
606 is a matter of social justice. Monetary costs of hydroelectric dams may be spread
607 throughout society by collecting taxes and by higher electricity bills, but most human
608 and environmental impacts are forced upon the comparatively few people who happen
609 to live along the river that is dammed. Usually these people are far away from those
610 who will receive the benefits (WCD, 2000).

611 The decision to build a dam in Brazil is made by a handful of people in
612 institutions such as Electrical Centers of Brazil (ELETROBRÁS), the National Bank of
613 Economic and Social Development (BNDES) and the presidential office's "Civil
614 House" (*Casa Civil*) (e.g., Fearnside & Laurance, 2012). While the licensing process
615 may involve years of studies, hearings and "consultations," the decision to build the
616 dam in question has already been made in a real sense (as opposed to a theoretical or
617 legal sense). Those who will suffer the impacts have no voice or representation when
618 the real decision is made (see examples in Fearnside, 1989, 1999, 2005a).

619

620 **Downstream impacts**

621 Impacts of dams go far beyond the area directly flooded by the reservoir.
622 Downstream impacts are largely ignored (Richter et al., 2010). In the case of Belo
623 Monte, people living downstream were considered not "directly" impacted (Brazil,
624 ELETROBRÁS, 2009), and the government therefore does not provide indigenous
625 people with the same rights to consultations as would apply in the area to be flooded
626 (*The Economist*, 2013). The so-called "dry stretch" below Belo Monte is the result of
627 that dam's design, which diverts 80% of the water to the side through a series of canals,
628 to return to the river at a point approximately 100 km downstream (Brazil,
629 ELETROBRÁS, 2009). Two indigenous areas are located in the long stretch of river in
630 the "big bend" of the Xingu River that will have its water flow reduced to a minimal
631 amount, thus depriving the indigenous people and other residents of the fish that are
632 their main food source, as well as the river's role for transportation (de Sousa Júnior &
633 Reid, 2010; Santos & Hernandez, 2009). Additional discussion of downstream impacts
634 is included in the Supplementary Online Material.

635

636 **Upstream impacts**

637 Dams also block migration of fish, both ascending and descending the river
638 (Barthem & Goulding, 1997). Many species of fish in Amazonia have a "*piracema*," or
639 a mass migration ascending the tributaries in order to breed at the beginning of the flood
640 season (Barthem et al., 1991). After breeding in the headwaters, the newly-born fish
641 drift down these tributaries with the current and then grow to adulthood in the mainstem
642 of the Amazon River (Carvalho & Fabr e, 2006). This was the case for the large catfish
643 such as dourada (*Brachyplatystoma rousseauxii*) and piramutaba (*B. vaillantii*) that
644 ascended the Madeira River to spawn in Bolivia and Peru (Barthem & Goulding, 1997;
645 Barthem et al., 1991). With 920 species, the Madeira was one of the rivers most richly
646 endowed with fish in Brazil and in the world (Torrente-Vilara et al., 2013). The giant
647 catfish of the Madeira River had traditionally represented a significant economic and
648 dietary resource in the Brazilian portion of the river (Doria et al., 2012; Goulding,
649 1979). They also supported fisheries in Bolivia and Peru, including the fishing fleet at
650 Puerto Maldonado, Peru (Cañas & Pine III, 2011). Fish passages around these dams

651 have virtually no chance of maintaining this fish migration ascending the river, nor of
652 preventing mortality of the newly born fish descending the river (Fearnside, 2014a).
653 Additional discussion of upstream impacts is included in the Supplementary Online
654 Material.

655

656 **Mercury**

657 Mercury contamination can be one of the environmental and social costs of
658 hydroelectric development in Amazonia. Use of mercury in gold mining has released
659 hundreds of tons of mercury into the environment in Amazonia (Bastos et al., 2006,
660 2015; de Lacerda et al., 1989; Pfeiffer & de Lacerda, 1988). The source of mercury can
661 be gold mining done directly in the reservoir area, such as the mining that occurred in
662 the area recently flooded by the Madeira River dams and in areas planned for dams on
663 the Tapajós River and its tributaries (Boischio et al., 1995; Forsberg & Kemenes, 2006;
664 Pfeiffer et al., 1991). However, mercury inputs from gold mining activity are not
665 necessary to have contamination, and reservoirs in areas without a history of gold
666 mining also have high levels of mercury, as at Balbina (Kashima et al., 2001; Kehring et
667 al., 1998; Weisser, 2001). Because the soils in Amazonia are ancient, they have been
668 accumulating mercury over millions of years as dust from volcanic eruptions around the
669 world settles over the landscape (Roulet & Lucotte, 1995; Roulet et al., 1996).
670 Additional discussion of mercury is included in the Supplementary Online Material.

671

672 **Dam cascades**

673 Another aspect of dams with major impacts that escape the current
674 environmental licensing process is the interconnection with other existing or planned
675 dams on the same river (Fearnside, 1999, 2001). This is an important difference from
676 other types of electrical generation, where each plant is independent of other plants.
677 Output of the downstream dams is increased by regulating water flows in a river, storing
678 water during the high-water period and releasing it during the low-water period (e.g.,
679 Nilsson et al., 2005). This stored water generates electricity multiple times – once at the
680 upstream dam, and again at each downstream dam. This creates an embedded
681 temptation to build more dams upstream of any dam being evaluated for licensing. In
682 the case of the Tucuruí Dam, which, in 1984, was the first in the Tocantins/Araguaia
683 watershed that covers much of southern Pará and northern Mato Grosso, a total of 26
684 dams were planned (Junk & de Mello, 1990). Of these, four have since been built (Table
685 1) and seven are planned (Table 2) in the portion of the basin that is in the Legal
686 Amazon region. Planned projects include the Marabá Dam, which will displace 40,000
687 people (Rodrigues & Ribeiro Junior, 2010).

688 The extreme case is Belo Monte, where the Belo Monte Dam itself has a small
689 storage capacity (virtually zero in active storage) relative to its installed capacity of
690 11,233 MW. The volume of water in the Xingu River varies so much over the annual
691 cycle that the 11,000 MW of the main powerhouse will be completely idle for
692 approximately four months each year, and only partially used for much of the
693 remainder. This is the root of the wider danger posed by Belo Monte, as Belo Monte by
694 itself is untenable without the water stored in the upstream dams that were publically
695 proposed until 2008 when the declared policy changed to claim that Belo Monte would
696 be the only dam on the Xingu River (e.g., de Sousa Júnior & Reid, 2010). This claim
697 was made in a decision of the National Council on Energy Policy (CNPE), which is
698 composed of ministers who change with each presidential administration.

