



**WWF** *for a living planet*

**WWF Scotland**

8 The Square, Aberfeldy  
Perthshire  
PH15 2DD  
t: +44 (0)1887 820449  
f: +44 (0)1887 829453  
[www.wwf.org.uk/scotland](http://www.wwf.org.uk/scotland)

# Twenty years to save the planet

SUBMISSION TO THE ENVIRONMENT AND RURAL DEVELOPMENT COMMITTEE INQUIRY INTO CLIMATE CHANGE

DR RICHARD DIXON, HEAD OF POLICY, WWF SCOTLAND

JANUARY 2005

## KEY POINTS

- Climate change is happening already, it will get worse and urgent action is needed now to prevent the most extreme changes
- the global temperature rise needs to be kept below 2°C, this requires urgent action over the next 20 years
- Scotland must play its part in reducing emissions, but has so far not done enough: Scotland's climate change emissions fell by 5.6% between 1990 and 2002; the overall UK reduction was much greater at 15%
- Scotland needs Scottish greenhouse gas targets and a credible programme to achieve them
- major policies on agriculture, transport and forestry must be made to take account of climate change and contribute to reducing emissions

## CLIMATE CHANGE AND CLIMATE CHAOS

Climate change is probably the biggest threat to the planet since whatever happened to the dinosaurs happened. Even in the best case we will see more unpredictable weather, more storms and rising seas, leading to floods, drought, failed harvests, climate refugees, the spread of disease and species being wiped out.

Scientists and politicians are starting to agree that we must try to limit the final global temperature increase to less than 2°C above pre-Industrial temperatures. Above this level major changes start to happen – eventually the Greenland ice-sheet will melt, the Amazon Rainforest will disappear, life in tropical countries will become untenable and 100,000s of species will die. This means we have about 20 years left to take serious action to reduce emissions. It is the generation alive and in power today who will decide the difference between a future of climate change we can cope with or climate chaos.

## THE SCOTTISH EXECUTIVE'S CLIMATE CHANGE PROGRAMME

For the UK, the Kyoto Protocol requires a 12.5% cut in emissions of all 6 greenhouse gases by the average of 2008-2012, the 1997 Labour manifesto promised a 20% cut in CO<sub>2</sub> by 2010. The UK Government has said the UK should reduce its emission of CO<sub>2</sub> by 60% by 2050. Scotland has promised to “play its part” and make an “equitable” contribution, but Scottish Ministers have so far refused to specify what this means in actual percentages.








Director, WWF Scotland: Simon Pepper OBE  
WWF Scotland is part of WWF-UK  
President: HRH Princess Alexandra,  
the Hon Lady Ogilvy GCVO  
Chairman: Christopher Ward  
Chief Executive: Robert Napier

Registered office WWF-UK, Panda House,  
Weyside Park, Godalming, Surrey GU7 1XR  
A company limited by guarantee registered  
in England number 4016725  
WWF-UK registered charity number 1081247  
Printed on recycled paper

According to official figures Scotland's climate change emissions fell by 5.6% between 1990 and 2002. The overall UK reduction was much greater at 15%, and England managed 18%. Scottish emissions of carbon dioxide, the main greenhouse gas, fell by only 3.2% between 1990 and 2002, compared to UK targets of 20% by 2010 and 60% by 2050. The UK reduction was 8.7%, that in England 11%.

71% of Scotland's carbon dioxide emissions come from direct energy use (excluding transport). Nearly 40% of all CO<sub>2</sub> emissions come from power stations generating electricity, but of course it is us who use the electricity generated by power stations in our homes, offices, schools, shops etc. The next biggest sector is transport with 18% of CO<sub>2</sub> emissions, most of it from cars.

The Scottish Climate Change Programme was launched in 2000 after a consultation in 1999. WWF Scotland commissioned consultants to look at progress so far on the commitments in the Programme. The full report will be published in February but the table below summarises progress so far.

