

Shipping Climate Ambition: Ranking of EU Member States



● Landlocked countries ● Climate Ambition ● Climate Laggard ● EU Council Presidency

IMO: Shipping Climate Talks

Ranking of EU member states' climate ambition

March 2018

Summary

The IMO is expected to adopt in April 2018 an Initial GHG Strategy to address shipping's climate impact. T&E has carried out research to rank EU member states in terms of the ambition of their declared national positions in the run-up to the IMO climate negotiations.

According to our findings Germany, Belgium and France demonstrate the highest level of ambition followed by the Netherlands, Spain, Sweden, UK, Denmark, Luxembourg and Finland. The worst 5 performers on the scale are Greece, Cyprus, Italy, Portugal and Croatia.

EU nations with large registered tonnage perform the worst on climate ambition, with Malta, Greece and Cyprus all receiving almost exclusively negative points. Tonnage represents a source of formal and informal power at the IMO because relative tonnage influences decision-making. Climate champions can use their political power (large tonnage) to drive action, while climate laggards use their tonnage to slow down efforts.

The ranking also suggests a split between Northern EU members demonstrating higher ambition and Southern, and Eastern EU states showing much lower ambition. The only notable exception being Spain in 5th position. Due to its *neutral* coordinating role as the acting *Presidency of the EU Council* on shipping matters, the national position of Estonia cannot be reliably evaluated against the other EU countries

1. Context

The Paris Agreement set the goal of “*holding the increase in the global average temperature to well below 2°C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5°C above pre-industrial levels*”. Realising these objectives is essential if the most climate vulnerable nations are to be protected and low-lying small island states are to be given a chance of survival.

Shipping is the only sector not subject to specific sectoral decarbonisation objectives despite its important climate impact. If the shipping sector were a country, it would rank 7th highest in CO2 emissions in the world, comparable to Germany.

The International Maritime Organization (IMO), as the UN's specialised agency regulating international shipping, has so far failed to implement effective measures to regulate the sector's climate impact. The only climate measure agreed so far at the IMO level was the 2011 design efficiency standard (EEDI) but it has failed to drive better designs or incentivise technological innovation in shipbuilding. The IMO recognises this but cannot agree how to strengthen it.

After numerous attempts over the past 20 years to address climate change, the IMO finally determined in 2016 to develop a GHG Roadmap (work programme) to discuss and agree measures – but over a 7-year time-frame. The organisation is meeting in London in April (2018) to agree an Initial GHG Strategy as part of this

GHG roadmap. Key issues on the table are, inter alia, the *level of ambition (long-term reduction target)* for the sector, and the commitment to *immediate action* and a list of *candidate emission reduction measures*.

Transport & Environment (T&E) has carried out research to rank EU member states in terms of the ambition of their past declared national positions on the IMO process.

2. Methodology

The ranking is established from a simple questionnaire presented in Table 1 below. Questions are grouped into 2 categories: a long-term sectoral reduction target and near-term (before 2023) emissions reduction measures. Each category consists of further specific questions as described in Table 1. Based on stated national policy positions, member states are assigned *primary* points for each of the questions on climate ambition in shipping. Positive points are given if a member state has expressed support – written or oral – on the issue during recent IMO negotiations. Support is rewarded with positive points on a scale between 1-5, while lack of support is penalised with a negative point (-1); however, lack of support for 3 different options for a long-term reduction is not penalised with a negative point.

Table 1: Questions to assess climate ambition and primary points awarded for each question

Questionnaire		Max primary points awarded per question	
		Support	Lack of support
Supporting a long-term reduction target?		1	-1
Specific options for a long-term target	Supporting 100% CO2 reduction by 2035?	5	
	Supporting 70-100% CO2 reduction by volume by 2050 over 2008?	3	
	Supporting 50% CO2 reduction by volume by 2060 over 2008?	1	
Supporting emissions reduction before 2023?		1	-1
Specific measure	Supporting mandatory speed reduction (slow steaming) to reduce GHG?	1	-1
	Supporting early (2018) decision to tighten EEDI phase 3?	1	-1

In addition, member states receive further (*secondary*) points as a function of their *primary* points weighted by their registered shipping tonnage. Large tonnage “rewards” climate action champions with additional positive points, while “penalising” climate laggards with additional negative points. The main rationale is that tonnage represents a source of formal and informal power at the IMO because relative tonnage influences decision-making. Climate champions can use their political power (large tonnage) to drive action, while climate laggards use their tonnage to slow down efforts.