699 Additional discussion of dam cascades is included in the Supplementary Online
700 Material.

701

702 **Hydropower and global warming**

703 The Brazilian Association of Aluminum (ABAL) claims in its 2011
704 sustainability report that “Our aluminum is ‘green’ at the source, as it originates from
705 clean and renewable energy” (ABAL, 2011, p. 4). Unfortunately, hydroelectric dams in
706 Amazonia emit greenhouse gases, particularly methane (CH₄). Dams in the humid
707 tropics emit more CH₄ than do those in other climatic zones (Barros et al., 2011;
708 Demarty & Bastien, 2011). Dams produce methane because the water in a reservoir
709 stratifies into layers, with a warm layer (epilimnion) in the upper 2-10 m of water that is
710 in contact with the air and contains oxygen, and a cold layer (hypolimnion) at greater
711 depth where oxygen is quickly exhausted and decomposition of organic matter must end
712 in CH₄ rather than CO₂ (Fearnside & Pueyo, 2012). Some of the methane generated
713 escapes to the atmosphere as bubbles through the surface of the reservoir, and if the
714 reservoir is large relative to the volume of water passing through the dam, as at Balbina,
715 this surface emission can be substantial (Kemenes et al., 2007). A smaller amount
716 escapes by diffusion, particularly in the first year or two after filling the reservoir (e.g.,
717 Dumestre et al., 1999). However, what gives most tropical reservoirs their greatest
718 impact on global warming is the water that passes through the turbines and spillways
719 (e.g., Abril et al., 2005). This water is drawn from well below the boundary
720 (thermocline) that separates the layers of water in the reservoir, and normally has high
721 concentrations of methane (Fearnside, 2002). The water deep in the reservoir is under
722 pressure, which is immediately released as the water emerges from the turbines
723 (Fearnside, 2004). The solubility of gases decreases immediately when the pressure is
724 released, and solubility decreases further as the water gradually warms in the river
725 below the dam (Le Chatalier’s Principle) (e.g., Battino & Clever, 1966; Joyce & Jewell,
726 2003). Much of the methane forms bubbles and is released immediately. The effect of
727 releasing the pressure is the same as occurs when one opens a bottle of a soft drink and
728 CO₂ that had been dissolved escapes as bubbles (see Fearnside, 2004). The impact of
729 tropical dams on global warming has often been underestimated, especially by the
730 hydropower industry (see Fearnside, 2015b).

731 ABAL’s president supported his claim that hydroelectric power is “clean”
732 energy by referring to studies by the FURNAS hydropower company indicating “100
733 times less carbon” being emitted by a dam that is six to ten years old, as compared to
734 generating the same amount of electricity from fossil fuels (Azevedo, 2011). Various
735 problems make this a misleading portrayal, particularly for the Belo Monte Dam that
736 ABAL defends as “clean energy” (Azevedo, 2011) (Table 5).

737

738 [Table_5_here].

739

740 It is significant that ABAL casts aside any information from the notorious
741 Balbina Dam, calling this dam that flooded a vast area in exchange for very little energy
742 a “mistake committed in the past” that “doesn’t reflect the reality of tropical lakes”
743 (Azevedo, 2011). Unfortunately, Balbina is very relevant to Belo Monte and other
744 planned dams. The methodologies for methane estimation do not depend on whether the
745 decision to build the dam was a mistake. Balbina was, indeed, a tragic mistake that was
746 obvious before that dam became a *fait accompli*; unfortunately, many of the features of
747 the decision-making process that led to the dam’s construction are still evident today

748 (Fearnside, 1989, 2006). Other aspects of the Balbina experience are relevant: upstream
 749 of Belo Monte the dam that is best known as “Babaquara” (although it has officially
 750 been renamed “Altamira,” apparently in an attempt to minimize the effect of years of
 751 criticisms of the plans) would have an area of 6140 km², or more than double that of
 752 Balbina. The reservoir would have a 23-m vertical variation in the water level, making it
 753 a tremendous “methane factory” (Fearnside, 2008, 2009, 2011). The ABAL text
 754 suggests that high greenhouse-gas emissions in Amazonian dams are restricted to
 755 Balbina (where directly measured emissions exceed those of fossil fuels decades after
 756 the dam was built in 1987: Kemenes et al., 2007, 2008). However, high emissions have
 757 also been directly measured at the Petit Saut Dam in French Guiana (e.g., Abril et al.,
 758 2005; Guérin et al., 2006) and they have been calculated based on available data at the
 759 Tucuruí, Samuel and Curuá-Una Dams in Brazil (Fearnside, 2002, 2005a,b). Although
 760 there is substantial variation among dams both in their emissions and in the amount of
 761 power they produce, the pattern of Amazonian dams producing higher emissions than
 762 fossil fuels over long periods is, indeed, quite general. In the case of Belo Monte plus
 763 Babaquara, the time needed to break even in terms of greenhouse gas emissions has
 764 been calculated at 41 years (Fearnside, 2009). This is based on the conversion of CH₄ to
 765 CO₂-equivalents from the second report of the Intergovernmental Panel on Climate
 766 Change (IPCC), used in the Kyoto Protocol; subsequent revisions have greatly increased
 767 the impact of methane relative to CO₂, and therefore the impact of dams relative to
 768 fossil fuels (see Table 5). The impacts of upstream dams in flooding large areas of
 769 tropical forest in indigenous lands, in addition to producing methane, make Belo Monte
 770 and the aluminum produced from its power anything but clean.

771 It should be remembered that power for aluminum production is not exclusively
 772 produced by dams. When reservoir levels are low, aluminum factories are supplied from
 773 thermoelectric power plants. These emit greenhouse gases among other impacts.

