

ENVIRONMENT, CLIMATE CHANGE AND LAND REFORM COMMITTEE

AGENDA

8th Meeting, 2021 (Session 5)

Tuesday 23 February 2021

The Committee will meet at 9.00 am in a virtual meeting and be broadcast on www.scottishparliament.tv.

1. **EU exit and the environment:** The Committee will take evidence from—

Roseanna Cunningham, Cabinet Secretary for Environment, Climate Change and Land Reform;

Katriona Carmichael, Deputy Director, Future Environment (Environment and Forestry), Don McGillivray, Deputy Director, Environmental Quality and Circular Economy Division, and Euan Page, Head of UK Frameworks, Scottish Government.

2. **Public petitions:** The Committee will consider the following petitions—

PE1490: Control of wild goose numbers;

PE1615: State Regulated Licensing System for Gamebird Hunting;

PE1636: Require single use drinks cups to be biodegradable;

PE1664: Greater protection for mountain hares;

PE1705: Wildlife crime - penalties and investigation;

PE1750: Independent Monitoring of Satellite tags fitted to raptors;

PE1751: Create no wild camp zones in Scotland;

PE1755: Ban all single use plastics across Scotland:

PE1758: End greyhound racing in Scotland;

PE1762: End the killing of wildlife on grouse moors and elsewhere in

Scotland; and

PE1815: Translocate protected beavers to reduce licensed killing.

- 3. **EU exit and the environment (in private):** The Committee will consider the evidence heard earlier in the meeting.
- 4. Climate Change Plan (in private): The Committee will consider its response to the Scottish Government.

ECCLR/S5/21/8/A

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The papers for this meeting are as follows—

Agenda Item 1

Note by the Clerk ECCLR/S5/21/8/1

PRIVATE PAPER ECCLR/S5/21/8/2

(P)

Agenda item 2

Note by the Clerk ECCLR/S5/21/8/3

Agenda item 4

PRIVATE PAPER ECCLR/S5/21/8/4

(P)

Environment, Climate Change and Land Reform Committee 8th Meeting, 2021 (Session 5), Tuesday, 23 February 2021

EU exit and the environment - EU-UK Trade and Cooperation Agreement

Introduction

1. The Committee will explore the environmental implications of the EU-UK Trade and Co-operation Agreement with the Cabinet Secretary for Environment, Climate Change and Land Reform. This follows evidence sessions with experts and regulators on 16 February.

Background

- 2. After nine months of negotiations, on 24 December 2020 the UK and the EU reached <u>agreement on their future relationship</u>. The EU-UK Trade and Cooperation Agreement ('the Agreement') came into force on 1 January 2021. <u>SPICe published a long read on the Agreement</u> on 28 December 2020. The Agreement is based on three pillars:
 - A free trade agreement.
 - Law enforcement and judicial cooperation in criminal matters.
 - Governance arrangements, including dispute settlement.
- 3. The Committee is aware of the constitutional implications of EU exit, particularly around the extent to which decisions made by the UK Government will constrain the Scottish Government's ability to exercise their functions in those areas of law previously in EU competence. The Committee has explored this in relation to the UK Internal Market Act 2020, especially the principles of mutual recognition and non-discrimination which together seek to avoid internal barriers to trade within the UK, common frameworks and the increasing number of the Scottish Parliament's legislative powers which are 'shared' with UK Ministers. The Committee has highlighted the need for the devolution settlement to keep pace with the constitutional reality of a post-EU UK.

