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1 **The whole systems energy injustice of four European low-carbon transitions**

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14
15 **Abstract:** The need for multi-scalar analysis of energy and low-carbon systems is becoming
16 more apparent as a way to assess the holistic socioeconomic and environmental impacts of
17 energy transitions across a variety of scales and lifecycle stages. This paper conducts a whole
18 systems energy justice analysis of four European low-carbon transitions—nuclear power in
19 France, smart meters in Great Britain, electric vehicles in Norway, and solar photovoltaic
20 panels in Germany. It asks: in what ways may each of these transitions result in injustices that
21 extend beyond communities and countries, i.e., across the whole system? It utilizes a mixed-
22 methods research design based on 64 semi-structured research interviews with experts
23 across all four transitions, five public focus groups, and the collection of 58 comments from
24 twelve public internet forums to answer this question. Drawing inductively from these data,
25 the paper identifies and analyzes 44 injustices spread across three spatial scales. *Micro* scale
26 injustices concern immediate local impacts on family livelihood, community health and the
27 environment. *Meso* scale injustices include national-scale issues such as rising prices for
28 electricity and gas associated or unequal access to low-carbon technology. *Macro* scale
29 injustices include global issues such as the extraction of minerals and metals and the
30 circulation of waste flows. The paper then discusses these collective injustices in terms of
31 their spatiality and temporality, before offering conclusions for energy and climate research
32 and policy.

33
34 **Keywords:** energy transitions; energy justice; energy policy; climate policy; whole systems

35
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42
43 1. Introduction

44 In the midst of climate change, low-carbon transitions are underway in several
45 countries. In this paper, our aim is to explore four ongoing European low-carbon transitions—

46 nuclear power in France, smart meters in Great Britain, electric vehicles (EVs) in Norway, and
47 solar photovoltaic (PV) panels in Germany—from an integrated *whole systems and energy*
48 *justice* perspective. We ask: in what ways do each of these transitions result in injustices that
49 extend beyond the geographic location of the transition, i.e., beyond the individual
50 community or country, and across the whole lifecycle or system? Our mixed-methods
51 research design is based on 64 semi-structured research interviews with experts across all
52 four transitions, five public focus groups, and the collection of 58 comments from twelve
53 public internet forums.

54 The paper is structured as follows. It first introduces our multi-scalar *whole systems*
55 *and energy justice* conceptual framework, and then it describes our three primary research
56 methods (interviews, focus groups, and internet forums) across the four countries. Drawing
57 from these data, it inductively identifies and analyses 44 injustices involving three scales. As
58 we explain in greater detail, *micro* scale injustices concern aspects that impact on local
59 people, communities and the environment at close proximity to the energy transition or
60 technology in question. *Meso* injustices encompass more national level impacts on policy,
61 prices, infrastructure, and markets. *Macro* injustices relate to transnational scale impacts
62 that go beyond nation states and relate to global supply chains and externalities. The paper
63 then discusses these 44 combined injustices in terms of their spatiality and temporality,
64 before offering conclusions and implications for energy and climate research and policy.

65 In proceeding on this path, we hope to make three contributions. The first is more
66 empirical and methodological. Reviews of the energy justice field, such as those offered in
67 Jenkins et al. (2016), Sovacool et al. (2017a), and McCauley et al. (2019), analyze a multitude
68 of studies either drawing on a single case study (if they have a case study at all) or offering
69 conceptual insights not grounded in empirical data. If they do have empirical data, it may be
70 from experts, or members of the public, but not both. We seek to address this gap head on
71 by offering a comparative assessment (examining four countries or case studies) using
72 original mixed methods data collected from the “real world” via interviews, focus groups, and
73 internet forums from a mix of experts and the public.

74 Second, we seek to humanize the issue of low-carbon transitions and also to reveal
75 their underlying political economies, or trade-offs. In very simple terms: it is not only fossil
76 fuels or large-scale systems such as hydroelectricity that can generate their own injustices;
77 solar energy, nuclear power, smart meters and EVs can erode justice principles or create

78 justice concerns as well. Dominish et al. (2019) as well as Jenkins et al. (2018), Xu and Chen
79 (2019), and Heffron and McCauley (2018), remind us that low-carbon transitions are not
80 merely technical tasks, but socially, politically, and culturally challenging processes that must
81 be managed in fairer and more equitable ways. In line with this body of work, we seek to
82 identify and reveal some of the ethical or moral dilemmas low-carbon transitions raise.

83 Third, and more conceptually, we seek to explicitly build on, and operationalize, calls
84 for a “whole systems” or “multi-scalar” approach to energy analysis as well as energy justice.
85 Bickerstaff et al. (2013) as well as Jenkins et al. (2014), Jenkins et al. (2017), and Jenkins
86 (2018) affirm that energy justice needs to unbound itself by focusing on the “whole system”
87 of a given energy technology or transition. Sovacool et al. (2017a) argue in particular that
88 multi-scalar analyses of energy transitions are a core gap in the field and that they represents
89 one of six “new frontiers” for research. Similar calls for multi-scalar analysis of energy
90 transitions, though not always using the terminology of energy justice, come from Bridge et
91 al. (2013: 337), Bouzarovski and Simcock (2017: 464), Fuller and McCauley (2016: 3), and
92 McLaren (2012). Yet so far, multi-scalar energy research has been an emerging field within
93 the energy social science community (Sovacool 2014). Cross and Murray (2018: 102) claim,
94 for example, that even when multi-scalar approaches to energy analysis are taken, they
95 “have yet to fully empirically address actually existing renewable energy products and
96 technologies across global supply chains and product life cycles.” We therefore offer a
97 unique conceptual approach isolating injustices across three spatial scales (micro, meso, and
98 macro) as well as temporal lifecycle stages.

99 2. Research design: Whole systems energy justice, case selection, and research methods

100 This section introduces the conceptual approach of this paper, which can be framed
101 as one tying together *whole systems* thinking with *energy justice*. It then justifies the four
102 case studies (France, Great Britain, Norway and Germany) and explains its research methods
103 (interviews, focus groups, and internet forums).

104 **2.1 Conceptual approach: Whole systems energy justice**

105 In its most abstract conceptualization, a whole systems approach is about identifying
106 the interactions between elements of a whole system to better comprehend, and perhaps
107 change, the system itself; without such a systemic focus, critical components and synergies
108 could be missed, distorting our view of system properties and obscuring implications for

109 efficiency or sustainability (Anarow et al. 2003). However, in contrast to more conventional
110 whole systems thinking in energy studies that has often focused narrowly on finding novel
111 ways to reduce cost and maximize efficiency across the production life-cycle, Stasinopoulos
112 et al. (2013: 3) argue that a whole systems approach must tackle *multiple* objectives as “a
113 process through which the interconnections between subsystems and system are actively
114 considered”.

115 Unlike more formal lifecycle assessment, data envelopment analysis, or supply chain
116 analysis, our whole systems approach extends its focus beyond a concern for cost, carbon or
117 efficiency to embrace wider objectives such as affordability, security and social sustainability.
118 Indeed, as McLaren (2012: 7) argues, whole systems analysis of energy systems should
119 consider *both* the “entire life-cycle and the wider contextual environment” within which the
120 technical system is located. Thus, rather than seeing technological and innovation processes
121 as a closed loop divorced from social and cultural context, our conceptualization of a whole
122 energy system means recognizing, foremost, that the origins, character, and effects of energy
123 technologies are embedded within broader economic, social, and environmental
124 relationships that spill across time and space (Bickerstaff et al. 2013; Bridge et al. 2018a).

125 Our approach to whole systems thinking is therefore best captured by Castán-Broto
126 and Baker’s (2018: 3) notion of a relational approach: one that “prompts the need to ask
127 systemic questions that cut across energy, geography, and society including the patterns and
128 scales of energy supply, distribution and consumption”. Such an effort “brings forward
129 dimensions of justice, access and distribution and what this might mean for the requirements
130 of space and territory” (Castán-Broto and Baker 2018: 3). In this sense, our whole systems
131 lens is focused on the ways in which social, economic, political, and environmental
132 dimensions interact across multiple scales (local, national, and global) of the production,
133 distribution, consumption, and disposal phases of the energy process (Jenkins et al. 2014). In
134 this spirit, Mulvaney (2013, 2014) is one of a few scholars to have taken such a multi-scalar
135 approach, in his analyses of solar photovoltaic (PV) panels.

136 We couple whole systems thinking with *energy justice*, a normative analytical
137 framework that demands an assessment of the costs, benefits, and procedures involved in
138 energy decisions, pathways, and policies (Sovacool & Dworkin 2015; Sovacool et al. 2019).
139 This can include consideration not only of vulnerability and exclusion but also those that
140 benefit disproportionately from transitions processes (Sovacool and Dworkin 2014; Healy and

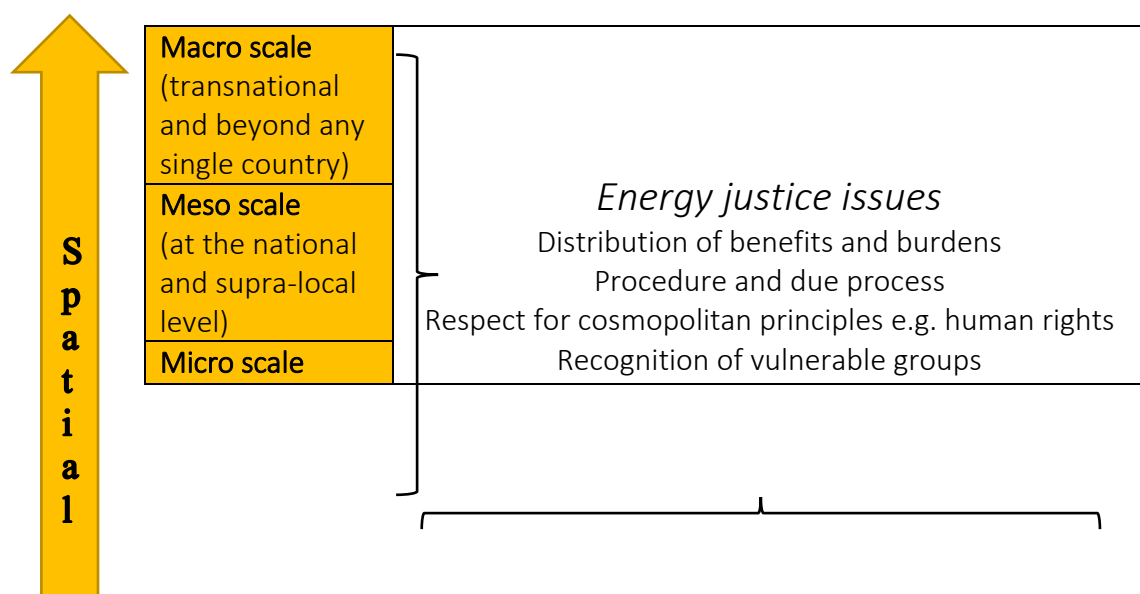
141 Barry 2017). We draw from Jenkins et al. (2016) who frame energy justice as asking a “what”
 142 question about the unjust impacts associated with energy systems and where they are
 143 located; “who” is most affected; and “how” do injustices become embedded in procedures or
 144 mechanisms. Energy justice therefore demands that we view the moral and ethical
 145 dimensions to energy alongside the usual technical, economic, political or, cultural ones. It
 146 also underlines that winners and losers exist within the energy system and that even a low-
 147 carbon transition can concentrate environmental hazards or unfair social outcomes among
 148 the vulnerable and geographically disadvantaged (Bridge et al. 2018b). Here, we focus
 149 exclusively on injustices with the aim of making them more identifiable so that future
 150 research and policy can plan for and perhaps minimize them.

