European and External Relations Committee

The EU referendum and its implications for Scotland

Written submission from the Scottish Wildlife Trust

The Scottish Wildlife Trust welcomes the opportunity to submit evidence to the European and External Relations Committee regarding Scotland’s relationship with the EU. Our submission centres on how the referendum result and Scottish Government decisions will impact on Scotland’s natural environment, the health of which is inextricably linked to Scotland’s future prosperity and the wellbeing of its people. Additionally, we highlight how the outcome of the result is affecting the Trust’s ability to deliver its charitable purpose of advancing the conservation of Scotland’s biodiversity for the benefit of present and future generations.

The Committee has asked for case studies on how the prospect of a withdrawal from the EU is affecting Scotland. In response to this, our evidence mainly concerns four significant issues which will need to be addressed to achieve the best possible outcome for Scotland’s natural environment, namely: the future of environmental legislation; funding to support sustainable land management; how Scotland achieves healthy seas; and ensuring Scotland remains a centre of excellence for science and knowledge exchange. Throughout our response we highlight risks and opportunities arising post Brexit.

We have also provided evidence which shows how EU citizens are making a valuable contribution to helping the Trust deliver its conservation objectives, which ultimately benefits both the people and wildlife of Scotland.

About the Scottish Wildlife Trust

For over 50 years, the Scottish Wildlife Trust has worked with its members, partners and supporters in pursuit of its vision of healthy, resilient ecosystems across Scotland’s land and seas. The Trust successfully champions the cause of wildlife through policy and campaigning work, demonstrates best practice through practical conservation and innovative partnerships, and inspires people to take positive action through its education and engagement activities. The Trust manages a network of 120 wildlife reserves across Scotland and is a member of the UK-wide Wildlife Trusts movement.

How the prospect of a withdrawal from the EU is affecting Scotland

1 The future of EU Environmental Regulations and Directives

The Trust believes Scotland’s prosperity is inextricably linked to a healthy natural environment. The Scottish Government also recognises this - natural capital¹ being a key priority in the Government’s Economic Strategy.²

Over the last 30 years, transposition of EU Environmental Regulations and Directives into Scot’s law have been key to protecting and improving the quality of Scotland’s environment and enhancing Scotland’s global reputation.
The Trust believes that without the combined effects of EU environmental legislation (examples given below), Scotland would be in a worse position today than before. However there is still ground to be made up across the whole of Scotland both on land and sea to achieve a connected network of healthy ecosystems that are supporting expanding populations of species.

Implementation of EU Environmental legislation has led to: Preventing further deterioration of Scotland’s most biodiverse habitats and wildlife (through the Birds and Habitats Directives – for further information on marine see healthy seas section); cleaner rivers, coastal waters and beaches (Water Framework Directive, Bathing Waters Directive and Marine Strategy Framework Directive) – a thriving otter population present in most of Scotland’s rivers is testimony to this; more sustainable decisions regarding plans, proposals and projects because of Environmental Assessment legislation (Environmental Impact Assessment and Strategic Environmental Assessment Directives); improved air quality (Ambient Air Quality Directive); increased recycling (Landfill Directive and European Waste Framework Directive); and more accountability for polluters (Environmental Liability Directive).

The quality of Scotland’s natural environment is significant to ‘Brand Scotland’ and being recognised for maintaining high environmental standards is essential to Scotland’s tourism industry - the visitor economy being worth at least £11.6 billion (nature-based tourism is estimated to generate at least £1.4 billion, with c. 39,000 full-time equivalent jobs) and the food and drinks sector - worth at least £5.1 billion in exports. The beauty of Scotland’s landscapes and nature-rich spaces in and around cities also makes Scotland an attractive place to do business as well as attracting people with knowledge and skills.