Issues for discussion

- 4. Issues for discussion are set out below. A key theme overarching these is the extent to which the Agreement may affect Scottish Ministers' ability to effectively exercise devolved powers and Parliament's ability to effectively scrutinise in those areas of law previously in EU competence.
 - The EU-UK Trade and Cooperation Agreement environmental provisions
 - Governance of the TCA representation of Scottish interests
 - Priority areas for collaboration with the EU
 - Transition to new regulatory and other systems including mechanisms for ensuring compliance with international obligations
 - Environmental Governance including intergovernmental relations
 - Replacement of EU funds
 - Environmental considerations in future trade deals
 - Common frameworks and the UK internal market
 - Impact of EU exit on Parliamentary scrutiny in session 6

Clerks, Environment, Climate Change and Land Reform Committee

Environment, Climate Change and Land Reform Committee 8th Meeting, 2021 (Session 5), Tuesday, 23 February 2021

Consideration of petitions

Introduction

1. The Committee will consider the outstanding petitions that have been referred to it. There are currently eleven petitions that have been referred from the Public Petitions Committee to the Environment, Climate Change and Land Reform Committee. One was referred in Session 4 and the others throughout Session 5.

Lodging and referral of petitions

2. After a petition has been lodged, it is discussed initially by the Public Petitions Committee. That Committee decides which action it wishes to take. This can include referring the petition to another Committee of the Parliament.

Dissolution and petitions

3. Petitions that the Parliament has not finished considering by the start of a period of dissolution do not fall in the same way as Bills or motions. Therefore, petitions that have been referred to the ECCLR Committee and which remain 'open' at dissolution will fall to the successor Committee to consider and to take whatever action that Committee decides is appropriate. (It is in this way that this Committee inherited the petition from Session 4).

Impact of the work programme

4. Over the current session the Committee has been able to spend very little time on consideration of petitions - mainly due to its consideration of legislation, including EU exit-related primary and secondary legislation, climate-related legislation and latterly the Committee's work programme has been impacted by the Covid-19 pandemic.

Consideration of petitions

- 5. The Annexe (attached below) sets out the petitions which have been referred to the Committee. It includes a link to the petition, a brief update of any developments since the petition was lodged and a suggested action for discussion.
- 6. The Committee has the option to—
 - keep a petition open, including it in the legacy report for the successor Committee to consider; or
 - close a petition.
- 7. Closing a petition does not necessarily mean that all the actions called for in the petition have been completed. It can recognise that work is being undertaken by various agencies or bodies and that this work may take time to reach a conclusion or it may develop proposals to meet or improve the action called for in a petition. This

may include recognising the 'bedding in' period for any new or recently enacted legislation.

8. Under Standing Orders, Rule 15.5.1, a person can petition the Parliament on the same topic a year after a previous petition has been closed¹—

Rule 15.5.1(d) A petition is admissible unless it is the same as, or in substantially similar terms to, a petition brought during the same session of the Parliament **and** which was closed **less** than a year earlier).

- 9. This recognises that, in order to allow 'growing space' for policy to be developed, a petition can be closed and the petitioner can engage with the bodies or agencies involved to progress action. If, however, a year after that petition has been closed, and if, for example, the petitioner considers that the matter has not moved forward or reached a satisfactory conclusion, the person can submit a new petition.
- 10. In considering what action it would like to take in relation to each petition, the Committee may also consider if the action called for in a petition is being taken forward by other agencies or if the petitioner has other avenues for action to avoid duplication of effort across agencies and bodies.

For decision

- 11. The Committee is invited to—
 - · review the list of petitions; and
 - agree what action it would like to take on each one

Clerks

Environment, Climate Change and Land Reform Committee

¹ The exception being that a petition will not be considered by the Public Petitions Committee if the same (or substantially similar) petition, submitted by the same petitioner, has previously been considered by the Committee and closed at its first consideration on three consecutive occasions. http://www.parliament.scot/S5_PublicPetitionsCommittee/General%20Documents/Petitions_leaflet_-Aug_2019_(web).pdf

CONSIDERATION OF PETITIONS

- 1. Petitions have been grouped under the following subject areas—
 - Wildlife management and animal welfare
 - Circular economy
 - Access rights
 - Animal welfare/animal sports
- 2. Within each group, the petitions are set out in chronological order by date of lodging (oldest to newest).

