

institutional design for a low-carbon economy

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This project has been made possible by the support of the Pilkington Energy Efficiency Trust.

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Published by Green Alliance, July 2001 £20.00
© Green Alliance 2001
ISBN 09530160 4 8

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Green Alliance is a registered charity number 1045395.
Company Limited by guarantee, registered number 3037633

contents

executive summary	1
background	4
introduction	5
the nature of low-carbon policy	6
low-carbon policy-making	8
current institutional arrangements	8
weaknesses in current institutional arrangements	9
objectives for low-carbon policy-making	11
options for new institutional arrangements	11
recommendations	16
low-carbon policy implementation	19
current institutional arrangements	19
weaknesses in current institutional arrangements	19
objectives for joining up low-carbon policy implementation	20
who are the clients?	21
options for joining up low-carbon policy implementation	21
recommendations	26
conclusions and recommendations	27
annex 1	29
annex 2	29

executive summary

To play its part in the fight against climate change, the UK needs to have a clear objective to reduce carbon dioxide emissions by 60% from 1990 levels by the year 2050, and a clear plan to achieve this. Emission reductions on this scale will not happen easily. Our economy is based on activities which generate carbon dioxide. A move to a low-carbon future will require action by households, business and government at all levels, in order to achieve far-reaching changes in the way we design and use energy and transport systems, buildings and products. This is an immensely complex task.

For government to lead this process effectively, it will need clear leadership, robust policies and effective institutions. It will need to join up all levels of government, including local government, the devolved administrations and government bodies. It will also need to build relationships with NGOs and business to create change.

This report focuses on the institutional changes that will be necessary to move to a low-carbon future. Current institutional arrangements for low-carbon policy design and implementation are not sufficiently powerful or co-ordinated to bring about the policy shifts required. New institutional structures are needed to improve the co-ordination and effectiveness of both low-carbon policy-making and policy implementation. These new institutions need an emphasis on creating strong networks between stakeholders, both within Whitehall and beyond.

recommendations: low-carbon policy-making

Green Alliance recommends the creation of a new low-carbon policy unit within the Cabinet Office. The role of the unit would be to co-ordinate and integrate low-carbon policy-making across all relevant departments in Whitehall and beyond. The Unit should be situated in the Cabinet Office. This would ensure that it has sufficient independence to be seen as an honest broker by all departments, and would give it an independent voice capable of challenging departments to meet low-carbon objectives.

“Green Alliance recommends the creation of a new low-carbon policy unit”

A low-carbon unit within the Cabinet Office would need to have strong and constructive relationships with all relevant departments. This report recommends the creation of a new low-carbon ministerial committee. The committee would ensure a joined-up approach to low-carbon policy-making at the highest level. It would build understanding of, and political commitment to, low-carbon policy objectives in all relevant

departments. The committee would have a close relationship with the new low-carbon unit within Whitehall. It would ensure that the unit's recommendations were taken up throughout Government. The chairmanship of the committee should rotate between the Secretaries of State from the Department for Environment, Food and Rural Affairs (DEFRA), the Department of Trade and Industry (DTI) and the Department for Transport, Local Government and the Regions (DTLR). This would ensure that the heads of each of the most important departments for climate policy are fully engaged, and that low-carbon issues are well represented in the Cabinet.

Several areas of low-carbon policy are developed outside Whitehall, by devolved and local governments, and by organisations such as the Gas and Electricity Markets Authority (GEMA). Given the need for joined-up and coherent policy frameworks, effective mechanisms for engaging other bodies in a systemic approach to policy-making will be needed. The creation of low-carbon policy networks would meet this need. The networks would create permanent frameworks in which officials from relevant departments, non-departmental organisations like Office of Gas and Electricity Makers (Ofgem), and other levels of government could work together to design and monitor the effectiveness of different areas of low-carbon policy. The main function of the networks would be to make recommendations to the low-carbon policy unit and ministerial committee about: gaps and weaknesses in current policy, and recommendations for overcoming them; strategic objectives and priorities for future policy; and proposals for new low-carbon policy to meet these objectives.

recommendations: low-carbon policy implementation

“There are too many organisations involved in low-carbon policy implementation at present”

There are too many organisations involved in low-carbon policy implementation at present. Green Alliance recommends that several of these, including the Carbon Trust, the Energy Saving Trust and the Emissions Trading Authority should be brought together in a single low-carbon agency.

The agency would be directly responsible for monitoring and implementing low-carbon policies and programmes. It would also be responsible for providing feedback on the effectiveness of policies and programmes to

the policy-making bodies – departments, the cabinet office low-carbon unit, and the low-carbon ministerial committee.

There is a real need for an integrated, client-centred approach to low-carbon implementation. The new agency could create low-carbon policy portals for client groups, including households, general business, low-carbon businesses and local authorities. These would be ‘one-stop-shops’ delivering general low-carbon advice and client-specific information on low-carbon

programmes, including those provided by regional and local government, and by the business sector. Running the portals would require high levels of co-ordination between implementing bodies, and so would highlight policy overlaps and gaps, information on which could be fed back to the low-carbon policy unit and the relevant low-carbon policy networks.

This report has a strong focus on institutional structures. While institutional arrangements clearly have a contribution to make to the development of a low-carbon economy in the UK, it is the policies themselves that are the most important issue. However, the new more coherent institutional arrangements that it proposes could create an institutional climate that would enable development and implementation of the radical and effective policies that will be needed as the UK makes the shift towards a low-carbon future.

background

This report explores institutional options for developing and implementing policy directed towards a low-carbon economy. It is based on a series of off-the-record interviews with senior sustainable energy stakeholders, including representatives from trade associations, NGOs, energy businesses, Whitehall and agencies; and on the outcomes of a seminar held by Green Alliance on 29 January 2001¹. It follows a previous Green Alliance report, *The Case for a Sustainable Energy Agency*, published in 1999.

The interviews and seminar focused on UK energy policy objectives, analysing the weaknesses of current arrangements, on the challenges that low-carbon institutions will need to be capable of meeting, and on some possible options for institutional reform. This report reflects these initial discussions, but goes beyond a general analysis to make some specific recommendations for new institutional structures. The report and its recommendations are based on the balance of opinion that emerged from the interviews and seminar, but should not be seen as representing the views of any organisation other than Green Alliance.

Although this report is based on a new consultation with stakeholders, many of this report's recommendations are similar to its predecessor, *The Case for a Sustainable Energy Agency*. The main difference is that, in addition to arguing for the establishment of an overarching agency for low-carbon implementation, we also suggest the creation of strong co-ordinating mechanisms for both policy-making (low-carbon networks) and policy implementation (low-carbon portals) to ensure that a wide range of stakeholders can be engaged in the process of creating joined-up policy.