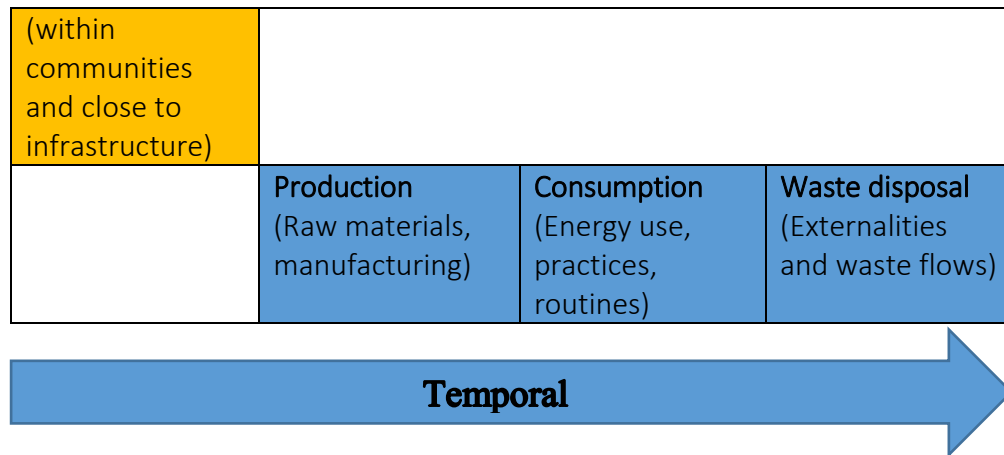
151 In summary, when applied to the four low-carbon transitions we examine, whole
 152 systems thinking demands we look across spatial and temporal scales to understand the
 153 burdens and procedures that may systematize injustices (Healy et al., 2019). Energy justice
 154 meanwhile demands that we look at impacts on communities that are – or may become –
 155 vulnerable. We interpret this to mean we must look at multiple dimensions of a transition
 156 (technical, economic, social, political, etc.), multiple lifecycle stages of the technology
 157 involved (including material inputs, manufacturing, use, and disposal), and groups that may
 158 be or become vulnerable at multiple spatial scales or moments of the transition. Because
 159 numerous studies, including Alberini et al. (2018), Hiteva and Sovacool (2017), Balbus et al.
 160 (2014), Burke et al. (2018), Noel et al. (2018) and Ürge-Vorsatz et al. (2014), have already
 161 focused *only* on the benefits (or the positive justice co-benefits) of low carbon transitions,
 162 here we take a critical lens that seeks to examine and reveal injustices. Our whole systems-
 163 energy justice approach is illustrated in Figure 1 below.

164

165 **Figure 1: Whole systems-energy justice conceptual framework**

166





167
168
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171 Source: Authors

172 To operationalize our whole systems-energy justice approach, we utilize three
173 analytical scales: micro, meso, and macro. While these scales can be open to different
174 interpretations, by *micro* scale, we refer to injustices that occur within a particular
175 community or household that is located to close proximity to the energy innovation or
176 system involved in the transition. By *meso* scale, we refer to injustices that cover more
177 national level consequences for policy, technology, or markets. By *macro*, we refer to
178 injustices that occur and circulate at the regional, transnational, and global scale. This micro-
179 meso-macro framing has been used extensively in other fields, notably evolutionary
180 economics (Dopfer et al. 2004), innovation studies and technology analysis (Jamison and
181 Baark 1990), health studies (Kapuriri et al. 2007), and environmental studies (Liljenstrom and
182 Svedin 2005), but has not been applied to energy justice analysis. We also draw on the
183 transitions field, recognizing that low carbon transitions are geographically-constituted
184 processes (Bridge et al., 2013), and that there is a need to go beyond nationally bounded
185 case analysis (Raven et al., 2012). Even though we differentiate between micro, meso and
186 macro scales, we recognize that these scales are interdependent, geographically uneven
187 (Coenen et al., 2012), and that there is no necessary hierarchy between them. Moreover,
188 such terms are meant to convey a sense of spatial scale only, they are not meant to imply any
189 absolute or relative degree of importance. All three scales of injustice—micro, meso, and
190 macro—are significant.

191 **2.2 Case study selection**

192 With our whole systems-energy justice approach established, we then sought to
193 select four strong examples of European low-carbon transitions, e.g. areas where European

194 countries are regional or global leaders. These can be regarded as leading case studies that
195 offer a degree of temporal variation and different types of energy transitions (two supply
196 oriented such as France and Germany, two focusing on end use devices such as Great Britain
197 and Norway).

198 France is well known for its nuclear power transition: with the second highest share of
199 nuclear reactors in the world (after the United States) it is also the largest exporter of nuclear
200 power in the world and is one of the largest recyclers of nuclear fuel (World Nuclear
201 Association 2018). Although initially launched for economic and national security reasons, the
202 French nuclear case has more recently been framed as a “low carbon energy transition”
203 (Araújo 2017).

204 Great Britain has one of the largest smart meter programs in the world and is
205 currently seeking to install 56 million smart meters for electricity and gas in all homes and
206 small businesses across England, Scotland and Wales by the end of 2020 (House of Commons
207 Science and Technology Committee, 2016).

208 Norway is the world leader for the per capita deployment of EVs; it has the highest
209 annual growth rate of EVs in the world (up 57% from 2016 to 2017); and it has the highest
210 market share in the world of EVs as a proportion of new car sales (International Energy
211 Agency 2018).

212 Germany has the greatest total installed capacity of solar PV per capita anywhere in
213 the world and has also pushed decentralized solar generation among households, where
214 more than 1.5 million residences have adopted their own solar PV system (German Federal
215 Ministry for Economic Affairs and Energy 2017; Wittenberg and Matthies 2016: 200). These
216 cases also represent different timescales of when national policies supporting the specific
217 energy technologies were introduced (nuclear power in the 1970s, EVs in the 1990s, solar PV
218 in 2000s, and smart meters in the 2010s).

219 ***2.3 Mixed methods research design***

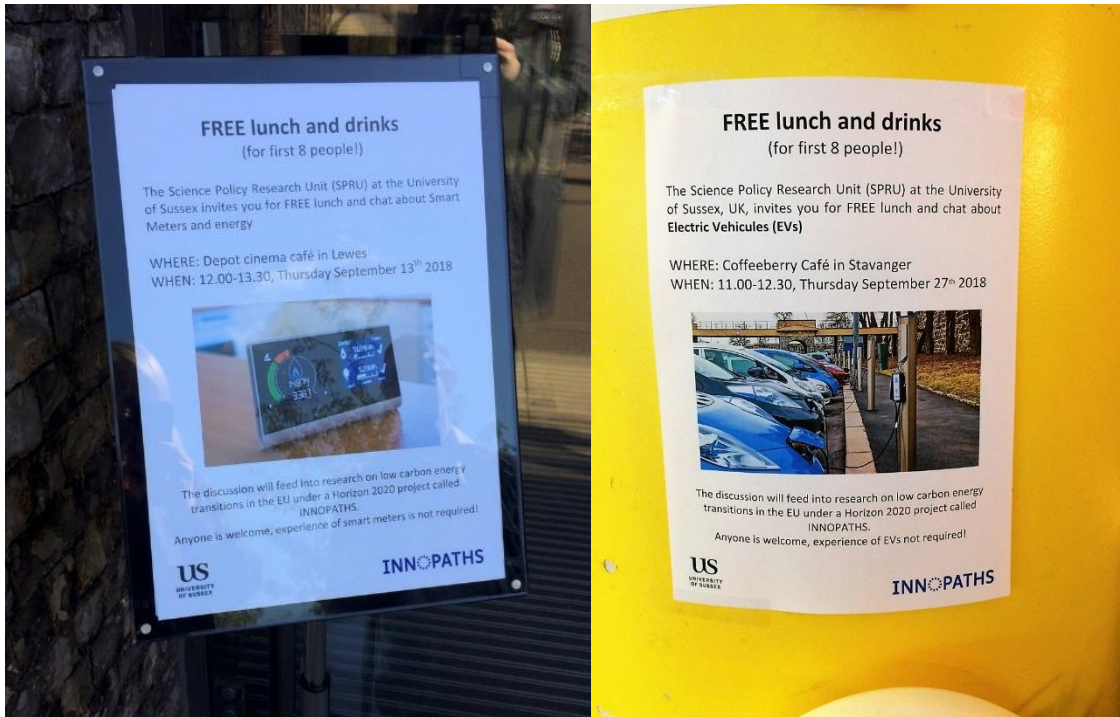
220 To collect original data across these four cases, we proceeded with a qualitative
221 research design that used mixed methods across expert research interviews, public focus
222 groups, and public internet forums. We conducted 64 interviews with experts between June
223 and August 2018, 16 for each of our case studies, with interviewees selected to represent a
224 diverse mix of institutions such as those within:

- 225 • Industries, industry associations, and private sector firms such as Electricité de
226 France, the German Solar Association (BSW-Solar), the Federation of
227 Norwegian Industries, and Smart Energy GB in the United Kingdom;
- 228 • Non-profit groups and civil society organizations such as Greenpeace in
229 France, E3G in Germany, the Norwegian Electric Vehicle Association, and
230 Citizens Advice in the United Kingdom;
- 231 • Regulatory and government entities such as the Commissariat à l'Énergie
232 Atomique et aux Énergies Alternatives (CEA) in France, Federal Ministry for
233 Economic Affairs and Energy in Germany, the Ministry of Transport and
234 Communications in Norway, and the Department for Business, Energy &
235 Industrial Strategy in the United Kingdom;
- 236 • Universities and academic institutes such as the ESSEC Business School in
237 France, Fraunhofer Institute for Solar Energy Systems in Germany, Norwegian
238 University of Science and Technology in Norway, and the University of Oxford
239 in the United Kingdom.