The Trust is concerned that the Scottish Government may use Brexit as an opportunity to de-regulate and/or weaken environmental targets or legislation, despite recent assurances given by the Cabinet Secretary for Environment, Climate Change and Land Reform to the Scottish Parliament’s ECCLR Committee. The issues that would concern us are inter alia:

- Weakening of protection and management of habitats and species through site-based measures
- Weakening of protection of species within their natural range – maintaining these at favourable conservation status
- Loss of appropriate controls that ensure the sustainable management of species that can be ‘harvested’
- Increase in deliberate killing, capture or trade of species

All of these would be damaging to Scotland’s global reputation, be a risk to Scotland’s economy and would be at odds with the Government’s commitment to global goals and targets including: the Aichi biodiversity targets, the UN Sustainable Development Goals, the Paris Agreement on Climate Change and older environmental commitments such as the Ramsar Convention, the Convention on Biological Diversity, the Bonn Agreement, the Bern Convention and CITES.

As well as the future status of EU Directives and regulations in Scotland, the Trust is also concerned that there could be a more immediate stalling in Scotland’s commitment to implement Environmental Directives given that the checks and
balances in the system that have been established through the infraction proceeding mechanism will not exist post Brexit. This is a potential further threat to Scotland’s protected habitats and species in the face of climate change and if combined with ‘weakened’ environmental legislation and targets would ultimately impact on Scotland’s future prosperity and the wellbeing of its people.

2 Funding to support sustainable land management

European initiatives, and the funding provided by them, have contributed towards improving and protecting the ecosystems upon which Scotland relies. Some schemes under the European Union’s Common Agricultural Policy (CAP) have helped to improve Scotland’s overall ecosystem health. However, CAP is far from perfect and perverse incentives still exist - despite attempts at reform - which in many cases encourage unsustainable land management.xv

The CAP provides financial support for land managersxvi in Scotland under two streams which are referred to as “pillars”. Pillar 1 provides direct payments and is fully funded by the EU.xvii Pillar 2 provides funding under the Scottish Rural Development Programme (SRDP) and is funded jointly by the EU and the Scottish Government.xviii SRDP provides money for wider environmental and social “public benefits” e.g. through agri-environment schemes.xix

For the current 2014 – 2020 period approximately £3.3 billion will be paid in direct payments (pillar 1) to farmers and land managers, and around £1.3 billion (of which only £350 million supports agri-environment schemesxx) will be paid through the SRDP (pillar 2). xxi, xxii In the latest round of the CAP 30% of the direct payment is tied to the delivery of basic “greening” measures.xxiii Recently, the UK Government has guaranteed funding for schemes signed off under CAP until 2020.xxiv However, there is extreme uncertainty about what might happen after this period and what level of funding will come to Scotland post Brexit.

As stated above, the CAP has many flaws and the Trust believes it does not provide value for taxpayers’ money as the bulk of payments (e.g. Pillar 1) are not contingent on delivering public benefit. A recent Audit Scotland report on the current CAP programme confirms this view.xxv

Failures of the present scheme include:

- Direct payments delivering subsidised food production, which has obvious benefits but also creates its own problems. Food waste is a major issue with Scots throwing away 600,000 tonnes of food and drink every year, costing over £1 billion.xxvi
- Agriculture and related land uses contributing around 20% of total greenhouse gas emissions in Scotlandxxvii
- Intensive farming being a significant contributor to diffuse pollutionxxviii
- Having a negative impact on biodiversity e.g. farmland birds and specialist butterflies have continued to decline because of agricultural intensification.
The comparatively small amount of money spent on agri-environment schemes through Pillar 2 (SRDP) incentivises land managers to deliver public benefits including: improving, promoting and providing public access, creating new habitats, removing non-native species, planting native woodland, expanding native species, supporting conservation grazing and restoring peatlands.

Examples of how the Scottish Wildlife Trust has used SRDP on its wildlife reserves to deliver public benefits include:

- Footpath and boardwalk construction on Handa Island Wildlife Reserve to allow access for all users so they can enjoy and experience the spectacular bird life
- Removal of non-native species at Ballagan Glen and Ayr Gorge Woodlands Wildlife Reserves
- Restoration of lowland raised bog habitat at Red Moss of Netherley, Bankhead Moss and Dalmellington Moss Wildlife Reserves to improve habitat, deliver water quality benefits and increase carbon storage
- Conservation grazing to encourage species-rich grasslands at seven Trust Wildlife Reserves in Fife.