This report is published to coincide with four important political processes: the preparation of the Government's response to the Royal Commission on Environmental Pollution's report on *Energy – the Changing Climate*²; the Cabinet Office Performance and Innovation Unit's ongoing study *Resource Efficiency and Renewable Energy*³; the Advisory Committee on Business and the Environment's work on overarching frameworks for low-carbon programmes⁴ and the forthcoming review of energy policy. Published immediately following the election, the report also discusses the implications of the new departmental structures. The analysis and recommendations in the report will input into all of these processes.

1 A full list of consultees can be found in Annex 1

2 RCEP, *Energy – the changing climate* HMSO, June 2000.

3 <http://www.cabinet-office.gov.uk/piu.html>

4 <http://www.environment.detr.gov.uk/acbe.html>

introduction

In June 2000, the Royal Commission on Environmental Pollution recommended that in order to avoid large-scale disruptions to the Earth's climate, and to show leadership to the international community, far-reaching changes would be needed. The Government, it said, should adopt a strategy which would put the UK on a path to reducing carbon dioxide emissions by some 60 percent from 1990 levels by the year 2050.

Such deep cuts in emissions cannot be achieved by any one policy, or group of policies. Modern economies are rooted in activities which generate carbon emissions. To stay within ecological limits, we will need to identify and implement a broad, interrelated range of low-carbon systems and technologies. This will require fundamental changes in energy markets, in building design, in transport systems and technology, in product design and in the way in which every sector of the economy uses energy.

The policy challenge presented by the need to shift to a low-carbon economy is unprecedented in its complexity. It will require the engagement of all departments in Whitehall, and of all levels of Government, including the devolved administrations and local government. It will also require new partnerships between Government and other actors, in particular the business sector which has a central role to play in delivering the new technologies and services needed.

Given the complexity of this policy challenge, the way in which Government organises itself internally in developing low-carbon policies is of crucial importance. Its links to the other businesses and organisations involved in developing low-carbon products and services are also crucial. The current institutional arrangements for low-carbon policy design and implementation will not deliver the high levels of interconnectedness needed if the UK is to be guided towards a low-carbon future. This report makes recommendations for new networking structures and processes that would operate both within Whitehall, and between Whitehall and other governmental and non-governmental organisations to deliver effective low-carbon strategies.

This emphasis on networking, rather than on the creation of major new institutions, reflects the fact that the UK already has a plethora of low-carbon orientated organisations, policies and programmes. It is also designed to ensure that low-carbon strategies are fully integrated into the mainstream of Government

“Deep cuts in emissions cannot be achieved by any one policy, or group of policies. Modern economies are rooted in activities which generate carbon emissions.”

policy, rather than being ghettoised into any one department or agency. The approaches suggested would not require high levels of resourcing, but will depend on the willingness of all parties to find new, collaborative ways of working.

This report is structured around a distinction between low-carbon policy-making, by which we mean the design and development of policy, and low-carbon policy implementation, by which we mean the actions that are taken in response to policy decisions. While these areas clearly have many important and complex linkages, and frequently overlap, we have used this distinction as the institutional solutions needed for each are different.

Whilst institutional arrangements clearly have a contribution to make to the development of a low-carbon economy in the UK, it is not the institutions, but the policies themselves that are the most important issue. This report's focus on institutions is not intended to suggest that these are more important than policy. It argues that effective institutions enable the development and implementation of the policies that will be needed as the UK makes the shift towards a low-carbon future.

The nature of low-carbon policy

The fundamental purpose of low-carbon policy is to manage a process of radical change across all sectors of the economy in such a way as to minimise costs and risk, and maximise opportunity. To implement such change, actors throughout the economy need to be provided with clear, consistent guidance from Government about what they will be expected to deliver, and effective support to enable them to respond to that guidance.

While many different policies and initiatives will be needed to manage the process of change towards a low-carbon economy, each tailored to the specific needs of different sectors and target groups, it is possible to make some generalisations about the nature of low-carbon policy. These generalisations can help us to assess the effectiveness of both current and potential models of institutional design.

Developing and implementing low-carbon processes and technologies will require businesses and other actors to make significant changes in their investment strategies and operational practices. Making such changes will create risks for actors. Low-carbon policy institutions therefore need to establish long term frameworks with clear targets and timetables to minimise risk and to enable actors to plan ahead. It is also important that policy frameworks are as stable as possible, again to minimise risk, and that they are consistent with other areas of policy, to send clear messages to decision-makers.

Carbon emission reductions can be made in all sectors of the economy, and by many different technologies and processes. While in the long run most sectors and technologies will need to contribute to emission reductions, pursuing all of these options in the short to medium term is likely to dilute

resources and reduce policy effectiveness. Policy institutions therefore need to be able to develop clear route maps to help direct and manage the process of change, and identify priorities for action.

Low-carbon policy tends to be systemic in nature. Single policy instruments are seldom sufficient to create the conditions required to produce change. For example, while the fundamental building block of renewable energy policy may be the creation of a market mechanism such as the renewables obligation, planning, regulatory and fiscal policy also need to be changed to enable new renewable plants to be built and to operate commercially. If such complementary policies are not adjusted, low-carbon policies are likely to fail. Low-carbon policy institutions therefore need to be able to take a systemic approach to policy-making and fully engage all relevant policy-making departments and other bodies.

The objective of developing a low-carbon economy will require actions by all departments in Government. The RCEP report recommends that “the need to reduce greenhouse gas emissions... should be taken into account in all government policies”⁵. Low-carbon policy-making institutions will need to be able to integrate low-carbon objectives into policy throughout Whitehall.

Implementing low-carbon policy will also require complex interactions between a wide range of stakeholders including government funded agencies, academics, consultants, local governments, trade associations, and individual businesses. Effective implementation will require the creation of institutional frameworks that will enable low-carbon stakeholders to interact effectively.

Low-carbon policy will often require individual actors such as businesses or households to change their behaviour. Implementation bodies need to give actors clear messages about why they should change, and clear advice about any support mechanisms that may be available to them. Implementation strategies should aim to bring together different policies and programmes in a client-centred approach in order to meet these objectives.

Low-carbon policy has the potential to meet other important objectives in addition to reducing greenhouse gas emissions, such as creating employment and export opportunities, and meeting social needs. Policy-making institutions need to take these other objectives into account, and be able to identify synergies and make trade-offs between different policy objectives, such as reducing fuel poverty through reducing emissions.

Finally, given that the aim of low-carbon policy is to achieve radical change, some difficult trade-offs with other important political objectives will be needed. It is crucially important that policy-making institutions have sufficient political clout to implement controversial policies in the face of potential opposition from both within Whitehall and elsewhere.

5 Paragraph 10.67 RCEP, *Energy – the changing climate* HMSO, June 2000

low-carbon policy-making

current institutional arrangements for low-carbon policy-making

Low-carbon policy is currently designed in many different nodes of government in the UK, including several departments in Whitehall, the devolved administrations, at a local government level and by the Gas and Electricity Markets Authority (GEMA).