	<b>Commitment and our comment</b>	Para
	Better emissions' data – better but latest is only 2002	9
	Deliver savings from all sectors – emissions higher in 2002 than 1990 for energy, industry, transport and domestic sectors	12
	More Combined Heat and Power schemes – growth well below target	19
	More energy from renewable sources – yes and a new target for 2020	21
	No decision on nuclear power – still no commitment to phase out	29
	Encourage business to reduce emissions – lack of engagement in Scotland	33
	More funding for energy efficiency – more money, plenty of activity but little idea of actual impact	35
	Climate Change Levy will drive business energy efficiency – raised money for efficiency work but not a direct incentive as proposed	37
	Measure the carbon savings from the Waste Plan – not yet but potentially very big savings	43
	Transport Bill Scotland will bring new savings – only Edinburgh considering congestion charging	51
	Freight Facilities Grants save carbon	52
	Better estimates of CO <sub>2</sub> from traffic – ignored in latest Transport White Paper	55
	Home Energy Conservation Act will reduce emissions from homes – slow progress	62
	New Building Regulation will make homes and offices more efficient – only applies to new buildings	68
	Forestry Strategy will help reduce emissions – little action	76
	Greening Government targets for CO <sub>2</sub> – Scottish Executive almost certain not to meet their target	87
	NHS in Scotland saving 2% more energy every year	99
	SEPA saving 20% CO <sub>2</sub> by 2010 – recent wobble but still on course	101
	COSLA will produce a Sustainable Energy Strategy for councils – still in draft	109
	Public awareness raising on climate change – climate included in Do A Little, Change A Lot	118

Our forthcoming report concludes:

“while the intentions of the Scottish Executive have been laudable, the outcomes suggest a lack of practical control or indeed any strategic overview of the actions in Scotland (and their economic and environmental cost) that will reduce greenhouse gas emissions to a greater or lesser degree.”

“the Scottish Climate Change Programme was long on aspiration, but short on quantifiable targets.”

“although a lot of political activity has taken place, emissions outcomes have been extremely disappointing”

“None of the “national strategies” identified in the Programme or since – Land Use, Transport, Waste – have produced clear greenhouse gas emissions implications of their activities.”

“It is worth emphasising that the quantified Scottish savings in the Scottish Programme ... equates to about 0.21MtC ... however, the potential for reducing emissions from Scottish policies, such as effective waste, transport and land use management, are likely to be orders of magnitudes higher than this.”

To summarise, the Scottish Climate Change Programme did not make any commitments on some of the areas where the biggest gains are to be made, did not quantify some other commitments and, while some progress has been made, has failed to deliver on many of the commitments it did make.

#### CLIMATE-PROOFED POLICIES ?

Our forthcoming report concludes that in the “recent white paper, Scotland’s Transport Future ... little quantified information was provided on how to manage or control transport-derived greenhouse gas emissions in Scotland.”

In late 2000 Dr Sylvia Jackson MSP asked a PQ of the then Transport Minister Sarah Boyack MSP regarding “what assessment has been made of the impact on climate change emissions ... of the extra spending on transport announced by the Minister for Transport and the Environment.” This announcement included the first funding for the M74 Northern Extension. The Minister’s response was that “a research project is currently underway to identify an appropriate methodology to forecast future traffic levels in Scotland and produce interim traffic and emission forecasts for local air pollutants and carbon dioxide where possible. The current stage of this work should be completed by the end of the year.”<sup>1</sup>

In August 2004 Sarah Boyack MSP asked pretty much the same question of the Transport Minister. Nicol Stephen MSP gave a lengthy and detailed response which made it clear that the Scottish Executive still have no idea of the climate change impact of their transport plans.<sup>2</sup>

#### TACKLING CLIMATE CHANGE IN SCOTLAND

At this halfway stage, the Scottish Executive has taken a number of important steps forward, including setting targets for clean energy, but plans for new roads and more flights are taking us backwards. In some areas we are probably doing all the right things, but no-one is bothering to work out what the impact on climate change will be or whether that action is cost effective. The overall picture is one of plenty of activity but little measurable result so far and little overview of which policies are working and which not.