240 In each interview, we asked (among other questions): “What do you see as some of the most
241 significant costs or disadvantages to the energy transition being examined?” And, “Taking a
242 whole systems perspective, who or what may be the biggest losers beyond Europe?” The
243 research interviews generally lasted between thirty and ninety minutes, were digitally
244 recorded, and participants were guaranteed anonymity to protect their identity and
245 encourage candor.

246 To supplement our expert interviews with public perceptions and experiences, we
247 conducted five focus groups in non-capital areas of each country, namely Lewes (UK), Colmar
248 (France), Freiburg (Germany, 2 groups), and Stavanger (Norway). Unlike the interviews, which
249 involved experts and were mostly done in national capitals, we intended the focus groups to
250 capture public perceptions in non-urban areas. As Figure 2 indicates, these were entirely open
251 to the public, and we collected responses from a total of 15 participants.

252 **Figure 2: Focus group recruitment posters for Falmer, United Kingdom and Stavanger, Norway,**
253 **September 2018**



254
255 Source: Authors
256

257 Lastly, to triangulate our interviews and focus groups, which were limited to Lewes,
258 Colmar, Freiburg, and Stavanger, we posted research questions on twelve sector specific online
259 internet forums summarized in Table 1. These internet forums had more than 2 million
260 collective members, meaning they were open to a large block of possible respondents and
261 helped hedge against the possible bias in our expert interviews and limited location of focus
262 groups. In other words, the forums were the method mostly accessible to the public. In the
263 forums, we asked: “What are the biggest advantages of low-carbon innovations such as smart
264 meters/EVs/solar energy/nuclear power? Who are the big recipients of those benefits or
265 winners?” This resulted in 58 additional responses collected by the forums shown in Table 1.

266 **Table 1: Summary of public internet forum discussions**

Country case study	Forum	Description
Norway	Elbilforum.no	Norwegian EV forum
	Tesla motors club Norway	Online forum for Tesla owners in Norway
	SpeakEV	Online electric car forum for all EV owners and enthusiasts
Germany	Photovoltaik forum.com	A solar forum in German
	Solarstrom-forum.de	A solar photovoltaic forum in German
	Building Technology Forum - Solar Energy	Online forum for all building technologies including solar

United Kingdom	Money Saving Expert	Consumer forum
	Navitron	Private company forum on a range of energy issues
	OVO Energy	Private company forum on a range of energy issues
France	Que Choisir	Consumer forum
	Forum photovoltaïque	Energy forum
	Droit Finances	Consumer finances forum

267 Source: Authors

268 After collection of the interview, focus group, and internet forum data, they were fully
 269 transcribed, and then coded by two researchers, with each respondent given a unique
 270 identifying number. Our coding scheme was exhaustive and inductive, meaning we coded
 271 every response and then analyzed the full sample using NVivo.

272 **2.4 Limitations**

273 Despite an attempt at triangulation within these methods, our approach does have
 274 some notable limitations. Although the focus groups and internet forums were open to all
 275 members of the public, the number of responses collected was less than that of the expert
 276 interviews. Our interview questions asked explicitly about “injustices,” but these can be real
 277 or perceived, historical or prospective, and they can vary by degree, i.e. encompassing issues,
 278 tensions, challenges, and costs. What some consider an insult, injustice, or harmful act may
 279 be perceived by others as a mere inconvenience or annoyance. What is important is that
 280 such aspects were nonetheless *perceived* as injustices by our respondents. We therefore do
 281 not want to marginalize respondents, or induce non-recognition (e.g. Jenkins et al. 2016), by
 282 seeking to challenge them on the severity of the injustices identified.

283 Furthermore, due to the wealth of empirical material spread across four case studies,
 284 we did not have sufficient space in this study to also assess benefits, co-benefits, or positive
 285 synergies, or to conduct a rigorous literature review to contextualize or triangulate our
 286 findings, although we do explore those domains in other papers.

287 Lastly, we did not make an attempt to weight, correct, normalize, or problematize
 288 data across our methods, to avoid censoring our results and discussion. Perhaps some of
 289 these weaknesses, especially confirmation with the peer-reviewed literature or
 290 complementing our analysis with quantitative techniques, indicate directions for future
 291 research.

292 3. Results: The whole systems energy injustices of four transitions

293 In this section, we present our core results across the three methods (interviews,
 294 focus groups, and internet forums). Guided by the whole systems-energy justice approach,
 295 we explore environmental, social and economic injustices across three primary scales: micro
 296 scale (households and communities); meso scale (across a nation or subnational region); and
 297 macro scale (transnational, regional and global ramifications). Admittedly, such scalar
 298 categories are relational, so here we ground the discussion with Europe as the central unit of
 299 analysis. Such injustices would obviously be regarded at inverse scales in other areas (i.e.,
 300 uranium mining would be macro to the French transition but micro to the communities
 301 hosting the mines). The four respective low-carbon transitions in European countries are
 302 thus the geographical “anchors” for our analysis.

303 **3.1 French nuclear power**

304 The injustices associated with nuclear power in France include micro issues such as
 305 risks facing communities living near nuclear infrastructure and waste, meso issues such as
 306 pollution and accident risks, and macro issues such as uranium mining and milling.

307 *3.1.1 Micro injustices*

308 At the micro scale, respondents emphasized the scope and severity of local level
 309 environmental, health and economic impacts. F001 focused on interrelated environmental
 310 impacts such as water consumption for cooling, nuclear waste, and health, stressing the
 311 strong spatial dimensions of these vulnerabilities:

312 *France will have to close down inland reactors as the rivers lose water volume, and*
 313 *you cannot get the cooling. We know what will happen to the reactors on the coast*
 314 *with rising sea levels as rising storm surge may flood and create nuclear islands ...*
 315 *France’s radiological inventory, because of the weight of its nuclear power is*
 316 *enormous. I was up in Le Hague, and they have a waste problem even worse than the*
 317 *UK. They are running out of space for intermediate storage. Then, there are classic*
 318 *health and environmental vulnerabilities.*

319 F006 emphasized the local nature of these types of environmental and health impacts,
 320 stating that people living near nuclear plants were more exposed to nuclear risks than others,
 321 making it also a moral – and existential – burden for them. F014 meanwhile noted that for
 322 those living near nuclear plants, there was a trade-off between personal economic benefits

323 and nuclear risks, which could create vulnerability: "*People have been manipulated into*
324 *accepting potentially dangerous plants in their communities in exchange for jobs and*
325 *investment, so potentially they are most vulnerable if there is an accident.*" Other
326 respondents talked about particular communities and sectors that had become vulnerable
327 over time, such as those owning property near power plants. As F011 explained, "*The*
328 *problems are more visible and there is a moving population that is less connected to the*
329 *plants. People who could afford it have moved away and the prices of property in the vicinity*
330 *of plants has fallen, leaving those with homes disadvantaged.*" F006 contended that nuclear
331 plants had impacted negatively on some agricultural sectors, notably wine making, with wine
332 growers apparently "*very resistant to nuclear development.*" This point was also picked up by
333 F011, who claimed that "*wine growers in areas such as Bordeaux, whose vineyards were in*
334 *the vicinity of plants were affected. In other areas, such as Golfech, near Toulouse, there is*
335 *radioactive material in the water supply.*" As the second largest wine producer in the world
336 (OIV, 2018), the French wine industry has a considerable reputation to protect.

337 F002 suggested that such issues may be part of a systematized process of
338 peripheralisation within France that creates natural vulnerabilities for certain communities,
339 leading to "*inequality*" and community "*ambivalence*" to environmental threats. The issue of
340 local environmental impacts was also raised in the focus group, with a respondent noting
341 issues with radioactive leaks: "*In the Rhone Valley, they have radioactive leaks, but this is not*
342 *being reported. It remains a secret, they do not talk about it. But even at Fessenheim they*
343 *have not minimized these problems.*" This statement was confirmed by Institute for
344 Radiological Protection and Nuclear Safety in France (ISRN 2014).

345 Micro scale injustices in the French nuclear case tended to dominate the discussions
346 across all three respondent groups, which may reflect the fact that those interviewed view
347 local threats most acutely since they are the most exposed to them. In the case of nuclear
348 power, plants are often visible in local communities through a legacy of providing jobs and
349 investment in local facilities, but also through local protests against nuclear waste
350 management (F007) (see Figure 3).

351 **Figure 3: An "anti-nuclear power" emblem car sticker in Colmar, France, July 2018**



352

353 Source: Authors

354 3.1.2 Meso injustices

355 At the meso scale, respondents repeatedly referred to the risk of accidents and the
356 potential ways in which France’s nuclear pathway has interfered with the development of
357 other low-carbon innovations and transitions.

358 In terms of accidents, F007 stated that accident risks threaten the whole of France,
359 while in the internet forums, one participant noted: *“The negatives to nuclear power in
360 France are clear. They include the long-term and immediate ecological risk of a single nuclear
361 accident.”* The risk of an accident is difficult to predict, but probabilistically could occur at
362 any facility and at any time (Wheatley et al. 2017), with F007 stating that *“They wanted to
363 build 200 reactors, and we only built 58 and that is 58 opportunities for accidents!”*.

364 A second important dimension relates to the ways in which the presence (and
365 predominance) of French nuclear power potentially interferes and interrupts other energy
366 transitions. As F007 explained: *“Italy benefitted from cheap French nuclear electricity but that
367 surely didn’t help it to build and develop its own sound strategy for its own energy system.”*

368 F012 explained this dynamic in more detail, noting implicitly that it cuts across meso and
369 macro scales:

370 *Because France delivers a lot of baseload power to its European neighbors, and the*
371 *fact that France needs to protect its export industry, means that France has had to*
372 *slow down the development of renewables in other countries. Moreover, the large*
373 *amount of baseload France gives to other countries is slowing down the capacity of*
374 *the grid to exchange the renewable surplus to other countries. For example, Spain and*
375 *Portugal are completely blocked by the fact that they can't have the flexibility of*
376 *selling back to France.*

377 These meso scale injustices relate to nuclear accident risks affecting the whole of France
378 despite the location of nuclear plants, and an impact on the wider renewable energy
379 transition.

380 3.1.3 Macro injustices

381 At the macro, or global scale beyond Europe, respondents drew attention to the
382 potential risks that nuclear accidents pose to countries beyond France and the transnational
383 nature of environmental and social injustices, particularly those related to uranium mining
384 and nuclear exports.

