

Briefing: Scottish Climate Change Bill (3)

Including emissions from international aviation and shipping in the statutory targets

Aviation is a significant and rapidly-growing source of greenhouse gas emissions, and urgent action is required to put it on a more sustainable path. It is one of the fastest-growing sources of greenhouse gas emissions in the UK. Between 1990 and 2006, Scottish CO₂ emissions from aviation have risen by approximately 185%; in recent years, emissions have been growing at over 10% a year.

Inclusion of aviation and shipping emissions in the Scottish Climate Change Bill

The Scottish Climate Change Bill needs to account for all the emissions Scotland is responsible for producing and address all sectors fairly, excluding any would be unjust and would not achieve the intention of the legislation. **If citizens of Scotland benefit from aviation and shipping, either domestically or internationally, then Scotland should account for the carbon costs of that transport.** So in principle it is important to include emissions from international aviation and shipping in Scotland's climate change targets.

Do we have the aviation and shipping emissions data for Scotland?

Yes, although emissions from international aviation and shipping are not currently included in global climate agreements, countries are required under the terms of the Kyoto Protocol to report them as a 'memo item', and the Intergovernmental Panel on Climate Change (IPCC) publishes internationally-accepted guidelines on how to do this. We have these figures for Scotland going back to 1990.

Emissions from both domestic and international aviation for Scotland are currently reported on as part of the UK Greenhouse Gas inventory. This methodology follows the most robust and accurate approach recommended by the IPCC. The data is provided by the Civil Aviation Authority and uses out details of each individual flight, including airport origin, destination, fuel type, plane type and engine type.¹

International shipping fuel data are provided for the UK in an annual BERR publication, and this information provides the basis for calculating the greenhouse gas emissions data. The UK data is then split across England, Scotland, Wales and Northern Ireland based on annual port movement data. The shipping industry has indicated that it is keen to play its part in reducing global greenhouse gas emissions and has recognised the potential for real emissions reductions². The UK Government is currently

¹ Greenhouse gas emissions data from international aviation and shipping for Scotland can be found here.

http://www.airquality.co.uk/archive/reports/cat07/0811180855_International_aviation_and_shipping1990-2006_final_v5.xls

² See for example http://www.panda.org/news_facts/newsroom/news/index.cfm?uNewsID=153083

investing resources in supporting the development of an international methodology for reduction and this is being led by the International Maritime Organisation.

Can we not just tackle these emissions via the EU Emissions Trading Scheme or the UK?

In terms of the EU Emissions Trading Scheme, we should not just rely on a Scheme that only partially accounts for aviation's impacts (and not at all for those from shipping), allows continued rapid growth in the short term and risks lock-in to high-carbon infrastructure.

Although some action needed to reduce demand for air travel – such as ending all tax benefits and introducing an aviation fuel tax - will need to take place at UK and European level, the Scottish Government has a crucial role to play. Including aviation emissions in the Scottish Climate Change Bill reduction targets is an essential first step which then needs to be followed up by other actions to reduce the demand for flying and drive down emissions from aviation.

What can Scotland do to reduce these emissions?

As a nation, we could do more to promote tourism within Scotland, encourage people to holiday at home and reduce demand for flights outside the country. This would not just be of benefit in terms of emissions reduction, but of benefit to Scotland's economy and heritage as well.

Scotland has policy levers to promote and encourage use of other methods of transport such as train links to the major cities across the UK and Europe. By using Scotland's planning powers to rule out future runway expansion and airport infrastructure, the Scottish Government can play a key role in curbing the growth in demand to more sustainable levels.

Draft Climate Change (Scotland) Bill:

The Bill must take account of all the emissions Scotland is responsible for and include emissions from international aviation and shipping in the reduction targets.

The Scottish Climate Change Minister has said that all emissions, including those from international aviation and shipping, are included in reduction targets from the outset. However, the Bill – the primary legislation - is currently not drafted to do that. The provision is made, in the draft Bill, to enable Ministers to bring forward an order (that they would seek more advice on) to include these emissions. They *may* do this; there is no requirement that they *must* do this. In other words, it would need a further piece of secondary legislation rather than their inclusion being established from the outset in the primary legislation. As it stands, this is weaker than the UK Act.

WWF Scotland, along with Stop Climate Chaos colleagues, believe that the inclusion should be in the primary legislation (on the face of the Bill) so there is a guarantee on the face of the Bill they will be included in the targets from the outset. We believe that Parliament should not settle for another piece of legislation to do this later. The provision could still be made in the Bill to modify the methodology later if need be, due to international developments, but it does not need to hold up action now.

Tackling Climate Change. As a nation Scotland could lead the way.

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