774

775 **Environmental licensing of dams**

776 Environmental licensing of dams in Brazil proceeds through a sequence of steps,
 777 beginning with a “preliminary license” (allowing preparations to begin and specifying
 778 conditions to be met), followed by an “installation license” (allowing the dam to be
 779 built), and finally an “operating license” (allowing power generation to begin). The
 780 licensing of Belo Monte occurred under intense pressure from Brazil’s presidential
 781 office, and the process was facilitated by recent precedents set by similar forced
 782 approval of the Madeira River dams (Fearnside, 2013, 2014b). Although the president
 783 of ABAL stated with reference to Belo Monte and other Amazonian dams that “the
 784 environmental agencies duly granted the licenses after the projects had fulfilled all of
 785 the demands made on them” (Azevedo, 2011), Belo Monte had and continues to have a
 786 long list of irregularities in its licensing by the Brazilian Institute of the Environment
 787 and Renewable Natural Resources (IBAMA, the federal environmental agency). First,
 788 the construction site was prepared on the strength of a “partial license,” granted by
 789 IBAMA on February 1, 2010 (see ISA, 2010). This is a category of license that does not
 790 exist in Brazilian legislation (it was invented by IBAMA when it granted a provisional
 791 license to the Madeira River Dams on July 9, 2007, allowing these dams to move
 792 forward before completing their environmental impact assessments: See Switkes &
 793 Bonilha, 2008). On January 26, 2011 Belo Monte received a preliminary license from
 794 IBAMA, which specified 40 “conditionalities” that would have to be met before an
 795 Installation License would be granted, plus an additional 26 conditionalities from

796 FUNAI (the agency for indigenous peoples) (see ISA, 2011a). Very little was done over
797 the ensuing months to fulfill these conditionalities (see: Xingu Vivo, 2011).

798 On June 1, 2011 the dam was granted an Installation License even though the
799 IBAMA technical staff had recommended against approval (Brazil, IBAMA, 2011; ISA,
800 2011b). The head of the agency was suddenly replaced and the new appointee
801 immediately granted the license. Only five of the 40 IBAMA conditionalities had been
802 fulfilled at the time of the licensing according to non-governmental organizations and
803 16 according to IBAMA; approval without satisfying all conditionalities creates a
804 dangerous precedent for projects throughout the country. As of February 2014, almost
805 three years after the Installation License was approved, the consortium building the dam
806 had only complied with three of the 19 conditionalities involving indigenous peoples
807 (ISA, 2014). This situation continues essentially unchanged and is being monitored by a
808 group of non-governmental organizations (FGV, 2014). The value of a “conditionality”
809 becomes questionable if project developers can have a license from IBAMA without
810 fulfilling the requirement. In addition, at the time the new head of IBAMA signed the
811 Installation License no less than 12 legal suits against Belo Monte were still pending
812 decisions in the courts over irregularities in the licensing process (the number grew to
813 20 by November 2013). Legal documentation on these can be consulted at
814 <http://www.xinguvivo.org.br/>. Proceeding with construction without resolving these
815 issues risks damaging Brazil’s democratic institutions because the large investments of
816 financial and political capital make the executive branch of government unlikely to
817 cancel the project if the judicial branch makes such a ruling (Fearnside, 2012). Although
818 Brazil’s licensing system is in evident need of reform, the current dominance of the
819 “ruralist” anti-environmental voting block in the National Congress means that
820 legislative initiatives to strengthen the system would instead be seized upon to further
821 weaken it; this limits the scope for improvement to efforts in other branches of
822 government and in civil society (Fearnside & Laurance, 2012).

823

824 **Global implications**

825 Global dam-building activity is increasingly focused on tropical areas in Africa,
826 Southeast Asia and Latin America. National decisions on promoting and subsidizing
827 dams and electro-intensive exports have multiple perverse effects on political processes
828 in developing countries through the “resource curse” and other mechanisms. Decisions
829 on export priorities and on energy policies give little weight to the heavy environmental
830 and social costs of dam projects, as is evident in the example of Brazil. Such decisions
831 may partly be the result of decision makers’ lack of information about these impacts,
832 but they also fit the adage that “no noise is loud enough to wake someone who is
833 pretending to be asleep.”

834

835

835 **Conclusions**

836

837 Dam building around the world is driven by electricity demand, including that
838 for electro-intensive commodities like aluminum. The decisions of countries to build
839 dams is often based on systematic underestimation of the monetary, social and
840 environmental impacts of dams and exaggeration of their benefits as compared to other
841 options, such as energy conservation, alternative generation sources and forgoing
842 energy exports in products like aluminum.

843 One of the ways that Brazil could reduce the destruction from Amazonian dams
844 would be to stop exporting aluminum in the form of ingots or products (either

845 intermediate or final) that do not have a high benefit in terms of direct employment per
 846 unit of electricity consumed in the product's full production chain, including the
 847 smelting of primary aluminum. The benefits of aluminum have often been exaggerated,
 848 while the impacts of dams have been understated. Primary aluminum is the worst form
 849 in which this metal can be exported in terms of employment generation per gigawatt-
 850 hour of electricity consumed, but other products farther up the chain of transformation
 851 are also unattractive when the energy use of the primary aluminum from which they are
 852 made is included in the accounting. In addition to decisions on aluminum exports based
 853 on realistic assessments of the impacts of dams and the benefits of aluminum, Brazil
 854 needs broader reforms of its energy projections and policies in order to enjoy the uses of
 855 energy that increase wellbeing while not destroying the forests, rivers and societies of
 856 Amazonia.

857 Amazonian hydroelectric dams have impacts that are much more severe and
 858 wide-ranging than what has been portrayed by dam proponents. Social impacts are
 859 devastating for the people who happen to live in the area of a dam, including not only
 860 those in the flooded area but also those downstream and upstream of the dam who lose
 861 vital resources such as fish. Indigenous peoples and other traditional riverside residents
 862 (*ribeirinhos*) are often the victims. Environmental impacts extend to the entire river
 863 basin, including changes from altered sediment and water flows as well as loss of
 864 aquatic fauna and loss or disturbance of vast areas of forests, *várzea* (floodplain) and
 865 other ecosystems. Tropical dams also emit substantial quantities of greenhouse gases,
 866 often exceeding the cumulative emissions of fossil fuel generation for decades. For all
 867 of these reasons, hydropower is far from being "green" energy, and Brazil needs to
 868 make rapid changes in energy policy to curtail the announced expansion of Amazonian
 869 dams.

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1480

1481 Figure legends

1482

1483 Fig.1. Existing dams and dams in the planning or construction phases in Brazil's Legal
1484 Amazon region. The numbers of the existing dams (dams with their reservoirs filled by
1485 February 2014 indicated by circles) correspond to the numbers listed in Table 1, and the
1486 numbers of the dams that are planned or under construction (indicated by triangles)
1487 correspond to the numbers listed in Table 2. Adapted from: Fearnside (2014c).