385 In regards to the risk of nuclear accidents, F004 argued that these risks also go
386 beyond national borders. This macro dimension was echoed also by F001, who stated that *"if*
387 *an accident happens, depending on which way the wind is blowing, that will determine who is*
388 *affected,"* with *"The English Channel, Belgium, the Netherlands, and Scandinavians"* all at risk.
389 F007 also highlighted the risk of accidents for neighboring countries, especially regarding
390 environmental injustices:

391 *Environmental accidents do not stop at the border. From an environmental justice*
392 *perspective, a small country like Luxembourg could just disappear if Fessenheim has*
393 *an accident! Belgium too! When we think about environmental justice we assume, in*
394 *very economic terms, that it is only the polluters who will have to pay the costs, but a*
395 *wider range of people will be affected.*

396 In terms of injustices related to mining, F011 for example stated that: *"In Niger and*
397 *Kazakhstan, there is the buying of uranium and the conditions of workers and the political*
398 *systems there is a justice issue."* France uses approximately 12,400 tons of uranium oxide
399 concentrate (10,500 tons of U) per year and imports this mainly from Canada (4,500 tons of

400 Uranium/year (tU/Y)) and Niger (3,200 tU/yr), with the rest coming from Australia,
401 Kazakhstan and Russia (World Nuclear Association 2018). This issue of uranium extraction
402 was also highlighted in the internet forums, where a respondent indicated: “*The issue of the*
403 *extraction of uranium is a serious risk, but that is also why we try not to talk too much about*
404 *it!*” F007 commented on the potential problems linked to selling nuclear technology to other
405 countries that have more unstable political settlements and laxer environmental protocols:

406 *France has sold nuclear technology to countries where it was really a problem to*
407 *implement. In a country with a strong democratic basis, at least you have strong*
408 *governance and counter powers. But in places like China, if tomorrow if there is a*
409 *problem, it will be a disaster. In Russia, we are now sure that uranium is leaking and*
410 *local surroundings have been heavily contaminated. Regulatory bodies like the IAEA*
411 *reflect the powerlessness of international governance, they have been completely*
412 *unable to demand an inquiry. Essentially, France has shown to other countries that the*
413 *centralization of political power is a prerequisite for the development of nuclear.*
414 *French companies have tried to even sell nuclear technology to countries such as*
415 *South Africa or Libya, under the Gadhafi regime.*

416 The macro scale injustices related to French nuclear power illustrate the geopolitical and
417 transnational nature of the risks of the French nuclear industry, and the extent to which the
418 impacts of decisions made in France have implications for other countries, notably those
419 where resource extraction takes place.

420 **3.2 British smart meters**

421 Our material identified various social, economic, and environmental injustices related
422 to the British smart meter roll-out. Micro scale injustices related to the exclusion of rural
423 areas and hard-to-reach groups, more expensive household bills, and added stress for
424 families; meso injustices related to job losses in incumbent sectors; and macro injustices
425 related to issues such as waste streams and the potential (and paradoxical) contribution of
426 the program to global carbon emissions.

427 **3.2.1 Micro injustices**

428 Although the national smart meter program is attempting to minimize such instances,
429 respondents suggested that there may nonetheless be inevitable geographic exclusions of

430 customers in some rural areas, particularly in Scotland, meaning that not everyone would
431 benefit evenly from the smart meter program. As GB005 noted:

432 *There is quite a strong geographical inequality in what is going on. It is unlikely that*
433 *smart meter coverage works in rural and remote areas. At the moment, with SMETS 1*
434 *[first generation] meters, you're relying on the equivalent of cellular network coverage,*
435 *which is just as unreliable as mobile phones in those areas ... People in rural areas are*
436 *going to miss out on the advantages to smart meters ... In the highlands of Scotland,*
437 *network coverage is terrible, and it's the same with smart meters.*

438 GB006 even estimated that there was a proportion of homes that may be permanently
439 unable to accommodate a smart meter due to their location: *"Our analysis suggests that 85%*
440 *of homes fit the needed categories of being able to adopt smart meters—they have the*
441 *necessary networks, meter availability, etc. But the other 15% in rural areas or a block of flats*
442 *are excluded by those criteria."* These hard-to-reach groups also potentially include people
443 living in mobile homes and those living in certain apartment blocks (GB015). They may also
444 include lower income people who cannot afford to acquire – or who do not have access to –
445 supporting innovations, such as automated appliances or smart homes. Potential exclusion
446 was also mentioned in our internet forums, where respondents thought that limited access
447 to mobile network coverage could lead to the non-functionality of meters: *"Smart meters do*
448 *not work in areas with no or poor mobile data coverage."*

449 Another important micro scale concern was that energy bills may become more
450 expensive as a result of the smart meter program, particularly if people were not able to
451 change or shift their energy demand. As GB010 explained:

452 *Via smart meters, certain people have more ability to respond to time of use tariffs,*
453 *and have either more flexibility for them to shift their loads to other times, but also in*
454 *terms of installing systems that will automatically do that on their behalf. However,*
455 *those people who do not respond to the changing tariffs structures could find*
456 *themselves worse off.*

457 Respondents in the focus groups suggested that apart from negative monetary impacts on
458 families, smart meters could also erode family unity and lead to tensions: *"People with*
459 *teenage children could suffer from smart meters. Teenagers use a lot of electricity if they have*
460 *all got computers, playing games in their separate bedrooms. Possibly families with children*
461 *could lose out, at the least it could cause tension!"* This theme was also mentioned in the

462 internet forums, with a respondent recounting a story about a smart meter leading to a fight
463 with his wife because she had baked cakes and scones only to cause a “red light event.”

464 In sum, the technical and geographical issues relating to smart meter access could
465 potentially create a digital divide at the micro scale between those homes who have access
466 to smart meters and those who do not, leaving some homes unable to access potential
467 benefits from smart meters. Furthermore, the way in which consumers engage, or do not
468 engage, with smart meters could have a profound impact on the way in which their bills take
469 shape in the future.

470 3.2.2 Meso injustices

471 At the meso level, respondents discussed economic and environmental injustices,
472 mainly in the form of raised overall energy bills, job losses, and the environmental impacts of
473 the smart meter roll out (including carbon emissions from the installation process).

474 A significant number of respondents across all data sources expressed concerns about
475 the expense of the national smart meter program. Although the up-front costs are being
476 borne by suppliers, most suspected that consumers would end up paying for the program in
477 the end. As GB001 summarized: “companies will have to pass on the costs somehow, so
478 there’s clearly a justice/distributional thing there, with likely higher bills.”

479 On job losses, some suggested that incumbent actors in the “MOP and MAP” services
480 would be major losers from the smart meter transition. This is an industry term that refers to
481 different actors in the energy metering system: MOP refers to the “meter operator” and MAP
482 refers to the “meter asset provider,” who is responsible for maintaining and installing
483 metering equipment. We classify these as meso rather than micro since they affect primarily
484 national energy companies across the entire country. As GB007 stated: “As a direct loser in
485 the transition, I suppose the meter readers will lose their jobs.” GB002 estimated to their
486 knowledge that this would affect approximately 10,000 employees. Taking a more system-
487 wide lens, GB012 hypothesized: “I suppose the losers of a sustainable, smart system are
488 basically the gas industry, because we shouldn’t really be using gas after 2040, so then it’s
489 more the kinds of people working in the gas networks, all the suppliers.”

490 Although one of the ultimate aims of the smart meter program was an end to the
491 carbon-intensive practice of meter-reading, a number of respondents commented on
492 potential paradoxical rises in national carbon emissions that could result from the smart

493 meter roll-out, at least compared to a different programmatic design, with GB003 linking this
494 environmental externality with the fragmented structure of the energy sector in the UK:

495 *The smart meter program in the UK is more complex than other countries. Those*
496 *countries do it geographically, street by street. Here, in a street of 100 houses, you*
497 *could have 100 different suppliers. It will be sporadic, because it involves 100 separate*
498 *journeys, and using a lot of carbon driving around.*

499 GB006 also raised this issue, stating that: *“An optimal way to deploy smart meters would have*
500 *been street by street, town by town. Instead, here you have six different vans going to the*
501 *same street, and therefore six times the environmental cost. You have vans full of meters*
502 *driving up and down the country.”*

503 The meso scale injustices of the smart meter roll out show how the practical delivery
504 of low carbon solutions can cause unwanted impacts at national scale in regard to costs and
505 emissions. While some of these are shorter lived (e.g. emissions linked to smart meter
506 installations) other can have longer-term impacts (e.g. job losses).

507 3.2.3 Macro injustices

508 At the macro level, respondents emphasized potential environmental injustices linked
509 to waste streams associated with the manufacturing of smart meters (and in-home displays)
510 as well as afterlife issues related to old meters such as recycling and electronic waste.
511 Perhaps reflecting the *“invisible”* nature of these global supply chain injustices, several
512 respondents conceded that they had received little information about the manufacturing and
513 recycling processes of the smart meter rollout (see also Alexander & Reno 2012; Sovacool et
514 al. 2017).

515 GB001 for example speculated about both the source – and end place – of smart
516 meter components: *“Smart meters involve a lot of ‘stuff’. The materials impact could be*
517 *considerable. And how much are you relying on metals from war torn countries?”* GB008 put
518 it this way:

519 *Where the actual hardware is being manufactured could be an injustice. I do not know*
520 *where the meters are being manufactured nor where the meters that are being*
521 *removed are being disposed of or recycled. From what I know about mobile phones, I*
522 *suspect that it is quite an environmental and social burden, especially on countries*
523 *outside of Europe.*

524 GB012 added that: *“By my estimate, we put in 5 million meters already which are pretty much*
525 *old fashioned, and we’re putting in another 7 million meters that are nearly old fashioned.*
526 *This is all resource intensive.”* GB016 meanwhile posited that: *“If you think of the in-home*
527 *display and environmental impact, it’s another digital device in people’s homes, another thing*
528 *that they don’t necessarily need that will be eventually recycled, managed and wasted.”* The
529 macro scale injustices of smart meters thus links to the globalized production of goods where
530 material supply chains can be complex and untraceable (Bridge et al. 2018c).

531 **3.3 Norwegian electric vehicles**

532 Our material in Norway identified micro scale environmental and social injustices in
533 the form of increased traffic and pollution, a lack of parking spaces, a general growth of cars,
534 and a lack of infrastructure in rural areas. Meso scale injustices included the potential
535 encroachment of roads into ecologically sensitive areas. Macro issues related to issues such
536 as global waste streams, foreign resource extraction and industrial activity, and the exporting
537 of second-hand cars.