Two case studies illustrating how withdrawal of SRDP may impact on two Scottish Wildlife Trust flagship projects:

**IMPACT CASE STUDY 1: Coigach and Assynt Living Landscape Partnership**

The Coigach and Assynt Living Landscape is a community-based partnership project that has secured funding worth £2.9 million from the Heritage Lottery Fund. Partners and landowners in the area are working together to deliver a Landscape Conservation Action Plan that is the foundation for sustainable land management, restoration of ecosystems in the areas, increases community involvement, builds skills and creates more socio-economic opportunities.

One of the first priority projects is to restore extensive areas of native woodland in the area. This is being supported by the establishment of a native tree nursery at Little Assynt, the idea being to provide a supply of trees with local provenance that could be used in tree planting schemes in the area, as well as providing a focal point for the project and a venue for interacting and engaging with local schools. These woodland schemes are reliant on EU Scottish Rural Development Programme (SRDP) funds amounting to £342,000 which will help lever in a further £205,000 from a variety of match funders.

More broadly the CALLP is expected to deliver over 35 land, heritage and cultural projects over the next five years and will be reliant on £815,000 EU funding, including SRDP and Leader, to lever in the HLF £2.9 million and other funding totalling £1.2 million. Without these funds it will be impossible to deliver the wide range of benefits from this landscape initiative.

1 CALLP Partners: Assynt Field Club, Assynt Foundation, Coigach Community Development Company, Coigach Salmon Fisheries Ltd, Culag Community Woodland Trust, Eisg Brachaidh
IMPACT CASE STUDY 2: Saving Scotland’s Red Squirrels

Saving Scotland’s Red Squirrels (SSRS) is a partnership project\(^1\) that aims to stop the decline of Scotland’s red squirrel populations, to combat the spread of non-native grey squirrels and to manage the impact of the deadly squirrel pox virus. The partnership is supported by an extensive network of over 400 landowners covering well over 4,000 square kilometres. Many of these landowners are supported by EU funds through the Scottish Rural Development Programme (SRDP) for the management of grey squirrels. Although difficult to obtain an accurate figure of direct spend on grey squirrel management it is estimated that in excess of £690,000 has been spent under the EU-funded SRDP since 2009. Without these resources it would be difficult to maintain the network of land managers and volunteers required to protect our red squirrels; especially to defend the Highland boundary line from an incursion of greys. Without these resources there would be a reversal in the fortune of Scotland’s red squirrels and we would see a decline again.

Looking forward, the SSRS is hoping to unlock funding from the Heritage Lottery Fund for a new phase of the project which will seek to build further networks of landowners, communities and volunteers that share the goal of saving this iconic species. Without access to funding on a similar level to that already received from these EU programmes the long-term viability of this initiative could be in serious jeopardy.

\(^1\) SSRS Partners: Scottish Wildlife Trust, Scottish Natural Heritage, Forestry Commission Scotland, Scottish Land & Estates, Red Squirrel Survival Trust and RSPB

Funding farming and land management to maximise public benefits post Brexit

Risks:

The Trust has concerns regarding future funding of farming and land management initiatives in Scotland. Post Brexit, it will be the responsibility of the Scottish Government to decide future schemes and funding mechanisms. If the budget is tight, it may appear to be politically expedient to cut funding for Pillar 2 type schemes – which deliver the most environmental and other public benefits - rather than cutting the funding to subside food production.

The Trust believes that there is also a risk of intensification of agricultural activity in some parts of the country if there is a large reduction in the subsidy available under a replacement scheme to the CAP. Intensification would have associated negative impacts on biodiversity, water and soil quality and potentially increase the risk of flooding and greenhouse gas emissions. It is also worth noting that upland farming in the more marginal areas of Scotland will not be viable without subsidy and that if a “retreat from the hills” occurs there will be implications for biodiversity.
Opportunities:

There are certainly opportunities post Brexit for Scotland to design a more coherent approach to land management subsidy which does not promote perverse incentives which damage ecosystems but does deliver multiple benefits, is sustainable and provides food. Whatever new scheme is developed for Scotland it should be better aligned to the Scottish Government’s strategic objectives such as the Land Use Strategy, its climate change and biodiversity targets and international commitments to the UN Sustainable Development Goals, the Paris Agreement on Climate Change and the Aichi biodiversity targets.