1488

1489 Fig. 2. Locations mentioned in the text. 1. Itaipu Dam, 2. Manso Dam, 3. Jirau Dam,
1490 4.Santo Antônio Dam, 5. Samuel Dam, 6. Balbina Dam, 7. Petit-Saut Dam, 8. Curuá-
1491 Una Dam,9. Belo Monte Dam, 10. Babaquara (Altamira) Dam, 11. Tucuruí Dam, 12.
1492 Marabá Dam, 13. Serra Quebrada Dam, 14. Santa Isabel Dam, 15. Estreito Dam, 16.
1493 Serra da Mesa Dam. Circles represent dams; triangles represent cities.

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1495

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1505

1506 Highlights

1507

1508 Decisions on dams ignore the high impact and low benefit of aluminum exports.

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1510 Were impacts given appropriate weight, policies on dams and exports would change.

1511

1512 Dams impact global warming, local populations, indigenous peoples and biodiversity.

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1514 Electricity is the principal input for aluminum smelting.

Table 1: Existing* dams in Brazil's Legal Amazon region (Updated from: Fearnside, 2014c)

No. in Fig. 1	Year filled	Name	State	River	Installed capacity (MW)	Area of reservoir (km ²)	Coordinates
1	1975	Coaracy-Nunes	Amapá	Araguari	78 [298 MW by 2016]	23 (for initial 78 MW)	00°54'24" N; 51°15'31" W
2	1977	Curuá-Una	Pará	Curuá-Una	100	78 (for initial 40 MW)	02°49'11.49" S; 54°17'59.64" W
3	1984	Tucuruí	Pará	Tocantins	8370	2850	03°49'54" S; 49°38'48" W
4	1987	Balbina	Amazonas	Uatumã	250	2996	01°55'02" S; 59°28'25" W
5	1987	Manso	Mato Grosso	Manso	212	427	14°52'16" S; 55°47'08" W
6	1988	Samuel	Rondônia	Jamari	210	560	08°45'1" S; 63°27'20" W
7	1999	Lajeado (Luis Eduardo Magalhães)	Tocantins	Tocantins	800	630	09°45'26" S; 48°22'17" W
8	2006	Peixe Angical	Tocantins	Tocantins	452	294	12°15'02" S; 48°22'54" W
9	2011	Dardanelos	Mato Grosso	Aripuanã	261	0.24	10°09'37" S; 59°26'55" W
10	2011	Santo Antônio (Madeira)	Rondônia	Madeira	3150 by 2015	350	08°48'04.0" S; 63°56'59.8" W
11	2011	Rondon II	Rondônia	Comemoração	73.5	23	11°58'51" S; 60°41'56" W
12	2012	Estreito (Tocantins)	Maranhão/ Tocantins	Tocantins	1087	744.68	06°35'11" S; 47°27'27" W
13	2013	Jirau	Rondônia	Madeira	3750 by 2015	361.6	09°15'17.96" S; 64° 38' 40.13" W
38	2014	Santo Antonio do Jari	Pará/Amapá	Jari	167	31.7	00°39' S; 52°31' W
46	2014	Teles Pires	Mato Grosso	Teles Pires	1819	151.8	09°20'35" S; 56°46'35" W

*Dams > 30 MW with reservoirs filled by May 2015.

Table 2 – Dams under construction and planned in Brazil’s Legal Amazon region (Updated from: Fearnside, 2014c).

No. in Fig. 1	Name ^a	State	River	Installed Capacity (MW)	Reservoir area (km ²)	Status	Expected year of completion	Coordinates
14	Água Limpa	Mato Grosso	Das Mortes	320	17.9	Planned	2020	20°53" S; 53°25'49" W
15	Babaquara [Altamira]	Pará	Xingu	6,300	6,140	Officially unmentioned		03°18'00" S; 52°12'30" W
16	Belo Monte	Pará	Xingu	11,233	516	Under construction	2016	03°6'57" S; 51°47'45" W
17	Bem Querer	Roraima	Rio Branco	708	559.1	Planned	2022	01°52'40" N; 61°01'57" W
18	Cachoeira Caldeirão	Amapá	Araguari	219	48	Planned	2017	00°51.2'00" N; 51°12'00" W
19	Cachoeira do Cai	Pará	Jamanxim	802	420	Planned	2020	05°05'05" S; 56°28'05" W
20	Cachoeira dos Patos	Pará	Jamanxim	528	117	Planned		05°54'59" S; 55°45'36" W
21	Cachoeirão	Mato Grosso	Juruena	64	2.6	Planned		12°59'22" S; 58°57'29" W
22	Chacorão	Pará	Tapajós	3,336	616	Officially unmentioned		06°30'08" S; 58°18'53" W
23	Colíder	Mato Grosso	Teles Pires	300	171.7	Under construction	2015	10°59'5.9" S; 55°45'57.6" W
24	Couto Magalhães	Mato Grosso/Goiás	Araguaia	150	900	Planned		18°12'35" S; 53°3'06" W
25	Ferreira Gomes	Amapá	Araguari	252	17.72	Preliminary license	2015	00°51'20.126" N; 51°11'41.071" W
26	Foz do Apiacás	Mato Grosso	Apiacás	45	89.6	Planned	2018	09°12'23" S; 57°05'11" W
27	Ipueiras	Tocantins	Tocantins	480	933.5	Planned		11°15'11" S; 48°28'53" W
28	Jamanxim	Pará	Jamanxim	881	75	Planned	2020	05°38'48" S; 55°52'38" W
29	Jardim de Ouro	Pará	Jamanxim	227	426	Planned		06°15'49" S; 55°45'53" W
30	Jatobá	Pará	Tapajós	2,338	646	Planned	2021	05°11'48" S; 56°55'11" W
31	Juruena	Mato Grosso	Juruena	46	1.9	Planned		13°24'05" S; 59°00'27" W
32	Marabá	Pará	Tocantins	2,160	1,115.4	Planned	2021	05°19' S; 49°04' W
33	Magessi	Mato Grosso	Teles Pires	53		Planned		13°34'35" S; 55°15'54" W,
34	Novo Acordo	Tocantins	Sono/Tocantins	160		Planned		09°58'25" S; 47°38'23" W
35	Ribeiro Gonçalves	Maranhão /Piauí	Paranaíba	113	238	Planned	2018	07 °34'31" S; 45°19'02" W
36	Salto Augusto Baixo	Mato Grosso	Juruena	1,464	107	Planned	2021	08°53'6.3" S; 58°33'30.1" W