Following the recent restructuring, the main responsibility for low-carbon policy-making within Whitehall is split between three departments, DEFRA, DTI and DTLR. DEFRA leads on climate change policy generally, and on energy efficiency, emissions trading, combined heat and power policy, agricultural policy and energy crops. DTI leads on general energy policy, and has responsibility for the New and Renewable Energy Programme. DTLR has responsibility for transport, local government, housing, planning and regional policy. In addition the deputy prime minister, in the Cabinet Office, has maintained responsibility for Kyoto Protocol negotiations.

Other Whitehall departments with a significant involvement in low-carbon policy-making include the Treasury, which administers the climate change levy, the fuel duty escalator and other fiscal mechanisms; and the environment policy department of the Foreign and Commonwealth Office (FCO) which plays an active role in climate negotiations and international aspects of climate policy. The Department for International Development (DfID) also plays a role in promoting low-carbon technologies and strategies in developing countries.

“Links between most of the UK’s different nodes of low-carbon policy-making are made on an ad hoc basis.”

Although there have been recent attempts to improve co-ordination between the two Sustainable Energy units in DTI and DEFRA, links between most of the UK’s different nodes of low-carbon policy-making are made on an ad hoc basis, with relevant departments and other governmental bodies being engaged as necessary during the policy design process.

Outside Whitehall, the Gas and Electricity Markets Authority (GEMA) has direct responsibility for designing some important low-carbon policies, such as the Energy Efficiency Standards of Performance, which are implemented by Ofgem. Other policies over which GEMA has control, such as distribution price controls and the New Electricity Trading Arrangements (NETA) also strongly influence the effectiveness of low-carbon policy. For example, NETA may undermine the commercial competitiveness of some renewable energy generation technologies.

The devolved administrations in Scotland, Wales and Northern Ireland all have some level of responsibility for low-carbon policy-making. The Scottish Executive has full responsibility for all issues concerning the environment, including air quality, climate change and sustainable development, and for transport. Powers of energy policy in general remain with Westminster, although energy efficiency is fully devolved and the Executive has the power to set its own renewable energy obligation in Scotland if it chooses to do so. The Welsh Assembly has power over energy efficiency policy, but renewables policy-making is not devolved.

While Regional Development Agencies do not have any explicit low-carbon objectives, they do have an obligation to promote sustainable development through all of their activities. Given that the main remit of the agencies is to drive forward economic development, they could clearly play a role in promoting the uptake of low-carbon technologies and processes at a regional level.

Local government is responsible for local policy on transport, buildings and renewables planning. They also have responsibility for developing their own plans for promoting energy efficiency under the Home Energy Conservation Act. The new powers established by the Local Government Act 2000, which include the power to take action to improve social and economic 'well-being', may also give local authorities the opportunity to take a more proactive role in promoting low-carbon markets and technologies. This is a role which some progressive authorities have already started to explore through developing public private partnerships for the promotion of energy efficiency and investing in renewable technologies.

weaknesses in current arrangements for low-carbon policy-making

The central problem created by the dispersed nature of current arrangements for low-carbon policy-making is a lack of institutional capacity to take a systemic and strategic approach to policy development. This leads to a lack of coherence between different low-carbon policies and programmes, between departments within Whitehall, between Whitehall and non-departmental bodies like Ofgem, and between Whitehall and devolved, regional and local governments.

The fact that many of the different actors involved in policy-making are working within different organisational cultures and have different priorities to one another creates further incoherence. It is also frequently unclear which department or organisation, if any, has the power to take final decisions on new policy. This problem seems to have been a major factor behind the lengthy delay in developing new renewable energy policy during the last Parliament.

The lack of coherence between low-carbon policies, programmes and the

different parts of government also means that non-governmental stakeholders, including businesses and the general public, are not being sent clear messages about what action they should take. Information about the different support programmes that may be available to them is not coordinated. This issue is dealt with in more detail in the section on policy implementation.

“Low-carbon objectives are not consistently integrated into Government policy as a whole.”

There is also no institutional mechanism to ensure that the need to reduce carbon emissions is taken into account in general policy-making. As a result, low-carbon objectives are not consistently integrated into Government policy as a whole. Some areas of policy which have a strong impact on carbon emissions, such as general energy policy, agricultural policy and industrial policy do not sufficiently reflect low-carbon objectives.

Delivering a systemic approach to low-carbon policy-making, and ensuring that low-carbon objectives are integrated into wider Government policy, will require strong political leadership. Previously the split in responsibility between DTI and the former Department of the Environment, Transport and the Regions (DETR) meant that low-carbon policy lacked an obvious champion in the Cabinet and within Whitehall. The recent departmental restructuring has exacerbated this problem as responsibility for the central areas of low-carbon policy is now split between three departments.

There is already considerable evidence that the lack of institutional coherence is undermining the effectiveness of low-carbon policy-making. As the UK moves towards making deeper cuts in emissions, the need for joined-up policy-making will become even more pressing.

objectives for low-carbon policy-making

- Any new arrangement for low-carbon policy-making needs to:
- have the capacity to take a systemic approach to policy development;
 - ensure that low-carbon objectives are consistently integrated into Government policy as a whole;
 - develop long-term route maps for change and ensure that coherent, stable policy frameworks are created that send non-governmental stakeholders clear messages about what action they should be taking;
 - create a clearly identified, politically influential champion for low-carbon policy with influence both in the Cabinet and throughout Whitehall.

Below, a number of institutional options are assessed against these criteria.

options for new institutional arrangements for low-carbon policy-making

option A: low-carbon unit

This option would help to join up the many different nodes of low-carbon policy-making by creating a single co-ordinating body for low-carbon policy-making in Whitehall. The unit would be responsible for engaging all relevant Government departments in the development of a more coherent, co-ordinated policy framework for reducing the UK's greenhouse gas emissions. It would also work with the departments to help build institutional support for the policy changes needed.