This secondary point allocation system enables us to further differentiate among member states with similar rankings based on primary points. In this regard, larger tonnage benefits a country vis-à-vis others having equal primary points. The rationale is that in showing climate ambition, countries with larger tonnage assume higher economic risks compared to countries with smaller tonnage.

T&E has drawn on past written and verbal statements of EU member states to identify the positions in relation to specific questions presented above. Written positions include submissions to inter-sessional IMO GHG working groups (ISWG-GHG) and the MEPC; while verbal positions draw on interventions that state representatives have made during IMO meetings.

European countries are members of the IMO independent of their EU membership. As such, they each have one voice/vote during decision-making. Support by one EU member state for a specific issue does not automatically mean support by all other EU member states. Each member state needs to have its voice heard if they are to have an impact. Therefore, remaining silent/not expressing a position is deemed as not supporting the matter in question (e.g. specific targets or measures).

The analysis includes 24 EU countries, 23 of which have a coastline plus Luxembourg because it has an active shipping registry despite not being a maritime nation.

Full details of the methodology can be found in table 3 in Annex II.

3. Results

As shown in chart 1 and Annex I, Germany, Belgium and France demonstrate the highest ambition in the IMO negotiations followed by the Netherlands, Spain, Sweden, UK, Denmark, Luxembourg and Finland. The worst 5 performers on the scale are Greece, Cyprus, Italy, Portugal and Croatia.

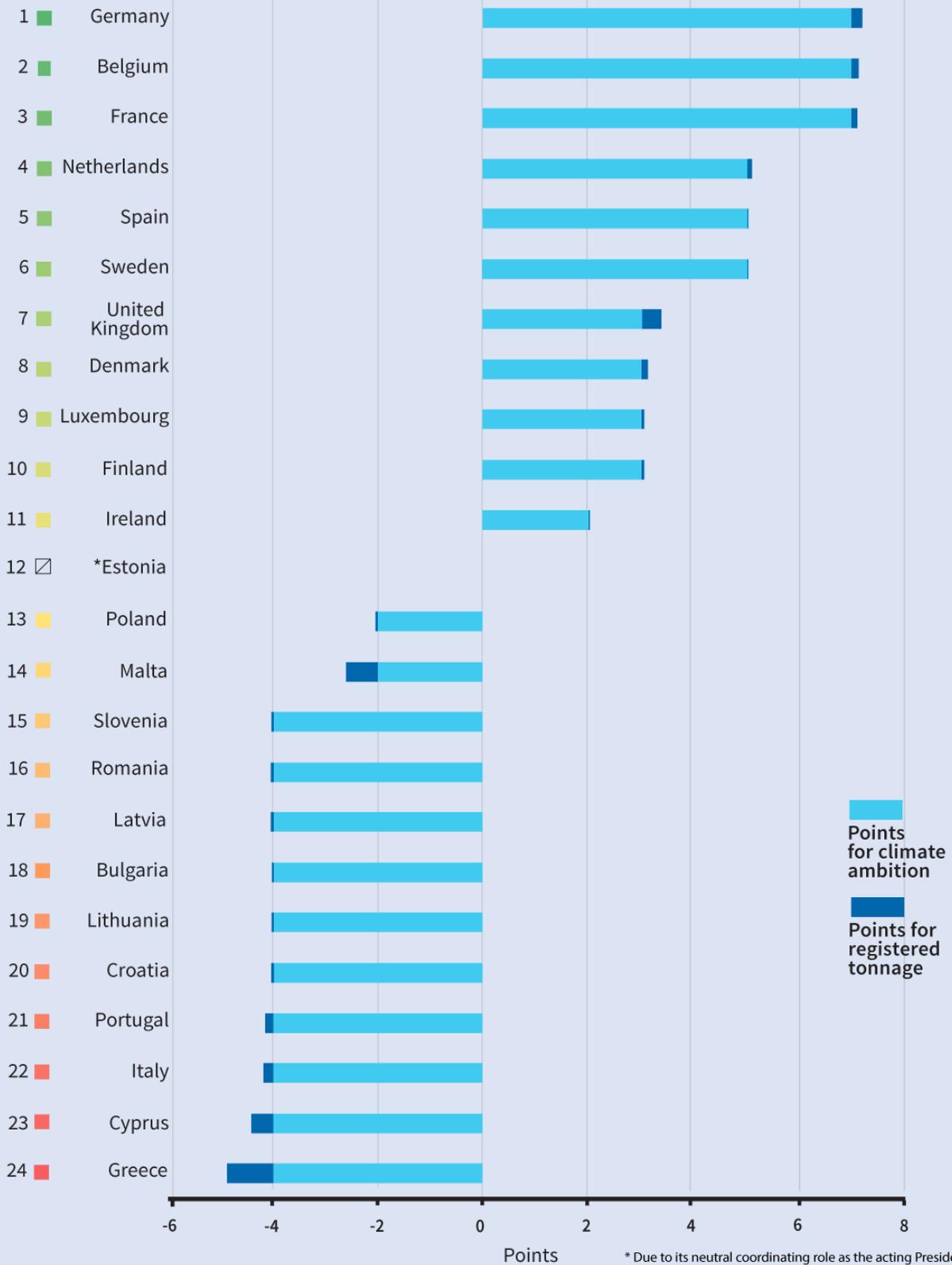
There appears to be a pattern that EU nations with the largest registered tonnage perform the worst on climate ambition, with Malta, Greece and Cyprus – all receiving almost exclusively negative points. This suggests that nations with large registries – i.e. large shipping industry flying their flag – by and large support industry’s lobbying position which is to oppose an ambitious GHG target compatible with the Paris Agreement, as well as short term reduction measures.