A new approach to land management subsidy should aim for simplicity and not seek to be overly bureaucratic. Well-resourced advisory services that can help land managers access the correct funding and work in partnership across catchments would be essential to success and achieving value for money. A new funding system should be transparent and monitored so that taxpayers and their elected representatives can see where and how money is being spent and if it is having the desired outcomes.

In conjunction with the redesign of land management subsidy, Scotland has the opportunity to change its approach to the way we view our impacts and dependencies on the natural environment. It is important that land managers are appropriately rewarded for the services they provide – such as carbon, soil and water management, recreation and nutrient cycling – and that society is prepared to pay the correct price for food that reflects its full cost of production.

3 Towards healthy seas

Healthy marine ecosystems can bring enormous benefits to Scotland’s society and economy, yet much of Scotland’s seas have become degraded and vulnerable. The transposition and implementation of EU environmental legislation and policies has supported the recovery of Scotland’s seas, which in turn has helped to sustain local coastal communities and made a positive contribution to the national economy. For example, tourist expenditure on marine-related activities in Scotland is estimated at £3.5 billion per year, while Scotland’s fisheries are worth approximately £440 million per year and employ nearly 5,000 people.

Marine protection

Under the EU Habitats and Birds Directives and the Marine Strategy Framework Directive (MSFD), Scotland has established a network of Marine Protected Areas (MPA), which includes 92 Natura sites (47 Special Areas of Conservation and 45 Special Protection Areas) in addition to 30 MPAs designated under the Marine (Scotland) Act 2010. MPAs are a valuable tool for protecting species and habitats, which provide nursery grounds for commercially important species, improve carbon capture and sequestration, and create healthy ecosystems that support marine tourism.

Scotland’s MPA network is highly advanced and contributes to the broader European MPA network, but it is not yet complete. To improve and expand the network, it
is essential the Scottish Government maintains and implements the EU Habitats and Birds Directives and continues to support current and proposed Natura sites.

The transposition and implementation of the MSFD, through the UK Marine and Coastal Access Act 2009 and the Marine (Scotland) Act 2010, commits the Scottish Government to working towards achieving Good Environmental Status (GES) of its marine environment by 2020. These European requirements triggered the creation of Scotland’s Marine Act, which led to the development of a National Marine Plan (and further Regional Marine Plans), which ensures environmental protection is incorporated into marine decision making.

Scotland’s commitment to working towards GES has been a key driver in research (e.g. Scotland’s Marine Atlas), marine planning, marine protection, and establishing open dialogue and collaborations between government, industry, universities, and the general public. The MSFD is entrenched in Scotland’s marine planning system and it is imperative post Brexit that the Scottish Government continues to work towards achieving the standards set out in the MSFD and ensures that future negotiations do not lead to a weakening of these much needed measures of marine conservation and sustainable management.

Scotland’s fisheries

The EU’s Common Fisheries Policy (CFP) currently provides an international, ecosystem-based management strategy that assigns total allowable catch (TAC) limits of commercial fish stocks to Member States. The TAC limits have enhanced some depleted fish stocks, most notably North Sea cod stocks have improved and led to a 15% quota increase to over 40,000 tonnes. The region-scale approach of the CFP is essential for managing highly mobile fish species, such as mackerel, that regularly pass between national boundaries. However, despite better fish stock management, the CFP has been criticised for being too centralised and slow to administer much-needed policy amendments. Brexit presents an opportunity for Scotland to adopt and improve upon the management policies of the CFP, integrate the most up-to-date scientific information, and implement any required amendments in a timely and less bureaucratic fashion.

Post Brexit, it is essential that Marine Scotland is ready to replicate the role of the CFP and enforce a sustainable fisheries management plan. Marine Scotland should be responsible for: determining scientifically-based TACs and assigning quotas; monitoring and controlling fish exploitation in national waters; and establishing cross-border collaborations with neighbouring nations that share a common resource. Maintaining a productive fishing industry in Scotland is essential, but the impacts these activities can have on the health of the environment must be recognised. Securing Scotland’s fisheries for future generations is a priority and, therefore, sustainability must form the basis of all decision making.