Petition and SPICe briefing	Developments since briefing published	Recommendation for the Committee
		to consider

Wildlife management and animal welfare

PE1490: Control of Wild Goose Numbers

Lodged: September 2013 (Session 4)
SPICe briefing

Calls on the Parliament to urge the Scottish Government to address the problems created by increasing populations of wild geese in the crofting areas as a matter of priority; reassess its decision to stop funding existing goose management programmes and assign additional resources to Crop In 2018 NatureScot submitted a review of the goose policy framework to the Scottish Government, following publication of an interim review in 2017. That interim review states that current goose management schemes end in 2021 and that a detailed review will be undertaken in five years. The 2018 review has not been published.

The Cabinet Secretary for Environment, Climate Change and Land Reform said in 2020 that funding was committed until spring 2021, but commitments beyond that depended on budgetary processes.

The Minister for Rural Affairs and the Natural Environment (Mairi Gougeon) answered a question in the Parliament on 4 June 2020, saying "We are currently reviewing all goose management schemes and have begun work to explore what future schemes might look like...That process will involve

RECOMMENDATION: Given that the current health pandemic has affected NatureScot's ability to carry out fieldwork across goose management schemes, the Committee may wish to keep this petition open to enable a successor Committee to hear from the Government about its review (as referenced by the Minister on 4 June 2020) and how it plans to resource goose management in Session 6.

Protection and Adaptive Management programmes to ensure this threat to the future of crofting is averted.	Scottish Natural Heritage [now NatureScot] working with Scottish Government officials". NatureScot's website states that due to Covid-19, fieldwork has ceased across goose schemes and Area staff are unable to make site visits at the moment (site accessed 26th January 2021). Submissions	
PE1615: State Regulated Licensing System for Gamebird Hunting Lodged: August 2016 (Session 5) SPICe briefing. Calling on the Parliament to urge the Government to implement urgent action to introduce a state regulated system of licensing of gamebird hunting, that addresses the potentially adverse environmental impact of gamebird hunting, provides for the revocation or amendment of licences where a licence-holder fails to comply with their terms and conditions, and to implement recommendations of the Review of Wildlife Crime Penalties in Scotland.	A Grouse Moor Management Group was established by the Scottish Government in 2017 to examine the environmental impact of grouse moor management practices and advise on the option of licensing. The final report ('Werritty report') published in 2019 recommended that licensing of grouse shooting should be introduced if there is no marked improvement in populations of certain raptor species on, or in the vicinity of, grouse moors, in the next five years. The ECCLR Committee heard from members of the Grouse Moor Management Group in January 2020. The Government responded to the report in November 2020 announcing plans, if re-elected, to legislate to license grouse moor businesses (likely targeting driven grouse shooting) during the next Session, preceded by consultation, and accompanied by a new Code of Practice on grouse shooting. Review of Wildlife Crime Penalties in Scotland (Poustie) — these recommendations were addressed as part of the Animals and Wildlife (Penalties, Protections and Powers) (Scotland) Act 2020. Submissions	RECOMMENDATION: The Committee may wish to consider closing this petition. The petitioner could be encouraged to monitor developments over the next year and to engage with any consultation that may be undertaken on the development of a licensing regime.

<u>PE1664: Greater protection for mountain hares</u>

Lodged: June 2017 SPICe briefing

Calling upon the Scottish
Parliament to urge the Scottish
Government to introduce
greater protection for mountain
hares on both animal welfare
and conservation grounds,
which may include: introducing
a three-year moratorium on all
mountain hare killing, permitting
culls and driven hunts only
under licence, and ending all
culling and driven hunting of
mountain hares within
Scotland's national parks using
a nature conservation order.

Section 18 of the Animals and Wildlife (Penalties, Protections and Powers) (Scotland) Act 2020 increases protection of mountain hares by adding the species to Schedule 5 of the Wildlife and Countryside Act 1981. From 1 March 2021, it will be illegal to intentionally kill, injure or take mountain hares at any time unless a licence is obtained. Previously a licence would be required during the closed season, this will now be the case throughout the whole year. There will no longer be an 'open season'.

The <u>Government response to the Werritty review</u> also said that NatureScot was developing a licensing scheme which would include requirements to report on the number of hares shot and set out best practice with regard to culls.