	[JRN-234b]								
37	Santa Isabel (Araguaia)	Pará	Araguaia	1,080	236	Planned		06°08' 00" S; 48°20' 00" W	
38	Santo Antonio do Jari	Pará/Amapá	Jari	370	31.7	Now filled, see Table 1	2014	00°39' S; 52°31' W	
39	São Luiz do Tapajós	Pará	Tapajós	8,040	722	Planned	2020	04°34'10" S; 56°47'06" S	
40	São Manoel	Mato Grosso	Teles Pires	700	53	Planned	2018	09°11'29" S; 057°02'60" W	
41	São Salvador	Tocantins/Goiás	Tocantins	243.2	99.65	Under construction		12°48'45" S; 48°15'29" W	
42	Serra Quebrada	Maranhão	Tocantins	1,328	420	Preliminary license	2020	05°41'52" S; 47°29'11" W	
43	Simão Alba [JRN-117a]	Mato Grosso	Juruena	3,509	> 1,000	Planned	2021	08°13'33.5" S; 58°19'23.9" W	
44	Sinop	Mato Grosso	Teles Pires	400	329.6	Preliminary license	2018	11°16'10" S; 55°27'07" W	
45	Tabajara	Rondônia	Ji-Paraná	350		Planned	2021	08°54'15" S; 62°10'21" W	
46	Teles Pires	Mato Grosso	Teles Pires	1,819	151.8	Now filled, see Table 1	2015	09°20'35" S; 56°46'35" W	
47	Tocantins [Renascer]	Tocantins	Tocantins	480	700	Planned		16°47'10" S; 47°56'31" W	
48	Toricoejo	Mato Grosso	Das Mortes	76	48	Preliminary license		15°14'05" S; 53°06'57" W	
49	Torixoréu	Mato Grosso/ Goiás	Araguaia	408	900	Preliminary license	2023	16°16'59" S; 52°37'00" W	
50	Tupirantins	Tocantins	Tocantins	620	370	Planned		08°10'59" S; 48°10'00" W	
51	Uruçuí	Maranhão /Piauí	Paranaíba	164	279	Preliminary license		07°14'08" S; 44°34'01" W	
Not shown	Castanheira	Mato Grosso	Arinos	192			2021		
Not shown	Arrais	Tocantins	Palma	70			2022		
Not shown	Prainha	Amazonas	Aripuanã	408			2022		
Not shown	Paredão A	Roraima	Mucujáí	199			2023		

^aDams included in Brazil's 2014-2023 Energy Expansion Plan are: Santo Antônio do Jari [now filled], Belo Monte, Colíder, Ferreira Gomes, Teles Pires [now filled], Sinop, Cachoeira Caldeirão, São Manoel, São Luiz do Tapajós, Jatobá, Bem Querer, Paredão A, Arrais, Castanheira and Tabajara. The last four are recent additions to the priority list. Dams that had been scheduled for construction by 2021 that have now been postponed beyond 2023 are: Ribero Gonçalves, Água Lima, Simão Alba, Marabá and Salto Augusto Baixo (Brazil, MME, 2012, pp. 77-78). Dams that have postponed from previous plans but are scheduled for completion by 2023 are: Belo Monte, Bem Querer, Foz de Apiacás, Jatobá, São Luiz do Tapajós, São Manoel and Sinop. Several dams have had their installed capacities increased, most notably São Luiz do Tapajós from 6133 to 8040 MW.

Table 3. Dams for autoproduction of aluminum in Brazilian Amazonia

No in Fig. 1	Dam	Rjver	Status	Affected people*	Comment
12	Estreito	Tocantins	Existing	5,937	Partially for autoproduction
42	Serra Quebrada	Tocantins	Planned	14,000	
37	Santa Isabel	Araguaia	Planned	2,378	

*Source: International Rivers (2012).

Table 4. Aluminum in Brazil in 2013^(a)

	Production Weight (1000 t)	Imports Weight (1000 t)	Consumption Weight (1000 t)	Exports				
				Weight (1000 t)	Value (US\$ million)	Price (US\$/t)	Percent of exported weight	Percent of Exported value
Untransformed metal								
Ingots	1,304.3	50.3		404.8	789.9	1,951.00	76.4	55.4
Alloys		79.5		15.1	34.7	2,292.71	2.9	2.4
Scrap	470.7	39.3		8.1	15.2	1,879.66	1.5	1.1
Subtotal	1,775.0	169.1	12.6	428.0	839.7	1,961.73	80.8	58.9
Semi-manufactured products ^(b)								
Sheets	542.9	78.5	579.7	42.3	125.9	2,977.75	8.0	8.8
Cables and rods	140	2.8	134.8	6.7	16.3	2,433.01	1.3	1.1
Foil	87.2	22.2	93.8	16.3	64.4	3,940.05	3.1	4.5
Subtotal	770.1	103.6	808.3	65.3	206.6	3,162.60	12.3	14.5
Manufactured products								
Extruded products	357.8	17.3	367.5	7.2	51.6	7,209.96	1.4	3.6
Powder	33.8	0.4	34.0	0.2	0.7	4,416.56	0.03	0.05
Household products	42.0	5.4	40.8	6.5	52.3	7,986.96	1.2	3.7
Castings	223.9		230.9	9.6	173.8	18,032.71	1.8	12.2
Other	25.3	31.4	31.0	13.0	100.5	7,755.43	2.4	7.1
Subtotal	682.8	54.5	704.2	36.5	378.9	10,391.42	6.9	26.6

Destructive uses		40.8		40.8					
Totals	(c)	332.9	1512.5	(d)	529.9	1,425.2	2,689.37	100.0	100.0

(a) Source: ABAL, 2014: Production (pp. 13 & 30), imports (p. 21), exports (p. 27), consumption (p. 30).

