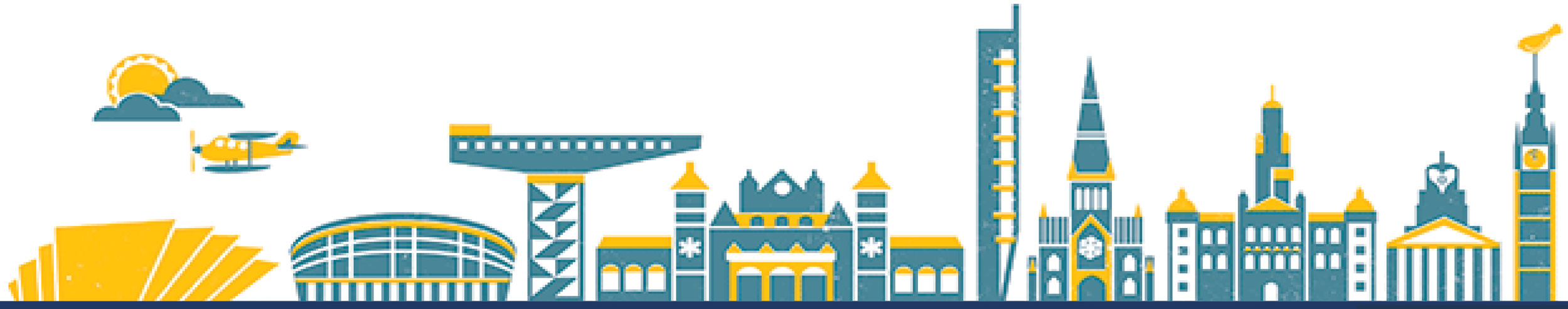

# GOVERNING TRANSITIONS TO A LOW CARBON CITY: A CASE STUDY OF GLASGOW, SCOTLAND

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## The Context Of Glasgow

**Geographic:** West coast of Scotland, UK. 615,000 inhabitants (11.3% of total population of Scotland). By 2037, the population is projected to increase by 15.1%. Largest city in Scotland, fourth largest in the UK.

**Historical:** Heavy industry (e.g. shipbuilding, steel and coal) during 1880s. Glasgow become popularly known as 'The Second City of the Empire' at that time.

**Economic:** Seeking to reposition itself as a post-industrial, entrepreneurial city. The City has experienced significant growth in its commercial and financial sectors, contributing £19.25 billion GVA per annum to Scotland's economy.

**Social:** High levels of social and economic inequality, deemed "The Glasgow Effect". Glaswegians have a 30% higher risk of dying before 65 years old than people in comparable de-industrialised. UK cities, e.g. Liverpool and Manchester. In 2012-2014, 1/3 households in Glasgow lived in fuel poverty.

**Environmental:** Glasgow emitted approximately 2,000 kilo tonnes of $CO_2$ in 2012, predominantly from electricity. In 2016, air quality pollution measurements exceeded PM10 levels.
Glasgow City Council (GCC) has committed to ambitious climate change targets, with commitments to making the city one of Europe's most sustainable cities within 10 years, and a 40 % reduction of greenhouse gases by 2030.


## Research Methods

- Completed as part of a Master's thesis in June-Aug 2016.
- interviews: 16 in-depth interviews were conducted with a diverse range of actors within the public, private and third sector.
- Secondary documentary analysis e.g. policy documents, newspaper articles, websites
- Participant observation and site visits e.g. Glasgow Recycling and Renewable Energy Centre.
- Limitations to data methods: absence of interviews from national government representatives. Care was taken to avoid overgeneralisations.

## Finding 1. Local government is taking action to lead low carbon urban transitions

### Policy and Strategy

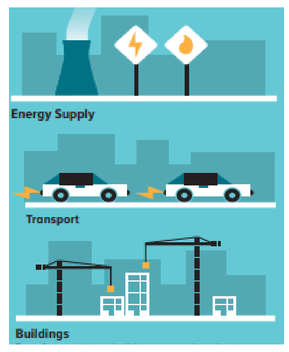
- **GCC alignment with Scottish Government:** Committed to the implementation of climate change policy, e.g. Climate Change Strategy and Action Plan, 2010; Energy and Carbon Masterplan, 2014; Glasgow City Centre Transport Strategy 2014-2024.
- Glasgow City Council Climate Change Strategy is aligned with targets committed by the Scottish Government for 42% reduction in $CO_2$ emissions in Scotland by 2020.

### Energy Efficiency

- **Management of Council's Estate:** 30% reduction target of $CO_2$ by 2030, of which 9% was achieved by July 2013.
- **LED Street-lighting:** Major programme to replace 72,000 sodium street lamps to LED lamps by 2018.
- **Provision of District Heating:** Installation of district heating in new housing scheme 'The Village' in the East End.
- **Provision of Internal Energy Services Company:** Set up of council-owned energy services company to manage emissions from Council estate.