The ranking also suggests geographical division with Northern EU members demonstrating higher ambition compared to Southern and Eastern EU states. The only notable exception is Spain holding 5th position.

IMPORTANT NOTE: Despite the fact that EU is not a member of the IMO and has yet to exercise its shared competence to regulate ship GHG emissions, the *Presidency of the EU Council* plays an important role in seeking to coordinate member state positions ahead of the relevant IMO meetings. Such a role requires the country holding the Council presidency to play a neutral role in steering the discussions among the EU member states. For this reason, results presented in the table 2 and graph 1 below might not be a true representation of the national position of Estonia, which is acting Council presidency on IMO issues.

Chart 1: Tonnage weighted ranking of EU member for their IMO climate ambition

Shipping Climate Ambition: Ranking of EU Member States



* Due to its neutral coordinating role as the acting Presidency of the EU Council on shipping matters, the national position of Estonia cannot be reliably evaluated.
Source: Transport & Environment

Further information

Name: Faig Abbasov

Title: Shipping Officer

Transport & Environment

faig.abbasov@transportenvironment.org

Tel: +32(0)2 851 0211

ANNEX I: Ranked Results

	Levels of Ambition				Position on short-term measures			primary points	Flag tonnage (1000 DWT)	Tonnage weighted secondary points	Total points ranked in decreasing order
	Supporting a long-term reduction target	Supporting 100% CO2 reduction by 2035	Supporting 70-100% CO2 reduction by 2050 over 2008	Supporting 50% CO2 reduction by 2060 over 2008	Supporting emissions reduction before 2023	Supporting mandatory slow steaming	Support early (2018) decision to tighten EEDI phase 3				
Germany	1		3		1	1	1	7	10443.699	0.21656	7.21656
Belgium	1		3		1	1	1	7	8039.665	0.16671	7.16671
France	1		3		1	1	1	7	6968	0.14449	7.14449
Netherlands	1		3		1	-1	1	5	7619.143	0.11285	5.11285
Spain	1		3		1	-1	1	5	1810.422	0.02682	5.02682
Sweden	1		3		1	-1	1	5	1097.757	0.01626	5.01626
UK	1		3		1	-1	-1	3	40985.692	0.36424	3.36424
Denmark	1		3		1	-1	-1	3	16893.333	0.15013	3.15013
Luxembourg	1		3		1	-1	-1	3	2247.798	0.01998	3.01998
Finland	1		3		1	-1	-1	3	1183.998	0.01052	3.01052
Ireland	1				1	-1	1	2	283.588	0.00168	2.00168
Estonia	1				1	-1	-1	0	84.53	0.00000	0.00000
Poland	1				-1	-1	-1	-2	104.947	-0.00062	-2.00062
Malta	1				-1	-1	-1	-2	99216.495	-0.58783	-2.58783
Slovenia	-1				-1	-1	-1	-4	0.702	-0.00001	-4.00001