Reducing climate change emissions is not rocket science. Essentially we need to do more of what was promised in 2000 and start action in the areas that were largely ignored then. We need:

- Scottish and sectoral targets
- A more strategic approach to policy making
- Immediate further action on the obvious things

---

<sup>1</sup> <http://www.scottish.parliament.uk/business/pqa/wa-00/wa1109.htm>

<sup>2</sup> <http://www.scottish.parliament.uk/business/pqa/wa-04/wa0923.htm>

TARGETS - one key part of any strategy to reduce emissions should be to set targets which show how much Scotland will do in contributing to the UK's 20% emission reduction target. Many sectors from hospitals to schools have targets and the current targets for renewable energy have been very successful in stimulating that industry. Targets for climate change emissions would help drive activity flowing from an enhanced version of the Scottish Climate Change Programme. Targets would help us all understand what was expected of each of us at home, in our work and as we travel about. Our report concludes: "the Scottish Executive, in consultation with the UK Government, should make it clear what emissions reductions it expects by 2010 in different parts of the economy."

STRATEGIC APPROACH - as the transport example above demonstrates, the Scottish Executive as a whole is not taking climate change seriously. Specifically Ministers and departments are not considering the impact of new policies on climate change emissions, nor the impact that climate change will have in their sector. Combined with a set of Scottish targets the Scottish Executive needs to use the new mechanism of Strategic Environmental Assessment to measure any new proposals against climate change, specifically to ensure that they contribute to the reduction of emissions and that they allow for the changing climate of Scotland in the future. Carbon accounting could also help to ensure that the most cost-effective decisions about emissions' reduction are made.

#### IMMEDIATE FURTHER ACTION

CLIMATE CHANGE AND ENERGY - energy policy is crucial in reducing Scotland's emissions. The Scottish Executive has set targets for electricity generated from renewable energy but needs to set further targets on energy efficiency and non-electricity energy from renewables, like wood-fired heating systems. Even the 2010 renewable electricity target is unambitious and should be revised upwards to 25% and the 2020 target to 50%.<sup>3</sup> With our plentiful supply of renewable energy, new nuclear reactors are not needed and should be ruled out once and for all.<sup>4 5</sup>

CLIMATE CHANGE AND TRANSPORT - the Department of Trade and Industry has published projections for UK carbon dioxide emissions through to the year 2020. These show declining emissions from the power sector and industry and the inexorable rise of emissions from the transport sector - transport will overtake energy as the largest source of CO<sub>2</sub> emissions before 2015.

The revised Scottish Climate Change Programme needs to put a stop to new road plans like the M74 extension and the Aberdeen bypass while they are reviewed, support positive measures like Edinburgh's congestion charging plans and limit the expansion of airports and air travel.

CLIMATE CHANGE AND LAND USE - our forthcoming report concludes: "although land use is the second biggest contributor to Scottish greenhouse gas emissions ... only one of the 52 actions in the Forward Strategy [for Scottish Agriculture] relates to climate change, and this refers to research only" and "there appears to be a mismatch between the Forest Strategy statements and the importance of the emission sequestration associated with afforestation within the Climate Change Programme."

The Forestry Strategy is due to be reviewed this year, providing the ideal opportunity to address the emissions caused by this sector. The Agriculture Strategy should be reviewed and subsidy schemes revised to incentivise farming which reduces emissions and helps Scotland cope with floods.

CLIMATE CHANGE AND THE PUBLIC SECTOR - some local authorities are taking climate change seriously. In particular Aberdeen City Council has developed a strategy and set itself a target. Some public bodies, like the

---

<sup>3</sup> WWF Scotland's submission to the Enterprise Committee's inquiry on renewable energy is available at:

<http://www.wwf.org.uk/filelibrary/pdf/playingourpart.pdf>

<sup>4</sup> A recent report for WWF showed that the whole UK could meet climate targets through energy efficiency and renewable energy, and without the need for new nuclear reactors. <http://www.wwf.org.uk/climatechaos/powertosaveclimate.pdf> or summary <http://www.wwf.org.uk/climatechaos/espowertosaveclimate.pdf>

<sup>5</sup> WWF position statement on nuclear power: [http://www.panda.org/downloads/climate\\_change/nuclearpower.doc](http://www.panda.org/downloads/climate_change/nuclearpower.doc)

NHS in Scotland, have set themselves tough energy reduction targets. All local authorities and public bodies should be set targets and obliged to contribute to emissions reductions.

For more information, please see [www.wwf.org.uk/scotland](http://www.wwf.org.uk/scotland)  
or contact Richard Dixon t: 01887 820449, e: [rdixon@wwfscotland.org.uk](mailto:rdixon@wwfscotland.org.uk)