A low-carbon unit could either be housed in one of the departments with responsibility for major areas of climate-related policy, such as DEFRA, DTI or DTLR; it could be jointly owned by two or more of these departments; or it could sit within the Cabinet Office. The pros and cons of these options are discussed below.

low-carbon unit in Cabinet Office

Modeled on the Social Exclusion Unit, this unit would have responsibility for developing co-ordinated overall strategies for low-carbon development, and for ensuring direction, co-ordination and evaluation of low-carbon policy. It would also work to ensure political support for new policy. Detailed policy design and management of implementation programmes and institutions, like the Carbon Trust, could remain with the relevant departments. The unit could be led by a Cabinet Office minister, by a minister from a relevant department like DEFRA or DTI, or it could report directly to a ministerial committee.

pros: High political profile; equal relationship to all government departments (potential to be seen as an honest broker); potential to ensure that low-carbon policy is integrated throughout Government policy (rather than being stuck in a low-carbon ghetto); not influenced by existing departmental cultures; free to be critical of departments that do not integrate low-carbon objectives into policy; setting it up would cause minimal disruption.

cons: Being one step removed from policy-making and implementation may make managing change difficult; no automatic ministerial relationship (it would need a clear relationship with one or more influential ministers); would only be effective with strong backing from the Cabinet or the Prime Minister's office.

low-carbon unit in DTI

The unit would have responsibility for co-ordination of low-carbon policy across Government, and for designing and managing the implementation of core low-carbon policies and programmes, including emissions trading, the

Renewables Obligation, R&D programmes, the Carbon Trust and so on. This would require responsibility for several existing policies to be transferred from DEFRA.

pros: Potential to integrate low-carbon objectives into overall energy policy, and now also responsible for construction; strong links with industry and expertise in promoting technology development and innovation; strong links with bodies such as Ofgem, Trade Partners UK etc; potential for clear political leadership from single ministerial champion.

cons: Current departmental culture not strongly orientated towards low-carbon objectives; unclear how much of low-carbon policy should or could be moved to DTI but unlikely that overall climate, transport and planning policy could be transferred; would be more difficult for one department to ensure that low-carbon objectives are integrated into other department's policies; difficult to take a critical position about lack of low-carbon objectives in other policy areas within DTI; risk of creating low-carbon policy ghetto; setting it up would cause significant upheaval.

low-carbon unit in DEFRA

As with DTI model, the unit would have responsibility for co-ordination of low-carbon policy across Government, and for designing and managing the implementation of core low-carbon policies, e.g. emissions trading, the Renewables Obligation etc. This would require responsibility for several existing policies to be transferred from DTI and DTLR.

pros: Strong link to overall climate policy, and to energy efficiency, Combined Heat and Power (CHP), emissions trading policies; and to implementation bodies including the Carbon Trust and the Energy Saving Trust; potential for clear political leadership from single ministerial champion.

cons: Not responsible for overall energy policy; no longer responsible for buildings, construction, local government or planning policy; unclear how much of low-carbon policy could be moved to DEFRA but unlikely to include responsibility for regulation of energy markets; potential conflict between environmental protection and industry sponsorship responsibilities; weak links to Ofgem, not much experience of working with businesses to develop new markets and technologies; hard for one department to ensure that low-carbon objectives are integrated into other department's policies; difficult to take a critical position about lack of low-carbon objectives in other policy areas within DEFRA; risk of creating low-carbon policy ghetto; setting it up would cause significant upheaval.

low-carbon unit in DTLR

As with DTI and DEFRA models, the unit would have responsibility for co-ordination of low-carbon policy across Government, and for designing and managing the implementation of core low-carbon policies. This would require responsibility for several existing policies to be transferred from DTI and DEFRA.

pros: Strong link to transport policy, which has so far proved to be the most difficult area of policy into which to integrate low-carbon objectives; strong link to planning and housing policy; potential for clear political leadership from single ministerial champion.

cons: Not responsible for many other areas of low-carbon policy; unclear how much of low-carbon policy could be moved to DTLR but unlikely to include responsibility for regulation of energy markets or overall climate policy; weak links to Ofgem, not much experience of working with businesses to develop new markets and technologies; hard for one department to ensure that low-carbon objectives are integrated into other department's policies; difficult to take a critical position about lack of low-carbon objectives in other policy areas within DTLR; risk of creating low-carbon policy ghetto; setting it up would cause significant upheaval.

Joint DTI/DEFRA/DTLR low-carbon unit

Given the importance of all three departments' policy remits to the successful development of low-carbon policy, there would seem to be an argument for creating a joint unit. This could have responsibility for co-ordinating low-carbon policy within the three main departments and across Government as a whole, leaving detailed design and implementation where it is now. Alternatively, it could be responsible both for co-ordination across Whitehall and for the detailed design and management of core low-carbon policies. It would be jointly responsible to ministers of all three departments.

pros: Links to all the policy areas mentioned above; access to the different types of expertise held by each department; three ministerial champions; may not require much upheaval to set up, especially if only responsible for policy co-ordination.

cons: May not have sufficient political clout to ensure that low-carbon objectives are integrated into other departments' policies; difficult to take an independent view of other policy areas within the three departments; danger that ministers would not feel strong ownership.

option B: low-carbon ministerial committee

The complex, interdepartmental and potentially controversial nature of low-carbon policy; the depth of the changes that will be required; and the need to establish a strong, consistent commitment to low-carbon objectives at high level all suggest an ongoing need to engage ministers in low-carbon policy-making. This engagement could be achieved by creating a new low-carbon ministerial committee.

The role of such a committee would be to ensure a joined-up approach to low-carbon policy-making at the highest level, and to build understanding of, and political commitment to, low-carbon policy objectives in all relevant departments.

“The role of such a committee would be to ensure a joined-up approach to low-carbon policy-making at the highest level.”

If deeper cuts in emissions are to be achieved, low-carbon policy decisions will need to be made in all government departments. This may seem to suggest the need for having ministers from all departments on a low-carbon ministerial committee. However, it might be more effective to have a smaller, fully engaged committee of ministers from those departments that will need to play a leading role in implementing low-carbon policy. These would include DEFRA, DTI, DTLR, the Treasury and the FCO. The deputy prime

minister’s responsibility for Kyoto Protocol negotiations suggests that he too should be a member of such a committee.

Given the need to actively engage other departments, the chairmanship of the committee could be rotated between the three main departments. In either case, it would be preferable to have cabinet level ministers as chairs, to ensure that low-carbon issues are properly understood and represented at the highest level.

The low-carbon ministerial committee could either be serviced by a secretariat, or by a low-carbon unit (see Option A above).

option C: low-carbon networks

Wherever the new low-carbon unit is situated in Whitehall, it will not be able to have responsibility for all the areas of policy that will need to be changed in order meet low-carbon objectives. Effective mechanisms for engaging other departments, non-departmental organisations and devolved, regional and local government in a systemic approach to policy-making will be needed.

One option for delivering such an approach is the creation of low-carbon policy networks. These would create permanent frameworks in which officials from relevant departments, non-departmental organisations like Ofgem, and other levels of government could work together to improve the effectiveness of different areas of low-carbon policy. The main function of the networks would be to:

- analyse gaps and weaknesses in current policy, and develop recommendations for overcoming them;
- agree strategic objectives and priorities for future policy;
- develop proposals for new low-carbon policy to meet these objectives.

Network members would be responsible for working within their own departments, organisations and governments to ensure that their recommendations were workable and acceptable.

The network system would enable different policy-making stakeholders to co-ordinate on a mutually agreed basis. This approach would be particularly appropriate given the devolved nature of many areas of low-carbon relevant policy, and the need to engage regional and local government.