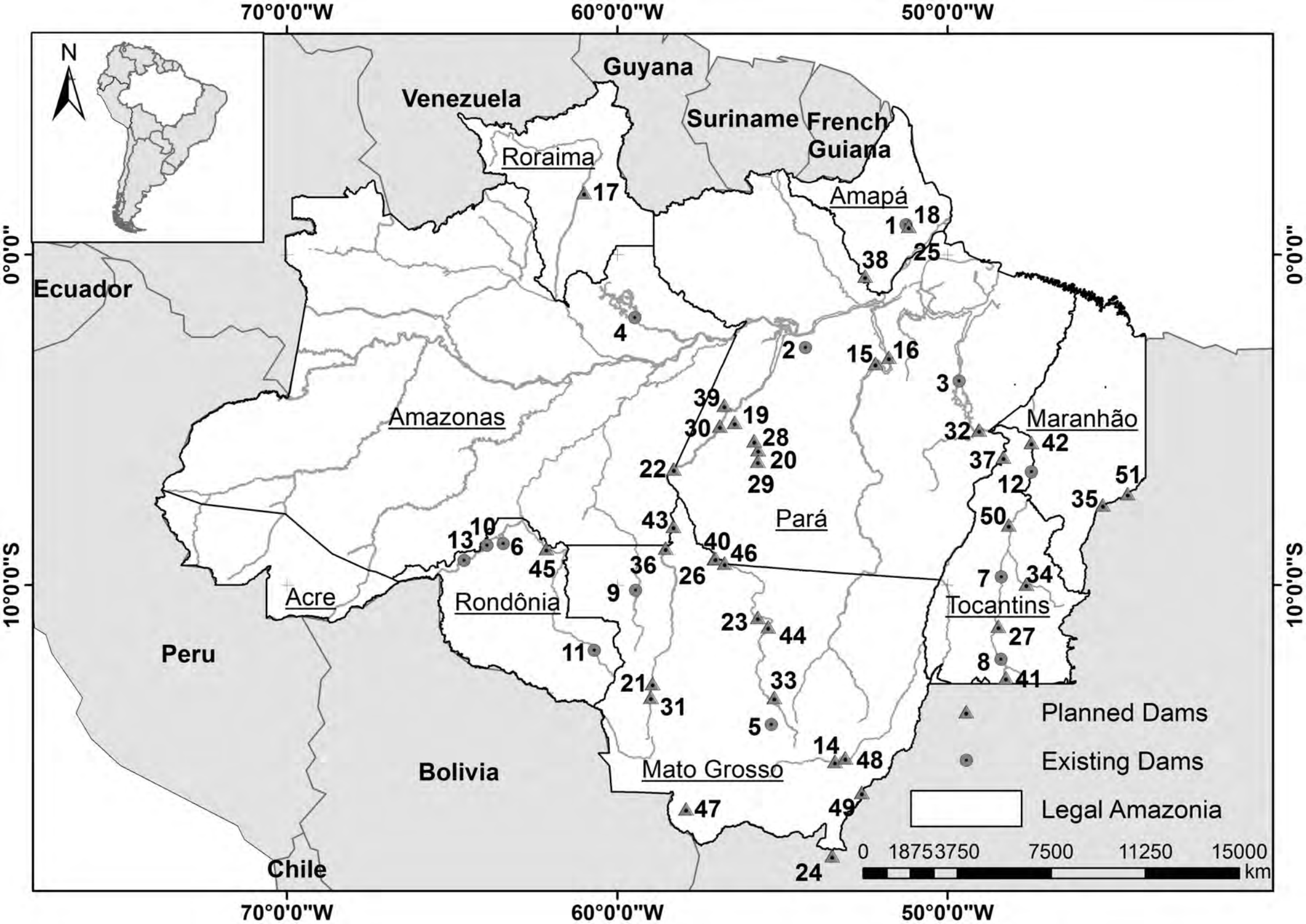
(b) Production deduced from consumption, exports and imports.

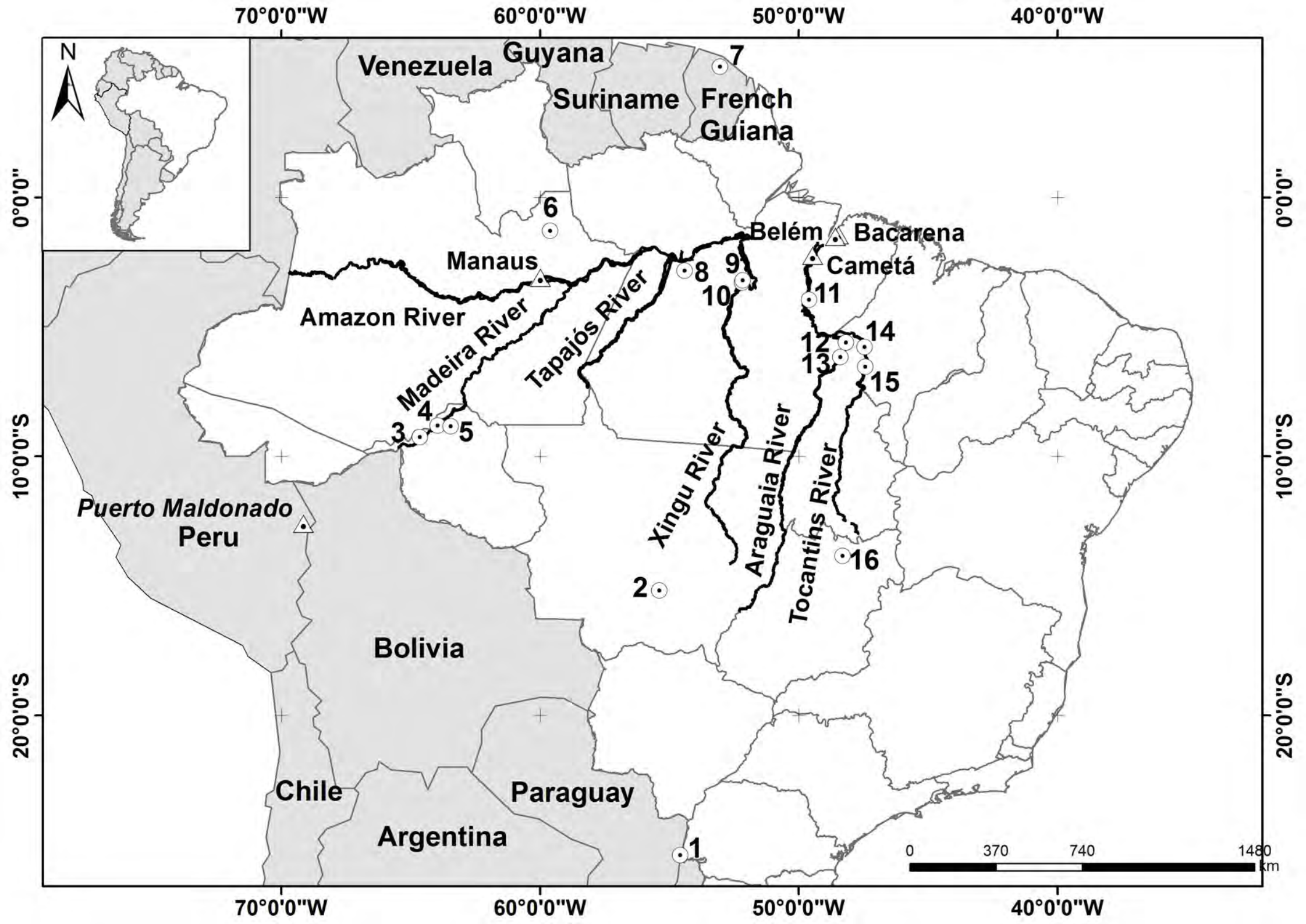
(c) Note that production cannot be totaled, since products in the semi-manufactured category are made from untransformed metal, and those in the manufactured category are made from the preceding two categories.