RECOMMENDATION: The Committee may wish to consider closing this petition given increased protection for mountain hares has been introduced via the Animals and Wildlife (Penalties, Protections and Powers (Scotland) Act 2020.

PE1705: Wildlife crime - penalties and investigation

Lodged: September 2018 SPICe briefing

Calling on the Scottish
Parliament to urge the Scottish
Government to review
legislation relating to the
investigation of and penalties
applicable to wildlife crime in
Scotland.

This petition centres around the admissibility of covert camera evidence in alleged instances of wildlife crime.

The Animals and Wildlife (Penalties, Protections and Powers) (Scotland) Act 2020 increased maximum sentences for the most serious wildlife offences. As part of its Stage 1 scrutiny, the Committee explored issues around video surveillance and its usefulness given typical remoteness of where wildlife crime takes place. In its report, the Committee welcomed the increased power for intrusive police-sanctioned surveillance on a case-by-case basis using procedures under the Regulation of Investigatory Powers (Scotland) Act 2000, created in relation to some wildlife offences by virtue of increasing maximum penalties in the Act.

RECOMMENDATION: The Committee may wish to consider closing this petition given it explored issues in relation to covert video evidence of alleged wildlife crime, and admissibility of such evidence in court, and made recommendations as part of its Stage 1 scrutiny of the AWPPP Act.

It would be reasonable for a period of time to elapse to evaluate the effectiveness of the provisions in the AWPPP Act. The Committee also said that there is a place for cameras to be deployed by, for example, NGOs aware of vulnerable sites. NGOs raised uncertainties about whether such evidence will be deemed admissible in court. The Committee recommended that the Government work with the Crown Office to discuss whether more reasons can be made public regarding admissibility of video evidence in alleged instances of wildlife crime. The Government responded that COPFS decisions depend on circumstances of the case.

PE1750: Independent
Monitoring of Satellite tags fitted
to raptors

Lodged: September 2019 SPICe briefing

Calling on the Scottish
Parliament to urge the Scottish
Government to introduce
independent monitoring of
satellite tags fitted to raptor
species, to assist the police and
courts in potential wildlife crime
cases and to provide data
transparency.

Satellite-tagging as a mechanism of detecting wildlife crime was considered by the Independent Grouse Moor Review Group ('Werritty'). The report published in November 2019 recommended "more thorough regulation of the fitting and use of satellite tags coupled with more expeditious sharing of information" and that SNH, through its licensing agent - British Trust for Ornithology - or directly, should ensure that the licences issued for satellite-tracking of tagged raptors include a condition that commits the data holder to: (a) being listed on a register of data holders; and (b) cooperate expeditiously with Police Scotland and SNH in sharing data regarding tagged birds found dead or missing in suspicious circumstances. They also recommended that, on receipt of data, Police Scotland expeditiously determines whether or not it warrants referral to the COPFS.

The Scottish Government said in its response to the review in November 2020 that NatureScot has agreed new datasharing protocols for all permit holders who wish to employ satellite-based tracking of tagged raptors birds under licence with BTO, and these protocols will be in place for the start of the 2021 tagging season and will implement the Werritty recommendations.

Recent submissions

RECOMMENDATION: The Committee may wish to consider closing this petition on the basis that the issue was investigated as part of the Independent Review of Grouse Moor Management and the Scottish Government has said it will implement these recommendations in 2021 via new data-sharing protocols for satellite tagging of raptors. The petitioner could be encouraged to track progress in implementing the recommendations. The petitioner has the option to lodge a new petition in Session 6 if it is felt that the Scottish Government has not made progress.

PE1762: End the killing of wildlife on grouse moors and elsewhere in Scotland

Lodged: November 2019 SPICe briefing

Calling on the Scottish
Parliament to conduct a full
review of the animal welfare
impacts of the use of traps and
snares on grouse moors and
elsewhere in Scotland.

The Grouse Moor Management Group ('Werritty') did not include a full review of trapping and snaring but did recommend in its report in 2019 that legislation be introduced to require training be undertaken by trap operators. The Government accepted this recommendation and said that it will amend legislation on traps as part of its work to develop a licensing regime.

