



CENTRE FOR RESEARCH INTO
ENERGY DEMAND SOLUTIONS

UK Devolution and Divergence in Energy Efficiency Policies : Scotland and England

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UK Research
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UK Policies for Energy Efficiency in Buildings

Abundant evidence of societal benefits BUT uneven policy

- Policy making – satisficing not optimising?
- Centrality of political institutions and narratives

Learning from comparison between countries with similar political-economy?

- Different UK jurisdictions/shared commitments to climate protection
- But different policy frameworks
- Limited existing research on devolution and policy processes

Compare

- UK Clean Growth Strategy + 10 Point Plan/Green Homes Grant
- Scottish Climate Change Plan + Energy Efficient Scotland Framework



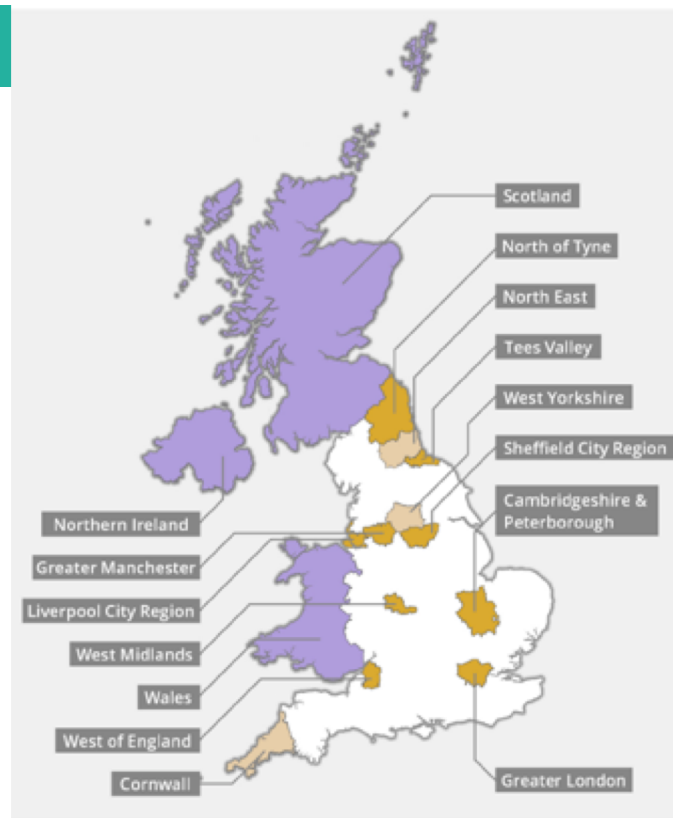
Researching Policy - Methods and Data

- Published policy *documents*
 - including guidance notes, reports, consultations
- Participation in advisory bodies
 - UK BEIS and Scottish Government
 - Scottish fuel poverty review panel
 - Infrastructure Commission Scotland
- Semi-structured interviews
 - UK and Scottish government officials
 - Experts in bodies such as BRE, EST & Carbon Trust, NEA & EAS, trade associations, NGOs and social enterprises



UK Devolution – the rules

- Transferring power from UK Parliament to nations and regions
- Not federalism - powers can be revoked
- A *process* not an event
 - 1998 Scotland, Wales and Northern Ireland Acts all since amended
- Asymmetric
 - Different powers in different places
 - England has no devolved parliament
 - Some English regions have devolved executive, but not legislative, powers



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Briefing Paper CBP 8599 2019

Reserved and devolved powers framing Scottish policy making for energy efficiency in buildings