538 **3.3.1 Micro injustices**

539 Micro issues centered broadly on two topics, the environmental and social injustices
540 of increased local car use (and thus corresponding emissions, congestion, parking, and
541 reduced walking and physical activity) and the geographical exclusion caused by a lack of EV
542 infrastructure in rural areas. N015 explained the impacts of growth in EV use in urban areas:

543 *We have exponential growth in EV passenger cars in Norway and particularly in the*
544 *bigger cities. There is obviously a clear conflict down the line in that cities cannot take*
545 *a higher number of cars and EVs which take exactly as much space as a diesel or fossil*
546 *car.*

547 This issue also arose in the focus group: *“If you move from public transport to EVs, then I can*
548 *understand concerns about traffic, congestion, and parking in Oslo. We could even see traffic*
549 *increase to unsustainable levels.”* In the internet forums, one respondent noted they started
550 driving *more* now that they had an EV, highlighting an unintended impact of EVs:

551 *Since EVs are clean and less polluting, I don’t feel so bad about using a car for short*
552 *trips. This means that I tend to use the car (instead of a bike or a wheelchair) to go*
553 *everywhere, even less than 1-2 km away. Even though deep down, I know that it is*
554 *every bit as dangerous for pedestrians and cyclists as a fossil car.*

555 As well as these issues resulting from the increase in EV use, N004 drew attention to the
556 differentiated benefits – and potential exclusions – that currently appear inherent to the EV
557 expansion in Norway, with certain rural geographical areas not benefitting as much from EVs
558 as urban cities. N011 emphasized the vulnerabilities related to rural (and winter) EV usage in
559 Norway, touching on the contemporary and contentious issues of “range anxiety,” noting
560 that “*There is obviously a problem with electric mobility in the countryside.*” Respondents in
561 our internet forums agreed, noting:

562 *By far, the biggest issue with EVs is how to charge it up if you live in a place without a*
563 *private parking spot or a charger. This is a difficult problem to solve. Another issue is*
564 *to have enough fast chargers when you drive long distance. Occupied or broken*
565 *chargers are a bigger problem than range anxiety.*

566 Another commented that: “*The EV transition disenfranchises those who are not living in*
567 *urbanized areas, because range is a big factor. So some rural people feel ‘left behind’ in this*
568 *EV revolution.*” Essentially, this means that EVs may be good for taxi fleets and private
569 companies in urban areas (see Figure 4) while being beyond the reach of most rural
570 consumers.

571 **Figure 4: A Tesla Taxi in Trondheim, Norway, March 2018**



572

573 Source: Authors

574 The identification of these micro scale injustices highlights how socio-technical issues
575 related to the roll-out of EVs and the development of supporting infrastructure have strong
576 geographical dimensions. Indeed, respondents suggested that there is a profound urban-
577 rural divide between those who can benefit from EVs in cities and those who cannot take
578 part in the transition but are left to drive polluting (and increasingly taxed) petrol cars in rural
579 areas.

580 3.3.2 Meso injustices

581 Meso scale injustices of the EV transition in Norway related to how people reliant on
582 public transport and fossil fuel cars are being hit with more national taxes – while also not
583 being able to afford an EV. This came up in five interviews. Another meso concern linked to
584 debates around the expansion of roads, especially in ecologically sensitive and nationally
585 protected areas. N007 argues here for example that the environmental credentials of EVs are
586 being used to justify greater expansion of the road network:

587 *Norway ... still has 94% of diesel and petrol cars. There are some politicians who think*
588 *now that the environmental problems have been 'solved' with EVs and that we can do*
589 *all other things, like build roads, which also harms the environment in other ways ... In*
590 *a way, EVs allow for the greenwashing of road building and expanding road transport*
591 *... There are even plans to build a highway that stretches in areas of important nature*
592 *and wetlands that have high environmental value. They have for example decided to*
593 *go into a protected area near Lillehammer. Also, on the west coast they want to build*
594 *a highway to Trondheim, to the whole west coast, over the fjords. Many of the people*
595 *who are pro this say that EVs make this less harmful for the environment.*

596 N011 meanwhile highlighted the problems related to road building in terms of increased
597 national traffic, adding:

598 *Infrastructure for cars, including EVs, is one of the main reasons for the loss of*
599 *biodiversity in Norway in general. If you build more efficient roads you get more road*
600 *traffic and ... you get more of those problems with noise and dust from the road and*
601 *plastics. Since the cars are still not fossil free in this transition period, we still increase*
602 *our emissions by investing in more roads.*

603 The meso scale environmental injustice of using EVs as a justification for new road building
604 plans shows how a benefit in one area (a less polluting car) can be used as to rationalize

605 policy in another area that leads to arguable ecological harm (biodiversity loss due to road
606 building).

607 3.3.3 Macro injustices

608 Respondents lastly identified social and environmental macro scale issues such as
609 waste flows generated by and externalities resulting from foreign manufacturing processes
610 that underwrite Norwegian demand for EVs, as well as the exporting of 'dirty' (fossil fuel-
611 powered) cars out of Norway.

612 N001 noted this transnational link between the Norwegian EV and the extraction of
613 necessary minerals in other countries: "EVs do directly have negative consequences in the
614 Democratic Republic of Congo, and also Latin America [Argentina and Colombia] where
615 lithium and cobalt come from." N006 reflected on some broader (and hitherto under-
616 studied) dimensions of the EV revolution in Norway:

617 *There are things with battery production that are of concern. Scarce materials, terrible*
618 *working conditions for people in mines in the Congo where they have to get cobalt*
619 *from. And the disposal of the batteries at the end. There is a risk that this leads to*
620 *environmental disasters somewhere else, so that we can drive around in clean cars in*
621 *Norway only by exploiting even more poor workers in third world countries than we do*
622 *today.*

623 Other respondents also touched on the problems related to battery manufacturing,
624 including "severe" environmental impacts from mineral extraction and social impacts of using
625 "child labor." N004 meanwhile highlighted the spatial justice trade-offs between Norway's
626 'green' consumption and the potentially 'dirty' production that occurs somewhere else: "EVs
627 only make Norway green because they are produced somewhere else, and they are very
628 energy intensive to manufacture."

629 Beyond the EV production process, N004 also connected EV use in Norway with the
630 exporting of (soon-to-be-outlawed) fossil fueled cars, soon to be outlawed (Kass 2018), and
631 second-hand cars towards jurisdictions with weaker environmental standards. They
632 speculated:

633 *The EV transition in Norway does create a risk that – we see that with computers and*
634 *mobiles – the fossil fuel cars they are replacing are dumped in markets in developing*
635 *countries for example at a cheap price and that is a risk to the environment and*
636 *climate.*

637 N011 noted that damaged EVs (and other cars, which have been displaced by EVs) can end
638 up in foreign markets. Figure 5 for example shows discarded European and Nordic vehicles
639 and parts at a lot for sale in Accra, Ghana.

640 **Figure 5: Used European and Nordic cars (and car parts) for sale in Accra, Ghana, February,**
641 **2019**



642
643 Source: Authors

644 These macro scale injustices highlight the potentially uneven nature of low carbon
645 transitions, where benefits in one country can in fact result in injustices in others. Issues such
646 as the use of child labor in cobalt mining in the Democratic Republic of Congo (e.g. Heffron,
647 2018), poor environmental standards of battery production, and other nations possibly acting
648 as waste grounds for old Norwegian fossil fuel cars, show how the Norwegian transition to
649 EVs has far-reaching implications that are felt far beyond the borders of Norway.

650 **3.4 German solar panels**

651 Our material on the solar PV transition in Germany highlighted the micro injustice of
652 the exclusionary nature of investing in the feed-in tariff (FIT) scheme and unemployment and
653 labor issues at German solar firms; meso injustices such as the erosion of the market vitality

654 for nuclear power and coal; and macro injustices such as negative repercussions on
655 neighboring countries Poland and the Czech Republic, threats to European electric utilities,
656 the disruption of global fossil fuel markets, the extraction of raw materials, and poor working
657 conditions at overseas manufacturers of solar equipment.

658 *3.4.1 Micro injustices*

659 At the micro scale, respondents identified two main injustices: those unable to afford
660 investment in the national solar feed-in tariff (FIT), and the impact of renewable energy
661 transition on both coal miners and former solar manufacturing employees.

662 Although half of renewable energy is citizen-owned in Germany (Johnstone & Kivimaa
663 2018), one stream of economic injustices that respondents drew attention to was the
664 potentially uneven access among German citizens to solar resources and financing, with a
665 focus group respondent noting plainly that: *"If you don't have the money you can't invest in*
666 *the solar revolution."* Considering that the consumers who have been able to benefit from
667 generous subsidies are the ones who have been wealthy enough to afford the panel set-ups,
668 in this light, the German solar transition could be seen as an example of the poor cross-
669 subsidizing the wealthy, good for community halls in wealthy areas (see Figure 6) but not
670 accessible for those on low incomes.

671 **Figure 6: The Vauban community hall with solar PV, Germany, September 2018**



672

673 Source: Authors

674 This exclusionary aspect of solar energy was identified as also having geographical
675 dimensions, with G006 observing that there may be interlocking meteorological and
676 socioeconomic dimensions to the exclusion of some from solar, as it inevitably does not work
677 well in less sunny areas or for those whose access to sunlight (and personal roof-space) is
678 limited by the fact that they live in flats and apartments:

679 *Since we all know solar PV is powered by the sun, people living in places with fewer*
680 *solar resources are at a disadvantage, or those living in buildings without [access to] a*
681 *roof, or without a roof facing the right direction.*

682 There are further geographical dimensions to the injustices felt by some in Germany, with
683 G001 claiming that populations in Eastern Germany, for example, feel resentment and anger
684 towards the solar policy:

685 *In East Germany there is recent living memory of losing out, because of the closure of*
686 *Eastern German industry and nothing coming to replace it. They feel that they are the*
687 *victims and they regard the market, the government and its pro renewable energy*
688 *policy as evil, making them victims. The idea that they are helping others get rich is*
689 *entrenched.*

690 For G005, resentment is sharpened further by the fact that coalminers are an already-
691 marginalized (and beleaguered) community within Germany:

692 *The high carbon fossil fuel industry is obviously and rightly threatened by solar energy,*
693 *they lose their business model. Other social costs include the closure of coal mines and*
694 *coal power plants in eastern Germany ... If these companies leave and the jobs leave,*
695 *you need create credible solutions for these people to buy into a low carbon pathway.*
696 *And this so far has not happened. Instead, the beneficiaries of solar have been*
697 *companies in the South of Germany, notably Freiburg in Baden-Württemberg.*

698 G008 reflected on the legacy impacts that Germany's declined solar sector has had,
699 particularly the fate of the large number of workers who lost their jobs following a bust in
700 German solar manufacturing:

701 *Interestingly the real vulnerable group from the solar transition is not often talked*
702 *about, namely 100,000 people who lost their jobs in the German solar sector over the*
703 *past years. You have trade unions and government going, oh my goodness, we cannot*
704 *shut down coal because of all the work and these regions. Yet Solar World and other*
705 *big producers have shut down in the past years and they didn't make a peep about*
706 *those workers. Workers in the German renewable energy sector are a vulnerable*
707 *population. Some have poor labor conditions and terrible contracts.*

708 These micro scale injustices demonstrate the unevenness of the German solar PV transition
709 in terms of who has been able to benefit – both temporally and spatially.