Vicarious liability was extended via the <u>Animals and Wildlife</u> (<u>Penalties Protections and Powers</u>) (<u>Scotland</u>) Act 2020 to apply to certain trapping and snaring offences.

The Scottish Government wrote to the Petitions Committee in 2020 about ongoing work by NatureScot on improving welfare aspects of traps. It mentions that snaring is reviewed every five years as required by the Wildlife and Countryside Act 1981, and the last review was carried out in 2016 and says that some of the recommendations "will require changes to legislation and we will consult as necessary on any proposed changes in due course".

The Scottish Animal Welfare Commission has <u>published a Workplan</u> which it describes as a 'live' document. In a <u>letter to the Committee in January 2021</u>, the Chair said the SAWC was "currently finalising our reports and statements on glue traps...and intend to publish these on our web page in the near future".

PE1815: Translocate protected beavers to reduce licensed killing

Lodged: August 2020 SPICe briefing

Calling on the Scottish
Parliament to urge the Scottish

Rewilding charity, Trees for Life, has announced that it intends to challenge NatureScot's decisions in licensing lethal control of beavers in a judicial review.

NatureScot <u>began work in October 2020</u> to survey active beaver territories and assess the health and spread of the overall population, to help inform future beaver work. It has also commissioned research to model population changes based upon current levels of control and other scenarios.

RECOMMENDATION: The Committee may wish to consider closing this petition Given that a NatureScot review of snaring is due in 2021 and that the newly established Scottish Animal Welfare Commission is expected to scope out work on wildlife management methods, the petitioner may wish to engage with the Commission.

RECOMMENDATION: The Committee has not had the opportunity to consider this petition. It may wish to consider keeping this petition open and including it in its legacy report to a successor committee.

Government to initiate a programme to translocate protected beavers to suitable habitat outside existing beaver range, to minimise the need to kill animals adversely impacting arable farmland.

In answer to a Parliamentary question in October 2020 (Mark Ruskell MSP) asking how many beavers have been translocated from the River Tay catchment, the Scottish Government said that between 25 August 2020 and 5 September 2020, 16 beavers were trapped in Tayside under licence and most were/are planned to be released in environmental projects in England.

The Government has a Programme for Government commitment to publish "a strategic approach to wildlife management that puts animal welfare at the centre while protecting public health and economic and conservation considerations". The Scottish Animal Welfare Commission said it will review the principles.

The Committee may wish to note that NatureScot is in the process of a survey and commissioning research. However, it would be necessary – in light of Trees for Life's intention to launch a judicial review - to check the status of any legal challenge before any active consideration by the Committee.

Circular economy

PE1636: Require single use drinks cups to be biodegradable

Lodged: February 2017 SPICe briefing

Calling on the Scottish
Parliament to urge the Scottish
Government to introduce
legislation requiring that all
single use drinks cups (including
all sleeves, labels & lids) be
100% biodegradable.

The Scottish Government established an Expert Panel on Environmental Charging and Other Measures who published a report focusing on single-use cups in 2019. Key recommendations included the introduction of a charge for single-use cups. The Panel also supported banning expanded polystyrene/PVC cups. In relation to biodegradable/compostable materials, it recommended clearer consumer messaging.

The <u>Government broadly accepted the recommendations</u> and committed to consult on a charge on single-use cups in the <u>2020 Programme for Government</u>. Previous plans on charging for single-use items were consulted on in <u>proposals for circular economy legislation</u> but the planned introduction of a Bill were shelved due to efforts aimed at combating the current health pandemic.

RECOMMENDATION: The Committee may wish to consider closing this petition. The petitioner could be encouraged to engage with the Scottish Government and the work that it will undertake following the report from the Expert Panel on Environmental Charging and Other Measures.