The network system would also create the potential for government to involve non-governmental stakeholders – NGOs, policy experts, business representatives such as ACBE – in policy design processes in a systematic way. This could increase the effectiveness of policy design, and build support and ownership of new policies with these constituencies.

“The network system would enable different policy-making stakeholders to co-ordinate on a mutually agreed basis.”

subject areas

To cover the broad range of low-carbon issues, several networks would need to be established, each with responsibility for one strand of low-carbon policy. Given the complexity of low-carbon policy, and the many interactions between different areas of policy, the way in which responsibility for different areas of policy is split between the networks would have an impact on their effectiveness. As a general principle, responsibility for policy should be divided in such a way as to encourage systemic thinking, and to enable potential synergies to be maximised. The following list suggests how this might be done, and which areas of policy could be covered by each network:

low-carbon policies for households: energy efficiency/autogeneration advice and awareness raising campaigns; fuel poverty programmes; Energy Efficiency Standards of Performance; EST domestic programmes; energy efficient product promotion (joint with market transformation); domestic building regulations; policies promoting small scale autogeneration (e.g. solar PV, solar thermal, micro CHP); general strategy for relevant R&D programmes.

low-carbon policies for businesses: Energy Efficiency Best Practice Programme and other Carbon Trust work targeted at business energy users; UK Emissions Trading Scheme policy; Kyoto Mechanisms policy; policies promoting business use of Combined Heat and Power and other low-carbon autogeneration technologies; Climate Change Levy Negotiated Agreements; Energy Saving Trust Small Medium Enterprise programmes; commercial building regulations; general strategy for relevant R&D programmes.

low-carbon energy generation and infrastructure: Renewables Obligation; general Combined Heat and Power policy; New Electricity Trading Arrangements (NETA) issues; distribution price control issues; regulatory/network issues relating small scale/autogeneration; New and Renewables Programme; Carbon Trust work targeted at generation technology developers; planning policy; general strategy for relevant R&D programmes.

low-carbon market transformation: Electrical goods (joint with households); transport technology (joint with transport); energy service companies; integrated product policy.

low-carbon transport: General land use planning policy; transport infrastructure; transport technology (joint with market transformation).

how would the policy networks work?

The networks could be based on core groups of Whitehall officials with lead responsibility for the policy areas within each subject group; officials from other relevant departments that may not lead on policy, like the Treasury; officials from the devolved administrations with responsibility for low-carbon policy; representatives of any non-Whitehall organisations – GEMA, for example – with relevant policy-making powers and representatives from any new co-ordinating body for low-carbon implementation.

The networks would meet regularly and correspond electronically between meetings. Their overall objective would be to explore the issues discussed above – the gaps in current policy; strategic objectives for future policy; new policy proposals and so on. However, they would decide on their own workplan (in consultation with the low-carbon unit and/or the low-carbon Ministerial Committee if these were established).

Secretariat support to the networks could be provided either by a new low-carbon unit, or by DEFRA, given its overarching responsibility for climate policy. The secretariats to the networks should have the capacity and funding to carry out research, to enable the preparation of substantive reports. The main ‘hard’ output of the networks would be reports on specific areas of policy, with recommendations for policy change or the introduction of new policies. The main ‘soft’ outputs would be the creation of stronger lines of communication between departments and non-Whitehall organisations, and the role that network members would be encouraged to play in helping to integrate low-carbon objectives into departmental/organisational policy as a whole.

recommendations on institutional arrangements for low-carbon policy-making

Given the complex and systemic nature of low-carbon policy, and the fact that it will never be possible to bring all the major areas of low-carbon policy into one department, the most important function of any new institutional arrangements will be to co-ordinate and integrate low-carbon policy-making across all relevant departments in Whitehall and beyond.

All three of the options above have the potential to play important roles in achieving this end. A low-carbon unit would provide a permanent institutional champion for the development and implementation of a co-ordinated and integrated low-carbon strategy for the UK. A ministerial committee would help deliver the necessary high-level support for such a strategy. Low-carbon networks would help to ensure that all relevant stakeholders both within and outside

Whitehall are systematically involved in the policy development process.

The three options also have the potential to interact effectively. The low-carbon unit would provide secretariat support to both the ministerial committee and the low-carbon networks, whilst the ministerial committee would draw on the work of both the networks and the low-carbon unit to inform their decision-making processes. The networks would provide a crucial linkage between the unit, the ministers and the many different stakeholders who are actively engaged in low-carbon policy-making within local, regional and devolved governments, and in the private sector.

This report therefore recommends that the Government considers implementing all three options, as follows:

a low-carbon policy unit in the Cabinet Office

Housing the unit in the Cabinet Office is the strongest option as it enables the unit to have an equal relationship with all departments, and gives it the freedom to challenge any department over policy failures.

The unit's objectives would be to work with all relevant central government departments; local, regional and devolved governments and other policy-making organisations to develop a coherent and comprehensive set of policies for shifting the UK economy towards a low-carbon future.

The unit would be divided into several policy areas – households, transport, businesses and so on – each would correspond with the subject area of one of the low-carbon networks. Within each policy area the unit would be responsible for developing:

- an ongoing analysis of gaps and weaknesses in current policy, and recommendations for overcoming them;
- strategic objectives and priorities for future policy;
- proposals for new low-carbon policy to meet these objectives.

This work would be done in dialogue with the relevant policy networks. However, the unit would produce its own analysis and recommendations which it would deliver to the low-carbon ministerial committee independently of the reports from the networks themselves.

The unit could either report directly to the ministerial committee, or to a single minister in the Cabinet Office or DEFRA.

“Housing the unit in the Cabinet Office is the strongest option as it enables the unit to have an equal relationship with all departments, and gives it the freedom to challenge any department over policy failures.”

low-carbon ministerial committee

This would be made up of ministers with relevant responsibilities from the departments which play a leading role in developing and implementing climate policy. These are DEFRA, DTI, DTLR, FCO and the Treasury.

To ensure engagement with, and support for, low-carbon objectives at the highest level, the committee would always be chaired by a Cabinet level minister. Given that three departments have a central role to play in low-carbon policy, the chair would rotate between the Secretaries of State from DEFRA, DTI and DTLR.

The committee would receive secretariat support from the low-carbon unit, and would also receive reports from the low-carbon networks. The committee's main business would be to provide direction for the low-carbon unit, to consider the recommendations made by the unit and the networks, and to agree new policy.

low-carbon policy networks

These would bring together officials from all relevant departments and levels of government to identify gaps in current policy, decide on strategic objectives for future policy and develop new policy proposals. Several networks would be established, each with a focus on a different area of low-carbon policy.