710 3.4.2 Meso injustices

711 At the meso scale, respondents cited the challenges that solar presents to centralized
712 energy supply, and the impacts of Germany's fading solar manufacturing boom.

713 Decentralized solar PV has presented an inherent challenge to (incumbent)
714 centralized power providers, especially nuclear operators, as well as coal-fired power
715 stations. As G010 put it: *"The nuclear industry in Germany has been suffering from the*
716 *decision to phase in solar, and phase out nuclear. They are forced to explore options to sell*
717 *overseas, given they no longer have a home market."*

718 Reflecting on the temporal specificity of Germany's (since-faded) domestic solar
719 manufacturing boom, some respondents argued that the solar transition has even (oddly)
720 created risks for the market as a whole. G002 put this in the context of competition and
721 bankruptcy for German firms:

722 *Germany has changed the economic value chain for the solar industry, not necessarily*
723 *for the better. Solar panels are not produced anymore in Germany To compete,*
724 *German manufacturers tried to decrease their prices. However, that was not really*
725 *efficient then and they went bankrupt.*

726 G013 lastly noted that solar companies perhaps lost the most in the German transition due to
727 a watering down of national policy and negative perceptions from financiers, in some cases
728 leading to “many companies” going into “insolvency because the banks no longer finance
729 solar projects.” Consequently, it is apt to conclude that, in spite of it being considered a
730 “success story” of state intervention, these gains are not permanent and indeed the German
731 solar sector itself has not been immune from the changing nature of the transition and the
732 whims of global markets (Meckling & Hughes 2018), which shape the national transition
733 dynamics related to solar.

734 3.4.3 Macro injustices

735 At the macro level, respondents drew attention to several concerns with the solar PV
736 transition in Germany, particularly negative impacts on Germany’s neighbors, and the
737 negative economic impacts on global fossil fuel providers and the potential environmental
738 and social impacts of the (overseas-based) panel production process.

739 G010 framed the solar transition in terms of creating disruption to conventional
740 energy suppliers across Europe:

741 *Some of the losers are the conventional utilities across Europe because their business*
742 *model has been eroded: a strong increase of renewables erodes their market share,*
743 *and also because of the access to the grid, thus making the baseload power plants not*
744 *economic or workable, though they still have to be around to cope with situations*
745 *when renewables cannot be relied up.*

746 G011 added that:

747 *Countries like Poland and the Czech Republic are angry about our solar transition*
748 *because they are now suffering from cheap electricity imports from Germany. Coal*
749 *plants in Poland and nuclear plants in the Czech Republic have had to reduce output*
750 *and sell less electricity because of cheaper exports from the German grid.*

751 In the focus group, respondents stated that the German experience may have even created a
752 negative stigma against future investments in a European solar industry: “The main negative
753 to the solar transition is the loss of the companies who wanted to manufacture solar panels

754 *but have shut down. The lesson appears to be it is difficult to make a profit doing solar in*
755 *Europe.”*

756 As per impacts on global fossil fuel providers G001 argued that, although this would
757 not be seen as a bad outcome by many, fossil fuel states and companies themselves are
758 nonetheless set for huge disruptions as a result of the German (and global) PV transition:

759 *The people who benefit from the fossil fuel industry are the biggest losers. I do not feel*
760 *sorry for them, because it is like the drug dealer complaining about losing his business,*
761 *or the burglar. But there is logic in the claim that they are losers to the German*
762 *transition ... Petrol states like Venezuela, which is going bankrupt, could be vulnerable*
763 *as global oil markets shrink. Canadian oil sands is in a similar category.*

764 G003 concurred with this analysis, noting “*countries who export coal like Australia or South*
765 *Africa are at risk, as well as oil and gas producing countries, especially in the long run. In other*
766 *countries like China and India, you will see a huge growth of carbon intensive technologies to*
767 *produce energy, so they could lose out also when renewables disrupt those markets.” These*
768 apparent threats to incumbent sectors seem apt given that Germany is rapidly electrifying
769 transport (meaning solar can begin to “substitute” for oil) (Canzler et al. 2017) and that it
770 currently still imports 55.2 million tons of coal per year, or 93 percent of its hard coal
771 consumed (Amelang and Wettengel 2018: 1).

772 Other respondents meanwhile focused on the materialities of the solar industry itself,
773 questioning the ethical and justice issues entangled in raw material extraction and
774 manufacturing processes in jurisdictions with weak social and environmental protections
775 (Mulvaney 2013, 2014). As G004 states, “*If you take a broad perspective, you have to*
776 *question where Germany gets its solar modules from, where are the resources such as copper*
777 *and raw materials coming from. That has an impact on the countries where these raw*
778 *materials are excavated, and working conditions for people working in the countries making*
779 *solar panels are certainly affected ... In China, we do not know under what conditions workers*
780 *manufacture the models.” Sovacool and D’Agostino (2011) for instance note that solar*
781 manufacturing costs in China are sometimes kept artificially low by using low-wage labor.

782 G008 articulated a broader critique of Germany’s solar (or any type of renewable
783 energy) transition, drawing attention to the inherent imbalances and inequities built into the
784 global political economy that may inevitably create injustices *somewhere*:

785 *Renewable electricity such as solar is underpinned by destructive political economy*
 786 *just like any other industrial processes. Even renewables still destroy the Earth. Which*
 787 *is why you cannot talk about a truly renewable energy transition, you need to also talk*
 788 *about reducing general material throughput, or degrowth. Otherwise, the production*
 789 *of renewable energies relies on the extraction on raw materials and resources around*
 790 *the world. And they are not extracted in socially responsible and environmentally*
 791 *sustainable ways.*

792 As with macro level injustices highlighted in previous sections, those pertaining to the
 793 German PV transition therefore relate strongly to the question marks that hang over the
 794 global production chains of mineral extraction, production processes and waste, and the
 795 ultimate unevenness built into the system that makes economic activity cheaper in one place
 796 compared with another.

797 4. Discussion: Spatiality and temporality in whole-systems injustices

798 When taken collectively, our interviews, focus groups, and internet forums identified
 799 44 different injustices. In this section, we assess the spatiality and temporality of these
 800 impacts.

801 **4.1 The spatiality of injustices**

802 As predicted by our whole systems approach, justice impacts span spatial scales –
 803 from micro, meso, to macro – across the modes of production, manufacturing, consumption,
 804 and waste disposal. These are illustrated below in Table 2. Most injustices—19 in total—
 805 occur at the micro scale but a compelling number also span the meso scale (11 in total) and
 806 the macro scale (14 in total).

807 **Table 2: Summary of spatial scales of injustices for four low-carbon transitions**

<i>Case study</i>	<i>Micro scale injustices</i>	<i>Meso scale injustices</i>	<i>Macro scale injustices</i>
French nuclear power	(1) Water consumption, (2) nuclear waste streams, (3) community health, (4) depressed property values, (5) interference with wine making, (6) social peripheralisation and marginalization	(1) Safety, reliability and national accidents (2) Interference with the development of national low-carbon innovations	(1) Accident risks to neighboring countries and beyond (2) Environmental impacts of uranium mining, (3) political impacts of uranium mining, (4) nuclear exports, (5) interference with

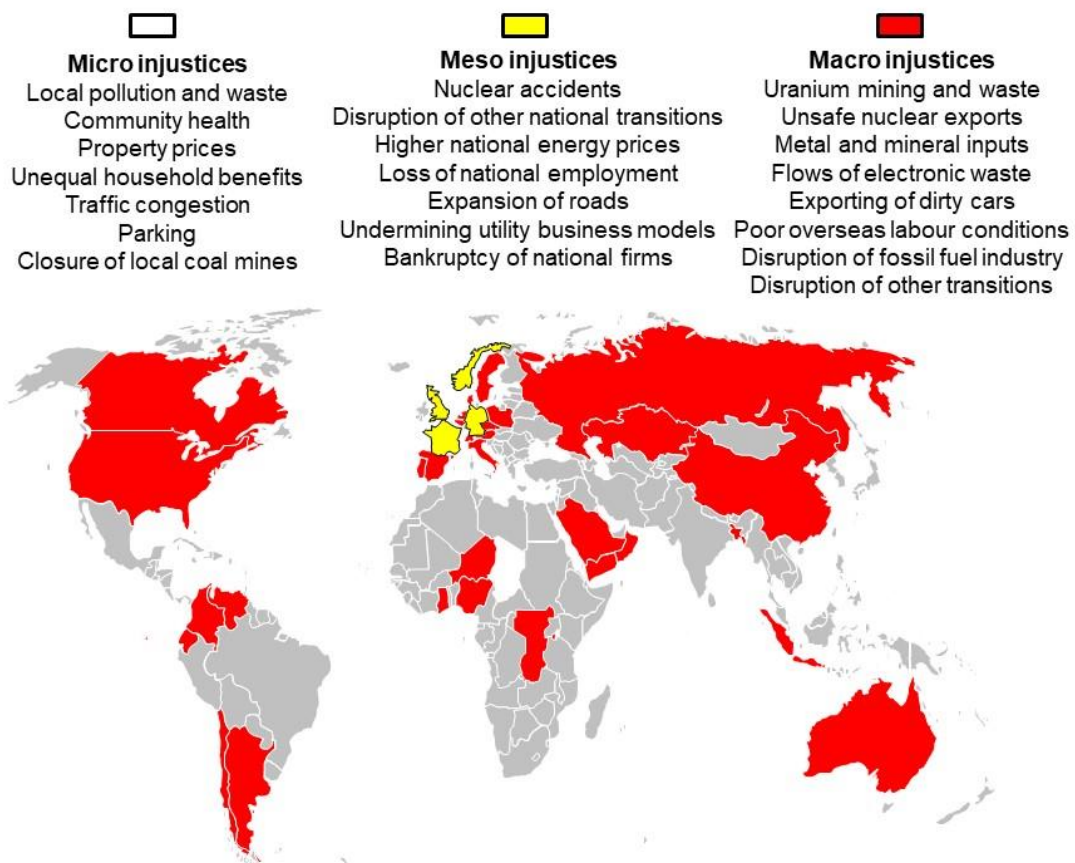
			other European transitions
British smart meters	(7) Exclusion of rural areas, (8) exclusion of those living in social housing blocks (9) rising household energy prices, (10) negative impacts on vulnerable groups, (11) added stress for families	(3) Loss of jobs, (4) higher national energy prices, (5) the environmental impacts of the smart meter roll out	(6) reliance on raw materials from unstable regions, (7) hazardous waste streams
Norwegian electric vehicles	(12) Increased car use leading to congestion, (13) pollution, (14) parking problems, (15) avoidance of walking/cycling, and (16) lack of infrastructure in rural areas	(6) Diversion of taxes from public transport (7) Expansion of roads into environmentally sensitive areas (8) Greenwashing of national policy	(8) Poor labor conditions foreign resource extraction, (9) hazardous waste streams, (10) exporting of dirty cars
German solar panels	(17) Exclusionary nature of the feed-in tariff, (18) local closure of German coal mines (19) Loss of solar manufacturing jobs	(9) Threat to centralized energy supply models, (10) stigmatizing future solar investment and the loss of German solar manufacturing (11) poor employment conditions or standards at German manufacturers	(11) Erosion of markets for electricity in Poland and the Czech Republic (12) disruption of global fossil fuel industries, (13) extraction of raw materials and waste flows, (14) poor working conditions at overseas solar manufacturers