When determining new TACs and assigning quotas, it is important the Scottish Government works closely with Regional Inshore Fisheries Groups and, where possible, uses regional information and knowledge to inform fish stock assessments and quota allocations. Brexit presents an opportunity to establish an open and transparent dialogue with relevant stakeholders and coastal communities on how Scotland’s fisheries are managed.
In leaving the EU, the Scottish fishing fleet will lose access to the European Maritime Fisheries Fund – a valuable resource for supporting sustainable fisheries that has allocated €243m to the UK (for the period 2014-2020), of which 46% (€108m) has been allocated to Scotland\textsuperscript{xi}. It is therefore important that any savings gained from leaving the EU go towards ensuring that the same level of funding is made available to the fishing industry and is used for diversifying the industry, supporting data collection and sharing, and encouraging sustainable fishing practices.

4 Science and knowledge exchange

Scotland is home to world-class, cutting-edge, interdisciplinary research that is dependent on collaborations with European researchers. There are two main routes by which the EU directly funds research – through Structural Funds and Programme funding. Programme funding is the most significant in monetary and research excellence terms, with the UK receiving €6.9 billion of Framework Programme 7 (FP7) funding\textsuperscript{xi} over the period 2009 – 2013. This was replaced with the EU’s research and innovation programme Horizon 2020 which has nearly €80 billion of funding available over 7 years (2014 to 2020) across Member States. Also of significant relevance is the EU LIFE programme\textsuperscript{xiii} of funding with €3.4 billion of funding available between 2014 and 2016 for projects that address nature and environmental matters and the impact of climate change.

The UK Government has stated that business and research institutes will continue to be eligible for EU funding for multiple year projects, and that the Treasury will underwrite the payment of such awards, even when specific projects continue beyond the UK’s departure from the EU\textsuperscript{xiv}. The Trust is however concerned that this is only a short-term assurance for projects secured by legally binding contracts by the Autumn Statement.

The Trust bases its policies on the best available science, evidence and knowledge with much of this being drawn from EU-funded research collaborations. In particular research on the health of ecosystems, climate adaptation and mitigation, best practice management and demonstration projects which contribute to the implementation of the EU Habitats and Birds Directive and inform wider landscape and seascape projects and conservation strategies that are required at a transnational scale.

Impact Case study – Edinburgh Living Landscape partnership

The Edinburgh Living Landscape is a partnership project between the Scottish Wildlife Trust, City of Edinburgh Council, Forest Research (GREENSURGE), University of Edinburgh, Royal Botanic Garden Edinburgh and Edinburgh and Lothian Greenspace Trust. Analysis of green infrastructure connectivity across the city is being mapped by Forest Research through the GREENSURGE project which has received funding from the EU 7th Action Programme. This provides an important evidence base to inform the Edinburgh Living Landscape partnership about the areas to target strategically in order to increase the quality and connectivity of the greenspaces in Edinburgh for the benefit of its citizens and wildlife.
For more information about Edinburgh Living Landscape see:
http://scottishwildlifetrust.org.uk/what-we-do/living-landscapes/#go-pgtab-4

The Trust believes that a mechanism must be developed which allows researchers and organisations to continue to be able to access EU funding programmes and to promote scientific and technical co-operation, sharing of scientific infrastructure and skills, and knowledge exchange. A model that is akin to the existing “Associated Country” status that Norway and Switzerland benefit from should be considered.

The contribution that EU citizens make to Scotland’s economy and society

The Trust has about 1,000 volunteers who support the delivery of the Trust’s 25-year vision in a wide variety of ways. For the past three years the Trust has also benefited from the involvement of volunteers from the European Voluntary Service (EVS), an international volunteer programme funded by the European Commission to augment our voluntary programme of work. The Trust provides accommodation, food and living expenses which are covered by Erasmus+ funding. Volunteers gain work experience, an overseas cultural experience and essential life skills which enhance their future employment prospects.