The networks' objectives would be to bring together stakeholders from different parts of government to develop a shared analysis of the effectiveness of existing low-carbon policy; to develop joint recommendations for new policy; and to work towards building support for, and understanding of, low-carbon objectives within the participating organisations themselves.

“The networks would set their own agenda, guided by input from the low-carbon unit and ministerial committee.”

The networks would set their own agenda, guided by input from the low-carbon unit and ministerial committee, and would produce their own reports for consideration by the low-carbon ministerial committee. They would be given secretariat support by the low-carbon unit, and would have a budget for independent research.

relationship with low-carbon portals

Both the policy unit and networks would work closely with stakeholders involved in running the low-carbon portals, described below. This should ensure that policy development processes are tailored to helping the low-carbon portals achieve their objective of delivering a client-centred approach to low-carbon implementation.

low-carbon implementation

current institutional arrangements for low-carbon implementation

There is currently a plethora of organisations involved in implementing low-carbon policy in the UK. Several different executive organisations have low-carbon implementation as their main business, including the Energy Saving Trust, the Carbon Trust, the Climate Change Projects Office and the planned Emissions Trading Authority. Other executive organisations with more general remits are responsible for implementing some of the most important low-carbon policies. Ofgem implements Energy Efficiency Standards of Performance and the Renewables Obligation; the Environment Agency is responsible for energy efficiency under Integrated Pollution Prevention Control (IPPC). Recently privatised research bodies such as AEA Technology and Buildings Research Energy Conservation Support Unit (BRECSU) have contracts to implement major low-carbon programmes – the New and Renewables Energy Programme and Energy Efficiency Best Practice Programmes – as do other private consultancies. Local government has responsibility for transport, renewables and land use planning, for Local Agenda 21 and for promoting energy efficiency responsibilities under the Home Energy Conservation Act.

Scotland and Wales have their own dedicated officers and programmes in the Energy Saving Trust and the Carbon Trust, which in Scotland are wholly funded by the Scottish Executive. The Scottish Executive also has its own Scottish Energy Efficiency Office which runs the Energy Efficiency Best Practice Programme in Scotland.

Many existing low-carbon policies also require businesses to play a sophisticated role in policy implementation. These include the Energy Efficiency Standards of Performance, which require energy businesses to develop and fund their own domestic energy efficiency and fuel poverty programmes; the Renewables Obligation, which requires energy supply businesses to support renewable electricity; and the Emissions Trading Scheme, which will not only requires businesses to make (at present voluntary) cuts in their overall emissions, but will also be largely operated by private companies. This engagement has led many businesses to develop a strong expertise in low-carbon policy design and implementation.

weaknesses in current arrangements for low-carbon policy implementation

The fact that so many different organisations are involved in low-carbon policy implementation is both a strength and weakness. The strength comes from having high levels of expertise distributed widely across different types and sizes of organisation, all of which have different and potentially

complementary roles to play in developing a low-carbon economy. However the weakness stems from the fact that at present we lack any overarching mechanism to ensure that the many different areas are properly co-ordinated.

This lack of co-ordination of low-carbon policy implementation creates a number of problems. Gaps in policy coverage and/or overlaps between programmes and policies are likely. Potential synergies between programmes and activities may be missed. There is no systematic way in which stakeholders working on the same or similar issues can share experience and best practice; neither is there any mechanism for developing coherent, prioritised implementation strategies. Funding is spread out between many relatively small scale programmes, rather than being focused on larger projects, which may reduce its overall impact on low-carbon development.

While many programmes and activities include activities aimed at raising public/business awareness, these activities are not co-ordinated, which means that there is a lack of consistency in the way in which low-carbon messages are communicated, and that the impact of communications work is reduced. As ACBE have pointed out⁶ the multiplicity of programmes and activities aimed at target groups, like domestic households or business energy users, mean that if they do decide to take action, they are faced with a potentially confusing array of different low-carbon support options.

The main weaknesses in current arrangements for low-carbon policy implementation can be summarised as a lack of interaction and co-ordination between stakeholders involved in implementation, and a failure to bring together information and support on the different policies and programmes in a client-centred way.

objectives for joining up low-carbon policy implementation

The four main objectives for any new institutional structures aimed at increasing join-up between low-carbon implementation programmes should be as follows:

- **programme co-ordination:** New arrangements need to enable the different low-carbon implementation programmes and policies to work together more effectively by identifying potential synergies, overlaps or gaps in policy coverage. They should also encourage different groups to work together to develop new ideas for joint or co-ordinated initiatives.
- **maximised effectiveness and economic efficiency:** New arrangements should help to ensure that funds spent on low-carbon programmes have as great an impact as possible. This may mean that some programmes are merged.

⁶ “From the business perspective, the current range of programmes focusing on energy efficiency, fuel poverty and climate change in general can be confusing for companies trying to use the services provided” ACBE Climate Change Working Group Carbon Trust Proposal, October 2000.

- **stakeholder interaction:** New arrangements should create a framework in which stakeholders from the different programmes can exchange experience and best practice, and can identify how work done in other programmes might contribute to their own work.
- **client-centred approaches:** Perhaps most importantly the new arrangements should enable stakeholders from different programmes to work together to ensure that existing and new programmes are designed to meet client needs, and that the information offered to client groups about programmes is clear and coherent, and can be obtained easily. Raising client groups' awareness of climate and low-carbon issues is also a high priority.

All of these objectives strongly interact with one another. It would not be possible to deliver a client-centred approach without also co-ordinating the programmes and enabling stakeholders to interact.

who are the clients for low-carbon policy implementation?

Given that we are arguing that any new institutional arrangement should take a client-centred approach to co-ordinating low-carbon policy implementation, it is worth trying to identify who the client groups are. We would suggest the following list:

- Households (with the fuel poor as a subgroup)
- General business (with SMEs as a subgroup)
- Local authorities
- Low-carbon focused businesses – i.e. businesses involved in the development of low-carbon products and services (with transport, domestic appliances, energy generation and commercial energy efficiency products and services as subgroups)

options for joining up low-carbon policy implementation

Following discussions with governmental and non-governmental stakeholders, Green Alliance has identified two main options for delivering more effective co-ordination of low-carbon policy implementation. Both of the following options would need to be given a remit to deliver the four objectives of increased programme co-ordination, maximising effectiveness and economic efficiency, enabling stakeholder interaction and delivering a client-centred approach.

option A: a low-carbon agency

Based on a merging of existing organisations, this option could either simply involve merging the Energy Saving Trust and Carbon Trust, or could involve more widespread institutional restructuring by bringing together into one body the management of a broad range of existing low-carbon

“The agency would also be responsible for giving advice to Whitehall on how policy could be changed to enable the delivery of more effective and co-ordinated low-carbon programmes.”