	The Scottish Government has also recently consulted on introducing market restrictions on a number of 'problematic plastic items' including expanded polystyrene cups. Submissions	
PE1755: Ban all single use plastics across Scotland Lodged: September 2019 SPICe briefing Calling on the Scottish Parliament to urge the Scottish Government to ban single use plastics across Scotland.	The Scottish Government supports the EU vision to phase out single-use plastics where possible. As described above, the Government is consulting on introducing market restrictions on a number of 'problematic plastic items'. Other recent developments include: Passing of Deposit and Return Scheme Regulations Programme for Government 2020 commitments to increase the carrier bag minimum charge from 5p to 10p (the draft Regulations for this have been laid and considered by this Committee, 16 February 2021 and will now go to the Parliament to consider) and to consult on a charge on single-use disposable cups.	RECOMMENDATION: The Committee may wish to consider closing this petition. The petitioner could be encouraged to engage with the Scottish Government and the work that it will undertake following the report from the Expert Panel on Environmental Charging and Other Measures.

Access rig	hts
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PE1751: Create no wild camp zones in Scotland

Lodged: September 2019 SPICe briefing

Calling on the Scottish
Parliament to urge the Scottish
Government to create legislation
to enable local authorities to
create no wild camp zones in
Scotland.

The petitioner made a <u>further submission in 2020</u>, stating that issues have been compounded by the pandemic. It could be that concerns relate more to so-called 'dirty camping' than wild camping.

Section 12 of The Land Reform (Scotland) Act 2003 relates to byelaws in relation to land over which access rights are exercisable and provides powers for local authorities to make byelaws which would prohibit, restrict or regulate the exercise of access including rights in relation to sporting and recreational activities. Any such byelaws would be subject to consultation, and scrutiny by Scottish Ministers, possibly involving local inquiry.

RECOMMENDATION: The Committee may wish to consider closing this petition. The necessary powers to create legislation to enable local authorities to create no wild camp zones are in place. The matter is also under consideration by the Scottish Government.

National Park Authorities also have similar powers to make byelaws under Schedule 2 of the National Parks (Scotland) Act 2000. These have already been used by the Loch Lomond and the Trossachs National Park Authority to create a Camping Management Byelaw, approved by Scottish Ministers in January 2016, and introduced on 1 March 2017.

The Scottish Government said in answer to a parliamentary question in November 2020 that the Cabinet Secretary for Rural Economy and Tourism convened a meeting of public agencies in September 2020 to look at issues around camping. The Government said: "Enhanced enforcement, education, infrastructure and visitor management are central to this coordinated strategic approach and we are confident that it will play a significant role in delivering long term solutions ahead of next year's tourist season".

The Loch Lomond and Trossachs National Park has also reviewed the operation of its Camping Management Zones.

Animal welfare/animal sports

PE1758: End greyhound racing In Scotland

Lodged: October 2019 SPICe briefing

Calls on the Parliament to urge the Scottish Government to put an end to greyhound racing in Scotland. The recently established Scottish Animal Welfare Commission (SAWC) states in its first Workplan (published 2020) that greyhound racing is a potential area of work over a longer timescale. It states that there is continuing pressure from Scotland Against Greyhound Exploitation (the petitioner) in this area, and that issues to be considered could include issues with unlicensed tracks, and whether regulation is effective in, for example, reducing fatalities at tracks.

The breeding of racing greyhounds is licensed in the same manner as all other dogs. The recently introduced <u>Animal</u> Welfare (Licensing of Activities Involving Animals) (Scotland)

RECOMMENDATION: The Committee may wish to consider closing this petition. In addition to new Regulations, the Scottish Animal Welfare Commission has included this issue in its work plan and the petitioner may wish to continue to engage with the Commission.

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Regulations 2021 introduces stricter licensing requirements around dog breeding from September 2021.

In relation to maximum penalties for serious animal welfare offences referenced in the briefing, these have been increased since by the <u>Animals and Wildlife (Penalties Protections and Powers) (Scotland) Act 2020.</u>

The Committee wrote to the <u>SAWC and received a response</u> in <u>January 2021</u>. The letter from the Chair said "Welfare associated with greyhound racing has been identified in the work plan as a potential issue for SAWC to discuss in the longer term."