(d) This is the consumption total given by ABAL, representing the sum of the subtotals for semi-manufactured and manufactured products. However, this probably includes some double counting because some manufactured products are made from semi-manufactured products.

Table 5. Hydropower as “clean” energy in the view of the Brazilian Association of Aluminum (ABAL) on the Belo Monte Dam.

ABAL claim	Problem
Dams in FURNAS study have low carbon emissions.	The FURNAS refers to dams outside of Amazonia: the study was done on the Manso and Serra da Mesa Dams in the <i>cerrado</i> (Central Brazilian savanna) biome, where dams have lower emissions than in rainforest areas. Belo Monte and the great majority of planned dams are in Amazonia (Brazil, MME, 2012, pp. 77-78).
Dams 6-10 years old have low emission	The age of six to ten years mentioned by the president of ABAL in referring to the dams in the FURNAS study is significant because hydropower produces a huge peak of emission in the first few years – a debt that can take decades to pay off as the electricity generated gradually offsets emissions from thermoelectric plants. The implication of the ABAL statement is that this debt is simply forgiven by only comparing the instantaneous balance in year six or ten.
“Reservoir” emissions are low	“Reservoir” emissions refer to those from the surface of the water impounded behind the dam. The FURNAS study alluded to by ABAL used a methodology that did not measure most of the methane being released by water passing through the turbines. This water is the main source of methane emission (e.g., Abril et al., 2005). The FURNAS study (Ometto et al., 2011, 2013) measured downstream methane fluxes using chambers floating on the water surface some distance below the outlet to the turbines (at least 50 m downstream). Unfortunately, much of the methane comes out of the water immediately at the outlet or even inside the turbines themselves. The only practical way to quantify the emission at the turbines is by the difference between the methane concentration in the water above the dam (at the depth of the turbines) and below the dam.
Dams have low “carbon” emissions as compared to thermal power	“Carbon” is not the issue, but rather the impact on global warming. A ton of carbon in the form of methane (CH ₄) emitted by a dam has much more impact than a ton of carbon in the form of carbon dioxide (CO ₂) emitted by fossil fuels. Considering the global-warming potential (GWP) of 25 for methane gas (Forster et al., 2007) adopted by the Clean Development Mechanism for the 2013-2017 period, meaning that each ton of methane gas has the impact of 25 tons of CO ₂ gas over a 100-year period, then each ton of carbon emitted to the atmosphere as methane has the impact of 9.1 tons of carbon as CO ₂ . If one considers feedbacks, the most recent report of the Intergovernmental Panel on Climate Change (IPCC) calculates the 100-year GWP of CH ₄ as 34 (Myhre et al., 2013), meaning each ton of methane carbon has 12.4 times the impact of a ton of CO ₂ carbon. The same IPCC report also calculates a GWP of 86 for a 20-year time horizon that is more relevant to preventing global mean temperature increase from passing the 2°C limit now agreed as “dangerous,” making each ton of carbon 31.3 times as potent if in the form of CH ₄ .





Supplementary Online Material:

Environmental and Social Impacts of Hydroelectric Dams in Brazilian Amazonia: Implications for the Aluminum Industry

Downstream impacts

Downstream impacts are considerable even when dams do not create a “dry stretch” by diverting water flow to a new route, but rather have the more-common design where the water is released at a powerhouse located directly below the dam. The water passing through the turbines is drawn from near the bottom of the reservoir at a depth where the water contains almost no oxygen (Fearnside, 2002). Depending on factors such as the entry of significant tributary streams, water often must flow for great distances below a dam before it regains the amount of oxygen that would be found in the natural river (e.g., Gosse et al., 2005; Kemenes et al., 2007). The water without oxygen kills many fish and keeps others from entering the river from below, as in the case of fish ascending Amazon tributaries (de Almeida-Val et al., 2006). The consequence for the livelihoods of downstream residents is dramatic, and these impacts are completely unrecognized and uncompensated in existing dams. The Tucuruí Dam provides a clear example. In Cametá, the largest of five riverside towns on the lower Tocantins River (180 km downstream of Tucuruí), the fish catch fell by 82% and the freshwater shrimp catch fell by 65% between 1985 and 1987 (Odinetz-Collart, 1987; see Fearnside, 2001). Fish landings in Cametá, which were 4726 t/year in 1985 (Odinetz-Collart, 1987), continued to decline, stabilizing at an average of 284 t/year for the 2001-2006 period (Cintra, 2009, p. 97), or a loss of 94%. Just the loss of fish in Cametá is greater than the entire mean fish catch of 4078 t/year in the Tucuruí reservoir over the 2001-2006 period (Cintra, 2009, p. 97). Most of the fishing fleet at Cametá simply disappeared after the river was dammed. The same occurred with the fishing fleet at São Sebastião do Uatumã, over 200 km below the Balbina Dam (see Fearnside, 1989).

The flood pulse on undammed Amazonian rivers is an essential feature of almost all aspects of natural *várzea* (floodplain) ecosystems, as well as the agriculture that depends on annual renewal of soil fertility by sediments deposited by the floods (e.g., Junk, 1997). This pulse is also essential for nutrient inputs to *várzea* lakes, where many species of fish breed (including commercially important species). Reducing this pulse is a concern, for example, for *várzea* lakes along the Madeira River downstream of the Santo Antônio and Jirau Dams. The river below these dams (which began generating power in 2011 and 2013, respectively) was not considered to be part of the area of influence for environmental impacts (FURNAS et al., 2005).