programmes, including the Emissions Trading Scheme, the New and Renewable Energy Programme, the Energy Efficiency Best Practice Programme, and the Climate Change Projects Office. The agency would be responsible for the overall direction of these programmes, but could contract out their implementation to other bodies. The agency would also be responsible for giving advice to Whitehall on how policy could be changed to enable the delivery of more effective and co-ordinated low-carbon programmes. The effectiveness of the agency’s work could be greatly increased by the establishment of low-carbon policy networks and portals (see above and below), the latter of which could potentially be housed in the agency.

pros: Creates a clear focal point for stakeholders to interact with; could create a one-stop-shop for business and domestic clients; bringing together many programmes into one organisation should allow for increased co-ordination and sharing of expertise; should enable the delivery of a client-centred approach.

cons: Depending on how many programmes were merged into the body, direct responsibility for implementation of several programmes (e.g.

emissions trading, renewables programme etc) might be limited; setting up would involve considerable upheaval; unclear how the agency would report to Whitehall given that low-carbon programmes are currently sponsored by several different departments; having responsibility for programme implementation could be a barrier to giving impartial advice and feedback to Whitehall.

option B: a low-carbon co-ordinating body

This body would act as an overarching co-ordinating mechanism for all low-carbon programmes and activities, but would not have direct responsibility for the implementation of any of the programmes. It would work with the organisations responsible for programme delivery to ensure that programmes were properly co-ordinated, that expertise and experience were shared, and that a client-centered approach was delivered. It would also deliver advice to Whitehall about how policy could be changed to enable more co-ordinated and effective implementation. Setting up low-carbon policy networks and/or low-carbon portals would help the body to establish the close links with all relevant policy-making and implementing organisations, including those in Scotland, Wales and Northern Ireland. The body could be located within Whitehall, possibly as a part of a new low-carbon unit, or outside Whitehall, as an independent organisation.

pros: Should enable all low-carbon programmes to be better coordinated without creating major upheaval; not having responsibility for any programmes should enable the body to act as an honest broker between stakeholders and should to give independent policy advice and feedback to Whitehall and other policy-making bodies; even without responsibility for implementation, could still act as ‘one-stop-shop’ if operating portals; reporting to Whitehall could be simple as could report to new low-carbon policy unit or DEFRA.

cons: Not having direct responsibility for programme delivery might make it difficult to ensure that programmes are properly co-ordinated or to get ownership of objectives by implementing organisations; creates an extra layer of management of low-carbon programmes.

option C: low-carbon portals

Whatever new arrangements for co-ordination of low-carbon policy implementation are adopted, there will remain a strong need to encourage households, businesses and local authorities to implement their own low-carbon measures.

At present there is a confusing plethora of outreach, information and support programmes for the low-carbon client groups identified above. The goal of low-carbon portals would be to help rationalise these programmes in order to deliver more effective outreach programmes, and clearer and more comprehensible advice and guidance about the availability of support programmes.

Low-carbon portals would be based around internet sites which would bring together information about all the many different policies and support programmes into single, easy to use one-stop-shops for households, businesses and local authorities. However, given that raising awareness and changing attitudes to climate and low-carbon issues are also policy objectives, the portals would also be supported by extensive communications programmes.

Secretariat support for the portals could be provided by either a new low-carbon implementation body (Option A), a co-ordinating body (Option B), or DEFRA. The stakeholders responsible for running the different programmes that would be brought together by the portals would need to be closely involved in their design and operation. Setting up the portals would require high levels of co-ordination between a wide range of organisations involved in implementing low-carbon policy, and would probably require the creation of inter-organisational working groups. This would have positive side effects through establishing strong lines of communication between organisations and highlighting areas of policy overlap, or policy gaps. Information on these gaps could then be fed into the relevant low-carbon policy-making processes.

The effect of the portals should be to make it simple for any household, small or large business or local authority to get information on climate change issues in general, and to get guidance on all of the low-carbon support programmes or policies, including programmes run by non-Governmental actors, that may be available to help them take action on climate change.

The portals would need to be designed to meet the specific needs of their client groups. The following are some ideas about what each portal might offer:

household portal: General information on the causes and impacts of climate change; advice on energy efficiency, autogeneration, green electricity; information on all available low-carbon support programmes including those run by local authorities and energy businesses; tailored online advice on which programmes may be available to clients based on their geographical location, income levels, whether they own their own houses etc.; the option of applying for support from available programmes on-line.

general business portal: General information on causes and impacts of climate change; general advice on energy efficiency, autogeneration, green electricity, transport; examples of best practice; information on all available low-carbon support programmes and other policies (including Climate Change Levy, Emissions Trading System etc); tailored online advice on which programmes may be available to businesses based on their type of business, the size of their energy bills etc.); the option of applying for support from available programmes online; information on upcoming meetings and conferences.

low-carbon focused business portal: Information on all available support programmes including export support, Climate Change Projects Office etc.; information on work done by low-carbon research and development programmes; information on best practice; option to join newsgroups; option of applying for support, or to participate in R&D programmes online, contact details for officials responsible for support programmes; information about upcoming meetings and conferences.

local authority portal: Information on low-carbon policy and implementation issues, e.g. renewables planning, district heating, energy efficiency service company models etc.; examples of best practice; opportunities to share experience; information on upcoming meetings and conferences.

transport portal: Information on the climate impacts of transport options (including rail and air travel, bicycles, different types of motor vehicles); information on low-carbon transport options, including car-sharing schemes; low emission cars; bicycle routes; information on support programmes for low-carbon transport options; information for businesses on low-carbon transport strategies (encouraging car sharing, efficient distribution strategies etc.).

funding for portals

Given the complexity of the underlying information, and the need to provide clear, compelling, regularly updated information and advice, low-carbon portals would need to be given significant levels of funding in order to be effective. Some of this funding could be shifted from existing information and advice programmes, but additional funding would also be needed.

publicity for portals

To be effective the portals would need to be extensively publicised. Creative and innovative communication strategies, possibly using private information channels like electricity bills, need to be developed. Designing and publicising low-carbon portals could be one of the first tasks undertaken by any new body for the co-ordination of low-carbon implementation.

“Creative and innovative communication strategies, possibly using private information channels like electricity bills, need to be developed.”

recommendations on institutional structure for low-carbon implementation

Given the diversity of organisations currently involved in low-carbon policy implementation, and the growing need to develop a co-ordinated, coherent approach, there is a strong argument for creating a single, well-funded, central body responsible for low-carbon implementation. Such an organisation would need to have a strong client-centred approach, which could partly be achieved by creating low-carbon portals – co-ordinated information points for households, businesses and local authorities.

This report therefore recommends the creation of the following new institutions to improve the co-ordination, efficiency and effectiveness of low-carbon policy implementation:

low-carbon agency

This would be based on a merging of the Energy Saving Trust and Carbon Trust, and would also have responsibility for the Emissions Trading Scheme and the Climate Projects Office. It would also be useful for the agency to be responsible for the New and Renewable Energy Programme, and for low-carbon transport technologies.