### Sustainable Transport

- **Provision of Cycling and Walking Infrastructure:** Introduced an integrated network of bike lanes and avenues.
- **Implementation of Council Staff Travel Plan: S**ubsidised low cost public transport tickets and cycle-to-work scheme.
- **Implementation of City Centre Speed-Controlled Zone**: 65 mandatory 20mph speed restriction zones in city




## Finding 2. Challenges faced by local government when implementing transitions

### Privatisation and Deregulation

- **Transport Network:** GCC has limited control over transport infrastructure, which makes it difficult to control pricing, service schedules, frequency and rolling stock
- **Housing Sector:** Lack of control of 81,400 social housing which were transferred In 1997.

### Counterproductive Local Government Policies

- **Electric Vehicle Parking Charges:** Parking charges for EV discourages the use through profit-driven motives.
- **Subsidised Car Parking for Council Staff:** Scheme contradicts the Staff Travel Plan by encouraging staff use of cars

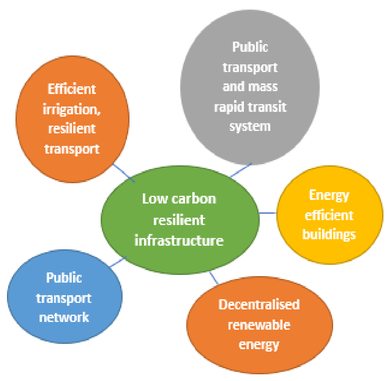
### Lack of Long-Term Strategic Planning

- **Carbon Lock-In:** City Deal Infrastructure schemes equating to £1 billion received criticism for being very carbon-heavy due to short-termism and political inertia.

### Complexity of Public Funding

- **Lack of spending, very competitive and limited funds:** Result of competing prioritisation and political inertia on a national and local government level, and wider neoliberal, market-based and centralised financial institutions.

**"Some of [the low carbon projects] are not expensive, but are seen as politically challenging"**




## Finding 3: The formation of multi-actor networks to facilitate low carbon transitions

### Public-Private Collaboration: Glasgow Recycling and Renewable Energy Centre:

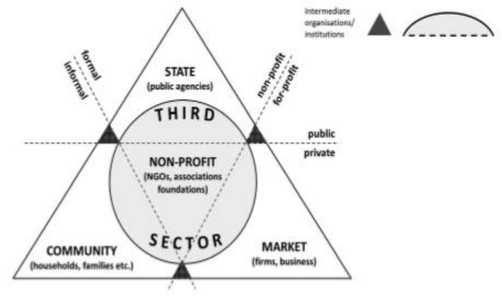
£154 million investment between GCC and Viridor. Treats up to 200,000 tonnes per annum of Glasgow's municipal waste. Diverts 90% of green bin residual waste away from landfill. Sparked by an increase in landfill tax in 2016.

### Public-Social Enterprise Collaboration: Co-Wheels :

Co-Wheels provide low emission, hybrid and electric car fleets on a pay-as-you-go service. GCC provide the space and parking bays for this initiative. Minimal risk and cost of £25,000 per annum.

### Public-Third Sector Collaboration: Green Business Network:

Set up with Glasgow Chamber of Commerce. Comprises approx. 100 businesses and small-medium enterprises to share experience, knowledge and expertise of low carbon transitions.




## Finding 4: Challenges faced by multi-actor networks when facilitating transitions

### Absence of trust: Lack of trust between the public and private sector can cause tensions implementing city-wide initiatives.

**"It just can't be the public sector talking at the private sector, or vice versa. Rather, it needs to be collaborative joint decision-making, and we're just not at that stage yet"**

### Prevailing unequal power relations: Collaboration on a wider scale still demonstrates unequal dynamics of power relations, with elite groups dominating power and influence.

### Complexities of engagement with multi-stakeholder partnerships:

Delivery of large-scale projects can be extremely complicated, time-consuming, fragile and costly due to difficulties negotiating contracts, allocating risk, managing finance and procurement

### Uneven balance of small-medium enterprises: Fewer involvement of local SMEs due to lack of resources and time. This can lead to an uneven distribution of political power for larger corporations and public bodies.

### Reliance on economic priorities:

Risk of neglecting or overlooking environmental and social priorities in the pursuit of maximising profitability.

## Summary

- **Political will from local government:** e.g. policy, sustainable transport and energy efficiency.
- **Challenges thwarting local government's progress of implementation:** e.g. privatisation and deregulation, counterproductive council policies, absence of strategic planning and complexities of public sector funding for low carbon projects
- **Clear dependency placed on external actors:** new networks established with third sector and private enterprises.
- **Barriers still remain with regard to these networks:** e.g. lack of trust, unequal power relations, complexities of multi-stakeholder partnerships, difficulties engaging small-medium enterprises and dominance of economic development over environment and social priorities.

## Recommendations

- **Devolution of powers** from national to local government e.g. planning
- **Long-term strategic cross-sectoral plans:** Cities to set out of how they wish to use enhanced powers and controls for low carbon transitions
- **Re-regulation** of buses in cities
- **Greater collaboration** between public bodies and city councils during key decision-making
- **Cities** should participate on equal standing with government agencies
- **Large-scale review** of low carbon funding

Overarching Themes
Developed city contexts
Multi-Actor Governance of sustainable transitions
Challenges and barriers of implementation

Key References
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