Upstream impacts

Impacts upstream of hydroelectric reservoirs also include raising river levels in what is known as the “backwater stretch” (*remanso superior*). When a river enters a reservoir at its upstream end, the speed of the water flow immediately drops to a much slower rate, causing sediment in the water to sink to the bottom. Large particles such as sand settle to the bottom of the reservoir immediately, while fine silt settles near the

dam at the lower end of the reservoir (Morris & Fan, 1998). This is especially important in a river like the Madeira, which has one of the highest sediment loads in the world (Meade, 1994). The large deposit at the upper end of the reservoir forms a mound that acts like a second dam holding back the water upstream and raising the water level in the backwater stretch—outside of what is officially considered to be part of the reservoir. This is critical in the case of the Madeira dams because the reservoir of the Jirau Dam officially extends exactly to the border with Bolivia, but the backwater stretch would flood land in Bolivia, including part of a conservation unit (Molina Carpio, 2005). The backwater stretch was not included in the environmental impact studies (EIA-RIMA) for the Madeira dams (FURNAS et al., 2005). In the flood of 2014 the presence of the Jirau Reservoir cause a 1-m additional increase in the water level at the border, thus causing flooding in Bolivia in the backwater stretch (Vauchel, 2014).

Mercury

Gold mining in the reservoir catchment area can also be a potential source of mercury, as in the case of the Serra Pelada mining area upstream of Tucuçuí. Transport to the reservoir is mainly by water rather than through the atmosphere, and mercury is estimated to be accumulating in the Tucuçuí reservoir at a rate of 235 kg year⁻¹ (Aula et al., 1995).

Soil erosion in deforested areas carries organic matter and associated mercury into Amazonian rivers, increasing mercury levels in sediments (Roulet et al., 2000). Atmospheric deposition includes contributions from industrial sources around the world, including the burning of coal (Zhang et al., 2002), as well as from biomass burning in Amazonia (Veiga et al., 1994).

Sediments at the bottom of a reservoir are without oxygen and provide an ideal environment for methylation of mercury, or adding a methyl (CH₃) group to metallic mercury (Hg) (Huguet et al., 2010). This is what renders it highly poisonous (Tsubaki & Takahashi, 1986). Chemically, the process is similar to methanogenesis, or formation of methane (CH₄), which also occurs under the same anoxic conditions (Kelly et al., 1997). When a reservoir is flooded, in the first few years there is a large flush of bacterial methylation of accumulated mercury that is associated with soil organic matter; this has been observed throughout temperate and, especially, boreal zones (Joslin, 1994; Rosenberg et al., 1995). Following this initial peak, long-term accumulation in fish can be sustained by more modest rates of methylation in plankton (St. Louis et al., 2004) and biofilms (Huguet et al., 2010). Although contamination levels vary depending on water chemistry and other factors at each site, observations in Brazilian reservoirs indicate that this is also a general problem in tropical areas. In terms of human impact, favorability of sites for methylation often overshadows the importance of large stocks of metallic mercury: areas without gold mining can have high contamination in humans since amounts found in samples of fish and human hair vary in accord with water chemistry, rivers with low pH and high dissolved organic carbon having highest levels (Silva-Forsberg et al., 1999).

Mercury lies dormant in the soil in a harmless form, but the situation changes immediately when soil is flooded by a reservoir (e.g., Joslin, 1994). Mercury concentrates in fish, with the amount increasing with each step in the food chain, for example by 2 – 4 fold per trophic level in Tucuçuí (Porvari, 1995). Tucunaré (*Cichla ocellaris* and *C. temensis*), a predator, is the dominant fish species in Amazonian reservoirs and has been found to have mercury levels that greatly exceed international health standards for human consumption in the cases of Tucuruí (Porvari, 1995; Santos et

al., 2001) and Samuel (Malm et al., 1995). Humans are the next step in the food chain. At Tucuruí, lakeside residents consuming fish had higher mercury levels than those of gold miners in the Amazonian *garimpos* that are notorious for mercury contamination (Leino & Lodenius, 1995). Cytogenetic damage and a variety of motor deficiencies and reduced lateral vision, which are the first symptoms of Minamata disease (mercury poisoning), have been measured in Amazonian riverside populations (Amorim et al., 2000; Lebel et al., 1998). The primary factor keeping mercury contamination from having a more widespread impact in Brazil is low fish production of reservoirs (e.g., Cintra, 2009; Junk & de Mello, 1990). Contamination is therefore largely concentrated in local populations near the reservoirs, far from the country's centers of political power (see Fearnside, 1999, 2005a). While the environmental-justice issue this implies should add to the weight of negative factors in dam-building decisions, in practice the spatial distribution of impacts makes them easier for decision makers to ignore.

Dam cascades

Various indications strongly suggest that the investors in Belo Monte (and key government officials in the electrical sector) have no intention of following the CNPE policy. The lack of economic viability of Belo Monte without upstream dams is believed to be the key to a “planned crisis,” where the need for more water would suddenly be “discovered” after Belo Monte is built, thus providing justification for approval of the other dams (de Sousa Júnior & Reid, 2010; de Sousa Júnior et al., 2006). The water shortage would be aggravated further by changes in the Xingu River's flow due to continued deforestation in the watershed (Panday et al., 2015; Stickler et al., 2013) and due to projected climate change (Kemenes et al., 2012). Another indication that the official scenario is fiction is that when Marina Silva, as Minister of the Environment, proposed creation of an extractive reserve in part of the area to be flooded by the upstream dams, the proposal was blocked by Dilma Rousseff [Brazil's current president] when she was head of the Civil House on the grounds that it would hinder dam construction upstream of Belo Monte (Angelo, 2010). As president, she has called for future dams to have “large reservoirs” rather than run-of-river designs, although without making an explicit reference to the Xingu River (Borges, 2013). The dams that were planned upstream of Belo Monte from 1975 to 2008 would flood vast areas of indigenous land, almost all of it under tropical rainforest (see Fearnside, 2006). None of this was considered in the EIA-RIMA completed in 2009 (Brazil, ELETROBRÁS, 2009), and was also excluded from the earlier version prepared in 2002 (Brazil, ELETRONORTE, nd [2002]).

Two major river systems are expected to have cascades of dams for a different reason: rather than to store water for generating electricity at downstream dams, the dams would have to go forward as a complete set in order to convert the rivers into navigable waterways known as “*hidrovias*.” This applies to the four Madeira River Dams (two of which have been built so far) that would open 4000 km of waterways in Bolivia plus the Guaporé waterway that would connect the Madeira River to soy areas in Mato Grosso (Fearnside, 2014a). The other case is the Tapajós River Dams in Pará, including those on the Teles Pires and the Juruena Rivers (two tributaries in Mato Grosso) (Fearnside, 2015a). The planned waterways would carry soybeans to ports on the Amazon River (Brazil, MT, 2010). In the Madeira and Tapajós cases some (but not all) of the dams are “run-of-river” projects that depend on the natural flow of the river rather than on releasing stored water. The Tocantins/Araguaia Dams, which also are part of a planned waterway, are storage dams.

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