The Trust has hosted 22 European volunteers, mostly for 12-month periods, and they have contributed a total of nearly 30,000 hours in voluntary work for the Trust. We have found the European volunteers to be well motivated, extremely enthusiastic and very knowledgeable regarding conservation. Many of the volunteers are also capable of independent working, without day-to-day supervision. Practical conservation work has included:

- Building peat dams
- Bridge building
- Footpath construction
- Erecting fences
- Tree felling
- Tree planting
- Strimming meadows
- Non-native invasive species removal

They have also delivered:

- Water vole surveys
- Bird and invertebrate monitoring
- Photographic recording
- Creation of high-quality videos of their work
- Support with media stories
- Contributions to management plans
- Public engagement
- Assistance with deer control

Being able to use such high-quality, long-term and funded volunteers has provided a positive boost to our work and the Trust is concerned post Brexit that organisations
such as ourselves will not be able to access such a valuable EU resource. This will ultimately be to the detriment of Scotland’s wildlife and people.

**Conclusion**

The impacts of Brexit are far-reaching. Our evidence highlights the risks to Scotland’s natural capital as well as opportunities that will arise post Brexit. Scotland’s prosperity is dependent on a healthy natural environment; indeed, it is integral to ‘Brand Scotland.’ Therefore it is important going forward that the Scottish Government and Parliament give due consideration to deciding how Scotland’s species, habitats and ecosystems will be protected and enhanced in the future through legislation and policies, as well as determining how best to spend taxpayers’ money to maximise public benefits and achieve sustainable land management.

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1 Natural Capital can be defined as the stocks of natural assets which include geology, soil, air, water and all living things


3 2013 Visitor Scotland figures see: [http://www.visitscotland.org/what_we_do/deliveringforscotland.aspx](http://www.visitscotland.org/what_we_do/deliveringforscotland.aspx)

4 National Ecosystem can be defined as the stocks of natural assets which include geology, soil, air, water and all living things


7 See joint letter from NGOs to Cabinet Secretary for Environment, Climate Change and Land Reform available at: [http://scottishwildlifetrust.org.uk/docs/002_466_nolettertocabcseposteureu290616_1471863210.pdf](http://scottishwildlifetrust.org.uk/docs/002_466_nolettertocabcseposteureu290616_1471863210.pdf)

8 Also known as agri-environment climate change schemes

9 implemented through the Scottish Biodiversity Strategy;

10 See: [https://sustainabledevelopment.un.org/?menu=1300](https://sustainabledevelopment.un.org/?menu=1300)

11 See: [http://www.ramsar.org/about](http://www.ramsar.org/about)

12 See: [https://www.cbd.int/](https://www.cbd.int/)


15 See: [https://www.cites.org/](https://www.cites.org/)

16 CAP is a classic example of a system beset by perverse subsidies and incentives. The CAP has incentivised farmers to maximise yields at the expense of environmental services and biodiversity by removing hedgerows to the detriment of pollinators or by draining wetlands and increasing flood risk.

17 Including farmers, businesses and NGOs

18 See: [http://ec.europa.eu/agriculture/glossary/index_en.htm](http://ec.europa.eu/agriculture/glossary/index_en.htm)

19 See: [http://www.gov.scot/Topics/farmingrural/Agriculture/CAP](http://www.gov.scot/Topics/farmingrural/Agriculture/CAP)


21 Also known as agri-environment climate change schemes


29 Diffuse pollution is the release of potential pollutants from a range of activities that, individually, may have no effect on the environment, but, at the scale of a catchment, can have a significant effect. Please see: [http://eur-lex.europa.eu/summary/chapter/environment.html?root_default=SUM_1_CODED=20](http://eur-lex.europa.eu/summary/chapter/environment.html?root_default=SUM_1_CODED=20)

30 The full range of options available under the SRDP and their objectives can be viewed on the Scottish Government website: [http://www.gov.scot/Topics/farmingrural/SRDP/SRDP20142020Schemes](http://www.gov.scot/Topics/farmingrural/SRDP/SRDP20142020Schemes)


33 See: [http://ec.europa.eu/clima/policies/international/negotiations/paris/index_en.htm](http://ec.europa.eu/clima/policies/international/negotiations/paris/index_en.htm)

34 See: [https://www.cbd.int/sp/targets/](https://www.cbd.int/sp/targets/)


38 See: [http://www.audit-scotland.gov.uk/](http://www.audit-scotland.gov.uk/)


40 Allocation of fish resources to control the total number of removed fish, expressed in tonnes or numbers.