UK policy instruments may be executively devolved

Energy market support - Renewable energy obligations

Energy efficiency taxes, including levies

Competence devolved to Scotland

Economic development

Land use and development planning and consents

Environment and climate change law

Building standards

Property law

Stamp duty land tax

Local government and taxes

Housing and communities

Promotion of energy efficiency

Amelioration of fuel poverty

Winter fuel payment

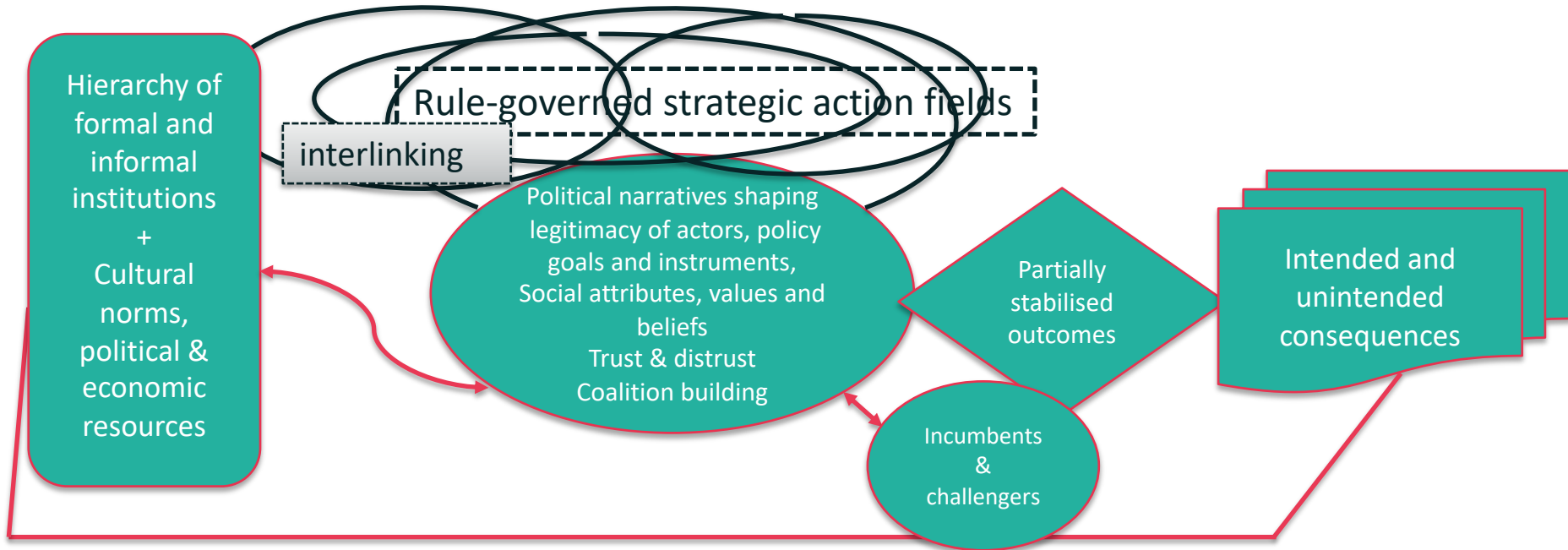
Cold weather payment

regulation, licensing
and tax of energy
supply in England,
Scotland and Wales
(not Northern
Ireland) are reserved
to UK Parliament

Competition and
markets also reserved

Theorising about policy making in a devolved state

Institutional fields – meso-scale theory of social ordering



Fligstein, N. and McAdam, D. (2012) *A Theory of Fields*. Oxford University Press

Energy efficiency policy making in England and Scotland as inter-dependent cross-scale fields

Significant institutional change through devolution opens up uncertainties, with scope for sub-state governments to develop new policy fields

Interest groups interact around the rules of the game, shaped by earlier struggles over democratic representation, powers and resources

Formal and informal institutions shape legitimate actors, policy problems, goals and instruments

Uncertain status of energy efficiency in relation to institutions of economic growth

- policy divergence likely to depend on **political narratives** with sufficient legitimacy to mobilise state, business and civil society actors around new policy goals and institutions

UK Devolution: Formal powers *and* political narratives

Foundations for divergence in *political values and narratives* pre-devolution

- UK advocacy of liberalised markets & competition in public services
- Scottish advocacy of social market centrism - planning, social inclusion, welfare

Reference points for ‘shared purpose’ coalitions

Scottish divergence more pronounced in housing, health and education policy

- sector-specific & stable epistemic communities
- yet to confront climate policy trade-offs

Energy efficiency policies - discretionary & cross-cutting qualities

- Confer scope for interpretative flexibility

The
English
Q



Opening
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UK Government energy efficiency - divergence from Scotland?

Year	Policy Introduction or Withdrawal
1992	Energy Savings Trust (EST) created for domestic sector services
1994	Privatised electricity suppliers obliged to provide domestic energy saving advice
2000	Privatised gas suppliers obliged to provide domestic energy saving advice
2000	English Warm Front funding scheme for vulnerable households
2001	Carbon Trust created for private & public sector services
2005	Building regulations require installation of condensing boilers
2011	English Warm Front funding ended
2012	Core grant funding ended for Energy Savings Trust (EST) & Carbon Trust
2013	Residential sector Green Deal introduced
2013	End to subsidies under the energy supplier obligation CERT programme
2015	Withdrawal of planned 2016 zero carbon homes standard
2016	End of residential sector Green Deal policy
2018	Annual Energy Supplier Obligation (ECO) budget halved for 2018-2022 period
2019	CRC non-domestic energy efficiency scheme abolished
2020	English Green Homes Grant introduced

Keeping
energy costs
down – cut
green levies

Marking Scottish policy divergence - political strategy

Align energy efficiency with cross party support for welfare, economic regeneration and climate protection

Position energy efficiency as 'economic development' – devolved

Harness political capital built around renewables investment

Establish 'thought leaders' – broad definition of 'legitimate actors'

Create Directorate of Energy & Climate Change

Pilot schemes with local governments

2017 whole systems Energy Strategy

- demand side policy and *local* innovation 'benefit not burden'