The agency would be directly responsible for implementing and monitoring most of the major low-carbon policies and programmes. It would also be responsible for providing feedback on the effectiveness of policies and programmes to the policy-making bodies; departments; the Cabinet Office low-carbon unit; and the low-carbon ministerial committee.

The agency would report to DEFRA, or, if it were responsible for programmes and policies sponsored by other departments, it could report directly to the other departments for the relevant parts of its work. The low-carbon ministerial committee would be responsible for ensuring that the agency received coherent guidance from the different departments.

low-carbon portals

The new low-carbon agency would have responsibility for designing and running new low-carbon portals, well-publicised ‘one-stop-shops’ for households, businesses and local authorities which would provide clear, comprehensive information about climate issues, low-carbon options and available support programmes. The agency would also be responsible for running substantial communications programmes to raise public awareness of climate issues and publicise the portals.

conclusions and recommendations

The current institutional arrangements for low-carbon policy design and implementation are not sufficient to deliver the coherent policy framework that will be needed to guide the UK successfully towards a low-carbon future. The current arrangements also fail to give low-carbon issues the sort of high political profile that they will need in the future as difficult policy decisions start to be taken.

The report makes recommendations for a new approach to the design and implementation of low-carbon policy, through the creation of new institutions and networks. These structures are designed to enable the development of a more joined-up and effective set of low-carbon policies, and to help to ensure that low-carbon issues receive the sustained political attention that they need.

While the main focus of this report is on institutional structures, we also point out that it is the policies themselves that are the most important issue. However, the report does suggest that the new, innovative and coherent institutional arrangements proposed could play a major role in creating an institutional climate that would enable the development and implementation of the radical and effective policies needed as the UK makes the shift towards a low-carbon future.

recommendations on institutional arrangements for low-carbon policy-making

It will never be possible to bring all the major areas of low-carbon policy into one department. The most important function of any new low-carbon policy unit will be to co-ordinate and to integrate low-carbon policy-making across all relevant departments in Whitehall and beyond. Associating the unit strongly with any one department, or even with the three departments with the greatest involvement in climate related policy (DEFRA, DTI and DTLR), could make it difficult for the unit to ensure that low-carbon objectives were taken on board by other departments. This type of arrangement would make it less likely for the low-carbon unit to criticise or challenge its own department(s) over failures to integrate low-carbon objectives into general areas of policy (e.g. energy, planning, transport etc.). In contrast, a low-carbon policy unit within the Cabinet Office would have an equal relationship with all departments, and the freedom to challenge any department over policy failures.

However, to be effective, as well as being free to criticise and challenge, a low-carbon unit within the Cabinet Office would need to have strong and constructive relationships with all relevant departments and with organisations outside Whitehall. We would therefore recommend the creation of two institutional structures in support of the new policy unit: a new low-carbon ministerial committee, which would help to ensure that low-carbon objectives are taken seriously at a high level throughout government, and a system of

low-carbon policy networks which would help build strong co-operative relationships between policy-making officials in all relevant departments and in organisations outside Whitehall.

recommendations on institutional arrangements for low-carbon policy implementation

Given the diversity of organisations currently involved in low-carbon policy implementation, and the growing need to develop a co-ordinated, coherent approach, there is a strong argument for creating a single, well funded, central agency responsible for low-carbon implementation. Such an organisation would need to have a strong client-centred approach, which could partly be achieved by creating low-carbon portals: co-ordinated information points for households, businesses and local authorities.

The agency would be directly responsible for implementing and/or monitoring most of the major low-carbon policies and programmes. It would also be responsible for providing feedback on the effectiveness of policies and programmes to the policy-making bodies (departments, the Cabinet Office low-carbon unit, the low-carbon ministerial committee).

Given the importance of delivering an integrated, client-centred approach to low-carbon implementation, we recommend that the new agency be required to set up **low-carbon policy portals** for client groups, including households, general business, low-carbon businesses and local authorities. These would be ‘one-stop-shops’ delivering general low-carbon advice and client-specific information on all available low-carbon programmes. To be effective, these portals would need high levels of resourcing, some of which could be transferred from existing low-carbon information services. The co-ordination of the portals would require high levels of co-ordination between implementing bodies, which should help build strong lines of communication between implementing organisations. The process of setting up and maintaining the portals would help highlight policy overlaps and gaps, information on which could be fed back to the low-carbon policy unit and the relevant low-carbon policy network.

annex 1: consultees

Derek Baggs, Electricity Association
 Brenda Boardman, Environmental Change Unit, Oxford
 Stewart Boyle, Independent Consultant
 John Brown, Scottish Executive
 John Chesshire, SPRU
 Ian Coates, Performance and Innovation Unit
 Ute Collier, WWF-UK
 Richard Dixon, Friends of the Earth, Scotland
 John Doddrell, DTI
 Nick Eyre, Performance and Innovation Unit
 Chris Fay, ACBE
 Nick Goodall, British Wind Energy Association
 Jonathon Green, DTI
 David Green, Combined Heat and Power Association
 Sir John Harman, Environment Agency
 Gaynor Hartnell, Confederation of Renewable Energy
 John Hill, TXU Europe
 John Hoy, DTI
 Rob Holt, National Assembly for Wales
 Eddie Hyams, Bizz Energy Ltd
 Merlin Hyman, Environmental Industries Commission
 Mark Johnson, Friends of the Earth
 Alistair Keddie, DTI
 Peter Kepener, Centre for Sustainable Energy
 Denise Knight, IIEC
 John Lanchberry, RSPB
 Eoin Lees, Energy Saving Trust
 Peter Lehmann, Energy Saving Trust
 Jacqueline Maguire, AEA Technology
 Peter Mallaburn, Carbon Trust
 Russell Marsh, WWF-UK
 Callum McCarthy, Ofgem
 John McMullan, University of Ulster
 Catherine Mitchell, SPRU
 Margaret Mogford, BG Plc
 Leslie Packer, DETR
 Nicholas Steen, Association of Electricity Producers
 Ian Stephenson, ACBE
 Tim Stowe, RSPB Cymru
 Stephen Tindale, Greenpeace
 Richard Wakeford, Countryside Agency
 Philip Ward, DETR
 Andrew Warren, ACE

annex 2: acronyms

BRESCU	Buildings Research Energy Conservation Support Unit
DEFRA	Department of Environment, Farming and Rural Affairs
DETR	Department of Environment, Transport and the Regions
DTI	Department of Trade and Industry
DTLR	Department of Transport, Local Government and the Regions
EST	Energy Saving Trust
GEMA	Gas and Electricity Market Authority
IPPC	Integrated Pollution Prevention and Control
Ofgem	Office of Gas and Electricity Markets
PIU	Performance and Innovation Unit, Cabinet Office