808 Source: Authors.

809 Impacts of European energy transitions are thus not limited to or contained by the
810 boundaries of the country undergoing the low-carbon transition, but are interwoven in
811 complex multi-scalar webs of cause and effect. Many of the injustices identified occur at the
812 macro scale well beyond Europe, and effectively amount to a spatial externalization of
813 deleterious environmental and social effects – with the (invariably Northern) countries mainly
814 enjoying positive effects of their low-carbon policies, but invariably Southern countries
815 bearing the costs. Figure 7 maps these out globally, from the lithium mines of South America
816 to the cobalt mines of the Democratic Republic of the Congo, and from the e-waste
817 scrapyards of Ghana to the low-wage manufacturing centers in China. As Bridge et al. (2013:

818 335) observe, the perverse effect of the gravitation of “clean” energy technology
 819 manufacturing to countries such as China has been that this production now takes place
 820 largely in “a region with a higher carbon intensity of production.” Such a dynamic
 821 perpetuates a process of social peripheralisation, whereby proliferating streams of pollution
 822 and waste end up in countries that cannot afford to refuse the financial compensation of
 823 bearing a high environmental and health risk.

824 **Figure 7: The spatiality of European energy injustices**



825

826 Source: Authors

827 In our cases, the French nuclear transition clearly externalizes energy and carbon-
 828 intensive processes such as uranium mining, milling, and fuel enrichment to other countries
 829 in North America, Asia, Africa and Australasia (Poirson 2012), and our respondents accused
 830 France of flooding European neighbors with cheap power that has stymied their own energy
 831 transitions. The British smart meter transition has meanwhile generated electronic and
 832 hazardous waste streams that could be exported to countries in the Global South (Sovacool
 833 et al. 2018), and it also has resulted in carbon emissions related to the fairly inefficient nature
 834 of smart meter installations (Holifield et al. 2017). The Norwegian EV transition depends on

835 material inputs such as cobalt, lithium and copper that are produced in areas with weak
 836 human and environmental safeguards (e.g. the Democratic Republic of the Congo, see Rustad
 837 et al., 2016), and it is also generating waste streams for used batteries and second-hand
 838 vehicles (Manzetti, & Mariasiu 2015; Winslow et al. 2018). The German solar transition
 839 similarly requires raw materials produced in unstable regions of the world, and depends on
 840 low-wage factory workers in countries such as China for manufacturing and assembling
 841 modules (Aman et al. 2015).

842 These extra-territorial dimensions are troubling as they suggest that low-carbon
 843 transitions achieve some of their low-carbon or “clean” elements merely by outsourcing
 844 injustices (such as “dirty” production) elsewhere (Sovacool 2016). They also illustrate clearly
 845 how “energy production, consumption and policy-making decisions in one place can cause
 846 hidden but harmful, multi-dimensional, socio-environmental injustices in others” (Healy et
 847 al., 2019: 230).

848 **4.2 The temporality of injustices**

849 Another noteworthy dimension to the injustices of low-carbon transitions is their
 850 temporality, both in terms of lifecycle impacts as well as the timing of benefits and the inter-
 851 generational nature of the negative impacts. Table 3 illustrates injustices distributed across
 852 the temporal moments of the technological lifecycle and utilization by consumers. As is
 853 evident, 11 injustices were identified at the production stage, 23 at the consumption stage,
 854 and 8 at the waste disposal stage.

855 **Table 3: Summary of lifecycle stages of injustices for four low-carbon transitions**

<i>Case study</i>	<i>Production</i>	<i>Consumption</i>	<i>Waste</i>
French nuclear power	(1) Water consumption (2) Safety, reliability and accidents (3) Interference with other European low-carbon transitions (4) Environmental impacts of uranium mining (5) Political impacts of uranium mining (6) Nuclear exports	(1) social peripheralisation and marginalization	(1) Nuclear waste streams (2) Community health (3) Depressed property values (4) Interference with wine making

British smart meters	(7) Reliance on raw materials from unstable regions.	(2) Exclusion of rural areas (3) Exclusion of those living in social housing blocks (4) Rising household energy prices (5) Negative impacts on vulnerable groups (6) Added stress for families (7) Loss of jobs (8) Higher national energy prices	(5) Environmental impacts of the smart meter roll out (6) Hazardous waste streams
Norwegian electric vehicles	(8) Poor labor conditions foreign resource extraction.	(9) Increased car use leading to congestion (10) Pollution (11) Parking problems (12) Avoidance of walking/cycling (13) Lack of infrastructure in rural areas (14) Diversion of taxes from public transport (15) Expansion of roads into environmentally sensitive areas (16) Greenwashing of national policy	(7) Hazardous waste streams (8) Exporting of dirty cars
German solar panels	(9) Poor employment conditions or standards at German manufacturers (10) Extraction of raw materials and waste flows, (11) Poor working conditions at overseas solar manufacturers	(17) Exclusionary nature of the feed-in tariff (18) Phasing out of nuclear power plants (19) Local closure of German coal mines (20) Erosion of markets for electricity in Poland and the Czech Republic (21) Undermining of European electric utility business models (22) Stigmatizing future solar investment and the bankruptcy of German solar firms (23) Disruption of global fossil fuel industries,	(10) Extraction of raw materials and waste flows

856 Source: Authors

857 In line with a widening focus in the energy justice literature (e.g. Jenkins et al. 2014),
 858 the justices identified are dispersed across the lifecycle of low carbon energy transitions.
 859 Many of the injustices related to the extraction of minerals that are used in low carbon
 860 technology manufacturing and to the disposal of obsolescent materials (Mulvaney 2013;
 861 Cross et al. 2018). These also ally with the injustices identified in Table 2 at the “macro” scale,
 862 showing how negative impacts on communities are often perceived as being “externalized.”
 863 In France’s case the disposal of waste materials within the country means that these impacts
 864 are felt closer to home. The majority of injustices however occur however within the
 865 consumption phase of the life cycle, in line with other research on low carbon technologies
 866 and energy justice (e.g. Sovacool et al. 2017b; Sovacool et al. 2019; Xu and Chen 2019). These
 867 relate to injustices generated by various aspects of the rollout of technologies, resulting
 868 largely from policy decisions over transition design that inadvertently disadvantage certain
 869 social groups or economic actors.

870 As well as being dispersed across the life-cycle, within the production, consumption,
 871 and disposal stages, injustices were also identified across and between generations,. Indeed,
 872 inter-generational impacts on future generations were mentioned directly in the interviews,
 873 and they are perhaps the starkest for nuclear power, given the long-lived nature of its waste
 874 streams (Taebi et al. 2012). As F001 reflected, *“There are clear inter-generational equity*
 875 *issues with nuclear power ... And yet we tend to accept these, or ignore them, due to the post*
 876 *war culture of a brave new way forward”*. F004 similarly stated that: *“Any discussion of justice*
 877 *must focus on fairness from the perspective of the local territory that will be hosting nuclear*
 878 *facilities. And you must also discuss the fairness towards future generations that will have to*
 879 *deal with that burden.”*

880 A different temporal dynamic was at work within the British smart meter program—
 881 with those adopting first generation (SMETS1) meters suffering from lost functionality if they
 882 switched suppliers (see Figure 8), saddling these customers with an inferior technology.

883 **Figure 8: A first generation SMETS1 smart meter from British Gas, London, April 2018**





891
892 Source: Authors

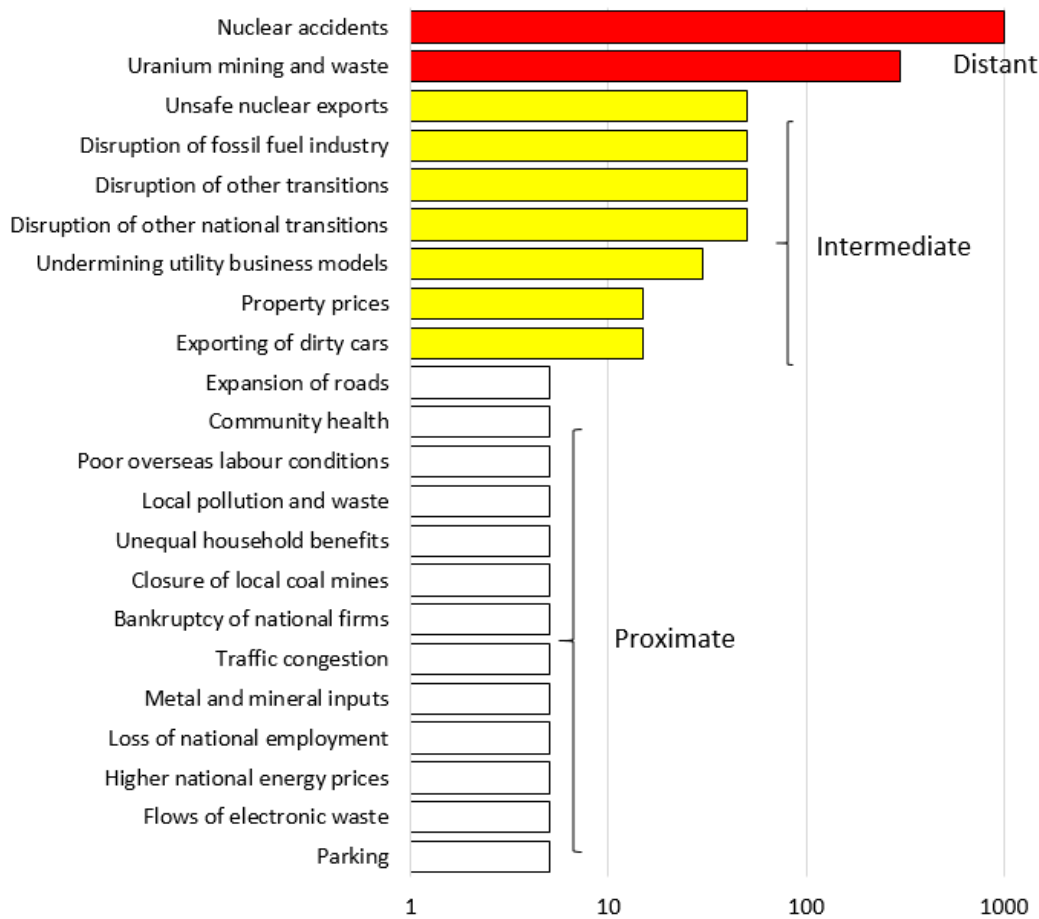
893 Norwegian EVs have articulated contrasting temporal dimensions, with early adopters
894 deriving the lion's share of benefits; and later-adopters enjoying fewer and suffering from
895 traffic congestion from the former. As N003 explained: *"The more people that have EV, the*
896 *fewer the benefits for drivers. You have to take away some of these benefits eventually,*
897 *everyone cannot be allowed to drive on bus lanes. Once you have too many EVs, they fill up."*