Romania	-1				-1	-1	-1	-4	58.304	-0.00069	-4.00069
Latvia	-1				-1	-1	-1	-4	79.616	-0.00094	-4.00094
Bulgaria	-1				-1	-1	-1	-4	115.846	-0.00137	-4.00137
Latvia	-1				-1	-1	-1	-4	164.667	-0.00195	-4.00195
Croatia	-1				-1	-1	-1	-4	2073.411	-0.02457	-4.02457
Portugal	-1				-1	-1	-1	-4	13752.758	-0.16296	-4.16296
Italy	-1				-1	-1	-1	-4	15944.268	-0.18893	-4.18893
Cyprus	-1				-1	-1	-1	-4	33764.669	-0.40009	-4.40009
Greece	-1				-1	-1	-1	-4	74637.988	-0.88441	-4.88441

ANNEX II

Table 3 below explains how country positions have been analysed and the scoring system applied.

Table 3: explanatory template of ranking (not actual results)

Action		Level of Ambition				Short-term reduction measures			Primary points	*** Registered tonnage weighted secondary points	Total points
		Supporting A long-term reduction target	Supporting 100% CO2 reduction by 2035	Supporting 70-100% CO2 reduction by volume by 2050 over 2008	Supporting 50% CO2 reduction by volume by 2060 over 2008	Supporting emissions reduction before 2023	Supporting Slow Steaming	Supporting early (2018) decision to tighten EEDI phase 3			
Primary points**	Support	1	5	3	1	1	1	1	= net of all positive and negative points of each country	= primary point of each country*tonnage/sum(registered tonnage of all EU states)	= primary point + secondary point
	Not-support*	-1				-1	-1	-1			
Basis for assigning a score		<i>Submission of a written proposal or commenting paper to ISWG-GHG/MEPC or verbal support at ISWG-GHG/MEPC;</i>	<i>Submission of a written proposal or commenting paper to ISWG-GHG/MEPC</i>	<i>Submission of a written proposal or commenting paper to ISWG-GHG/MEPC</i>	<i>Submission of a written proposal or commenting paper to ISWG-GHG/MEPC or verbal support at ISWG-GHG/MEPC</i>	<i>Submission of a written proposal or commenting paper to ISWG-GHG/MEPC or verbal support at ISWG-GHG/MEPC;</i>	<i>Submission of a written proposal or commenting paper to ISWG-GHG/MEPC or verbal support at ISWG-GHG/MEPC;</i>	<i>Submission of a written proposal or commenting paper to ISWG-GHG, MEPC, EEDI WG, EEDI CG or verbal support at ISWG-GHG, MEPC, EEDI WG;</i>			

* Failure to express a position is deemed as not supporting.

** Countries receive points only for *support* or *not-support*, but not both. E.g. if a country supports a long-term reduction target, it receives 1 point; otherwise, it receives -1. Support for specific reduction targets (e.g. 100% by 2035) is rewarded with additional points, while not-supporting them is not penalised with negative points.

*** Source for registered tonnage: UNCTAD, 2017