9 June 2015 SNP minister for environment, climate change and land reform announced that improving the energy efficiency of Scotland's buildings would be designated 'a national infrastructure priority'



The Debating Chamber
An Seòmair Deasbaid



Contrasting political narratives in climate policies

Frequency of key terms in Clean Growth Strategy 2017 and Scottish Climate Change Plan 2018/2020

	CGS (UK) 2017 (165ps)	10 point plan (UK) 2020 (38ps)	CCP (Sc) 2018 (222ps)	CCP (Sc) Update 2020 (255ps)
Growth	127	14	54	55
Competition/competitive/competitiveness	32	8	28	28
Market/marketing	61	19	77	103
Social inclusion/inclusivity	0	0	15	32
Fair/fairness	0	0	15	42
Collaboration/collaborative	8	1	18	52
Community/communities	19	6	114	112

Energy Efficiency Policy Measures UK CGS 2017 with 10 Point Plan 2020 & EES 2018 with Draft Heat in Buildings Strategy 2021

	CGS & related (UK)	EES (2018) & Heat in Buildings Strategy (2021) (Scotland)
Domestic Sector		
All homes minimum EPC C	2035	2035
Zero emissions heating for new homes consented from	2025/2023?	2024
Near zero emissions heating installed in existing homes from	2025?	2025
GHG reductions, 2015 baseline		23% by 2032
Demand reduction		15% by 2032
All rented homes EPC C	2030	
All social rented EPC B		2032
Private Rented Sector Minimum standard EPC E introduced	2018 where cost is less than £3,500	2020 for new tenancies
All private rented EPC E by	2020	2022
All private rented EPC C by		2028
Proposed introduction of mandatory standard for owner occupied homes ₂		2024
Fuel Poor EPC C ₃	2030	2030
Fuel Poor EPC E	2020	
Fuel Poor EPC D	2025	
Fuel Poor EPC B		2040
Non-Domestic Sector		
Demand reduction	20% by 2030	20% by 2032
GHG reductions (service sector), 2015 baseline		59% by 2032
GHG reductions (public sector) 2017 baseline	50% by 2032	
Regulations to commence ₄		2021

Institutionalising a Policy Field: Energy Efficient Scotland 2018 and Local Heat & Energy Efficiency Strategies (LHEES)

Building standards & timelines

Advice, grant and loan support to domestic and SME property owners

Access to area-based or national programme for (integrated) retrofit and heat

Procurement framework for public estate

Proposed statutory local responsibility for comprehensive LHEES

- *Socio-economic* assessment - climate, welfare and regeneration
- Local authorities and social enterprises as 'trusted intermediaries'

Specialist body to integrate EES across government

Political contestation – LHEES and local government devolution



Strategic action field concept forefronts political dynamics of energy efficiency policy divergence in devolved states

Institutions disrupted

- Intersecting & cross-scale fields of energy & economic policies

Political-economic narratives

- UK Conservative-led governments - liberalised markets, competition and out-sourcing
- Scottish SNP-led governments - social market centrism, social inclusion, fair work and planned carbon budgets and financial commitments

Scottish cultivation of distinctive policy action field

- Cross-sector coalition building - long term legitimacy for economically consequential commitments to universal retrofit of building stock

Energy Efficiency Policy Making

In Scotland policy innovations encompassed both epistemological and political dimensions

- redefining the problem as ‘infrastructure priority’
- making new ‘problematism’ material by piloting over four years
- mobilising around institutional innovations in local planning, costing and coordination routes to low energy building stock

Diffuse qualities of energy efficiency governance institutions *also* enable governments to delay and avert questions about societal value of concerted action



Conclusions

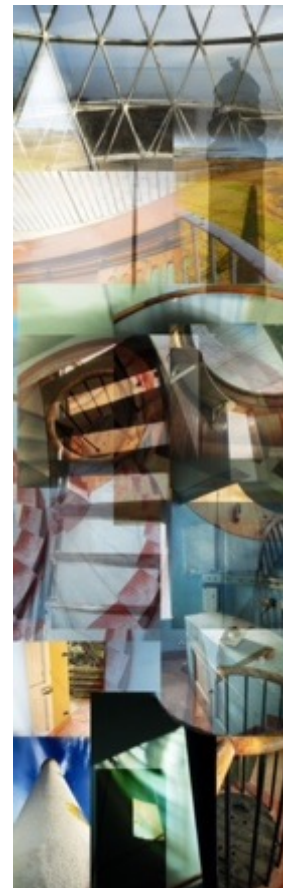
Diverging policy and material commitments between UK jurisdictions

- Potential for progressive policy learning?
- Depends on political dynamics of governing and institutional innovation in unequal power relationships

SG inching towards 'praxis'?

- Engaging, applying, realising & practising ideas
- Concept of participatory democracy (Arendt)

Questions about material impacts of policy on energy use



Consortium institutions