898 This same dynamic was evident in Germany, with early adopters of solar PV deriving
899 the greatest benefits. As a respondent in our focus group iterated: *"The German feed-in tariff*
900 *for solar was more profitable 18 years ago, but not now."*

901 Consequently, the injustices have different temporal dynamics in how, or more
902 precisely *when*, they are experienced. Figure 9 shows that some proximate impacts are
903 more immediate, they are experienced already, in the "now," or soon, generally within the
904 next five years. This includes many injustices such as parking and traffic congestion (for EVs),
905 flows of e-waste and fuel poverty (for smart meters), local pollution and community health
906 (French nuclear), and closure of coal mines and rising costs with the feed-in tariff (German
907 solar energy). However, other injustices will be experienced more intermediately in the
908 future, roughly in the next ten to fifty years. This would include the future displacement of
909 fossil fuel or "dirty" cars from Norway to other countries as they are substituted by EVs, or a
910 future decline in property prices that could result from new French nuclear power plants, or
911 further incidents and accidents. The impacts of national and transnational disruption of
912 future energy transitions would also occur on this scale, as well as the continued exportation

913 of technology from Europe abroad and continual instability on fossil fuel business models. A
 914 very particular set of injustices are extremely distant or long-lived, extending well into the
 915 future. This includes temporal injustice that could span hundreds of years to even 1000 years,
 916 such as the need to manage radioactive waste and mine tailings, or to recover from the
 917 fallout of severe nuclear accidents.

918 **Figure 9: The proximate, intermediate, and distant temporalities of energy injustices**



919

920 Source: Authors

921 5. Conclusion and Implications

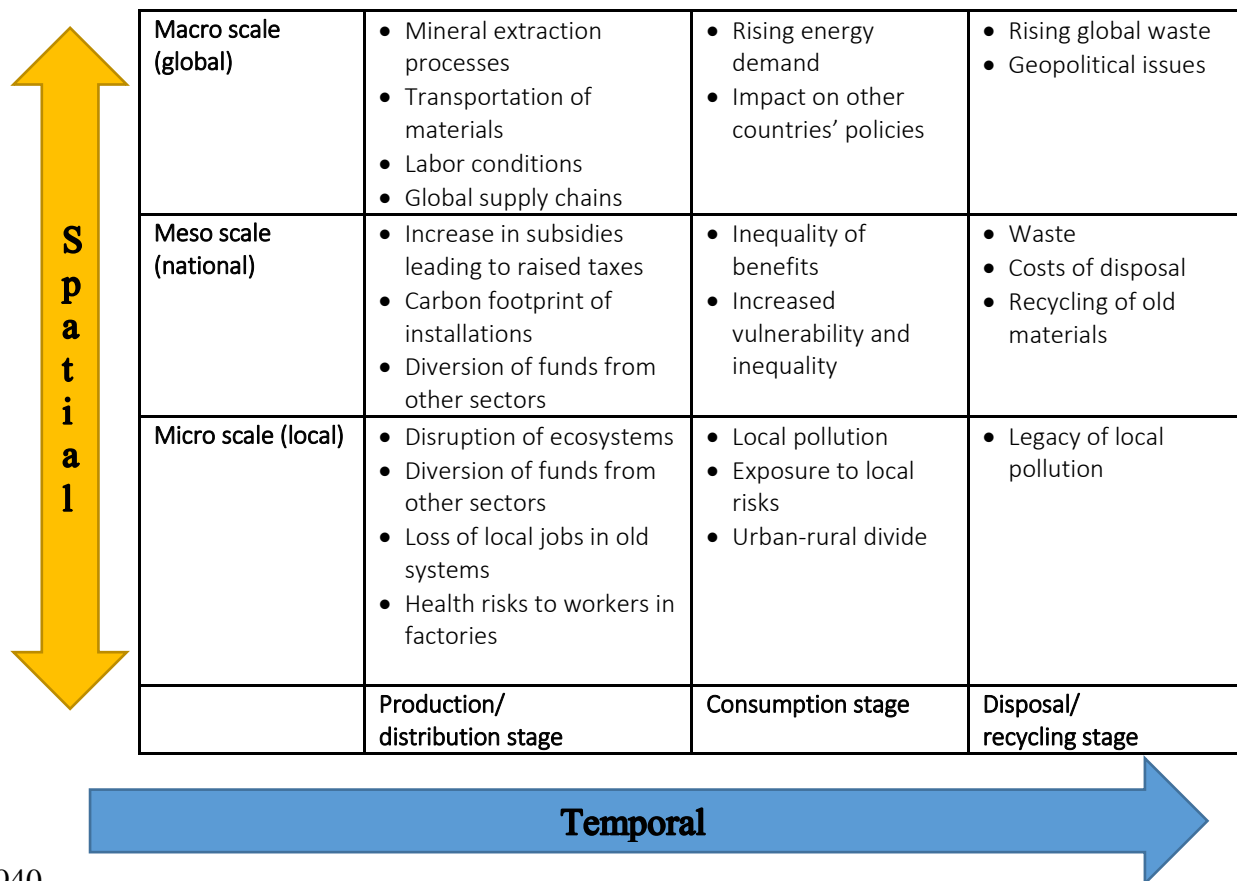
922 In sum, the whole systems energy justice analysis presented here demands we better
 923 understand, account for, and attempt to minimize the ways in which European (and other)
 924 low-carbon transitions can give rise to, and then systematize, injustices – across social
 925 segments, spatial scales, and temporalities.

926 The injustices associated with European low-carbon transitions—summarized in
 927 Figure 10—transcend scales (micro, meso, macro) and lifecycle stages (of production and
 928 distribution, consumption, and waste disposal and recycling). In this way, a French

929 restaurant using nuclear electricity to bake croissants connects with a worker inhaling toxic
 930 fumes at a uranium mine in Niger or Canada, from where nearly half of France’s uranium
 931 imports come from. A British household using their smart meter and in-home display to
 932 monitor their laundry is generating electronic waste that could end up in the fields and farms
 933 of Ghana. A parent picking up their children from school in an electric vehicle in Norway
 934 depends in part on the backbreaking labor of mineral extraction across lithium and cobalt
 935 mines in the Democratic Republic of the Congo. A German solar panel supporting a
 936 pensioner’s retirement in Berlin may have been manufactured at a low-wage factory in
 937 China.

938
 939

Figure 10: Whole systems energy justice impacts of European low-carbon transitions



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However, Figure 10 also reveals some of the limitations to a “whole systems” approach, insofar as the micro, meso, and macro scales do not always map evenly or systematically onto the different lifecycle stages of each low-carbon transition, and vice versa. Instead, the interactions between scales and stages is dynamic and more heterogeneous than the analytical categories themselves imply. For instance, we identified

947 issues such as waste and water pollution with French nuclear power as “micro” concerns, as
948 they affect local communities the most directly, but in aggregate those aspects could become
949 serious national concerns over time. We identified increased carbon emissions from the
950 inefficient, supplier-led smart meter rollout as “meso” concerns, affecting the national
951 carbon balance, but emissions from installation vehicles could also contribute to local particle
952 pollution (“micro”) and contribute to global warming (“macro”). We classified unequal and
953 elitist tax policy in Norway as “meso,” a nationwide issue, even though it intersects strongly
954 with ‘micro’ household dynamics; inversely, we classified unequal access to solar energy in
955 Germany as ‘micro’, for affecting households, even though this inequality is embedded in
956 national policy.

957 Moreover, these injustices are inherently relational and may be experienced
958 differently by different people in different places at distinct times, and sometimes negative
959 impacts can be unexpected or unintended. For instance, what some perceive as an injustice
960 or direct and severe harm may be experienced by others as a mere nuisance or
961 inconvenience, and vice versa. Thus, as Castán-Broto and Baker (2018: 3) argue, “energy is
962 bound up with the reproduction of uneven patterns of development and access” that are not
963 “pre-existing, fixed” categories, but are “actively constituted through social and material
964 relations.” Some identified injustices, such as nuclear waste or the fallout from a nuclear
965 accident, could last hundreds of years to millennia; others such as unemployment or traffic
966 congestion, could be more transient and temporary.

967 In terms of concrete policy recommendations, our study does point towards a
968 multitude of actions that planners can take at any of the scales we examine. At the “micro”
969 scale, local content requirements or benefit-sharing agreements (demanding that project or
970 technology developers use local materials and labor and/or share more benefits with
971 communities) can help address some of the distributive inequalities that arise related to
972 displacement and unemployment. Similarly, such actions could improve the legitimacy of the
973 transition in the eyes of affected parties and culminate in a broader social license to operate.
974 At the “meso” scale, planners and parliamentarians could hold public referendums on the
975 transition in question, to solicit public feedback about concerns, and erect statutes that
976 better track or account for embodied emissions and lifecycle impacts. At the “macro” scale,
977 groups like the International Energy Agency, International Renewable Energy Agency, and
978 Intergovernmental Panel on Climate Change are well positioned to recognize and account for

979 embodied global externalities, e.g. carbon, water, and land use but also perhaps waste, toxic
980 pollution, and metals—across different energy systems. Moreover, improved transparency
981 about raw materials and waste streams would be beneficial, just as the Extractive Industries
982 Transparency Initiative has attempted in the oil and gas sector, or the World Commission on
983 Dams has done in the hydropower sector. Furthermore, the longevity and often complicated
984 legacy of energy transitions indicates a need for whole systems thinking at the technical and
985 policy *design* stage, when they consider policy processes and responses to transitions.

986 We do not believe our findings undermine the overarching rationale for low-carbon
987 transitions, nor do they suggest that the four specific transitions we examined should have
988 been abandoned. However, based on our findings, and new theorizations of whole systems
989 energy injustice, planners, policymakers, practitioners, and researchers should nonetheless
990 become more cognizant of the potential for low-carbon transitions to create new – and
991 worsen preexisting – patterns of exploitation and inequality. The specific critiques we raise,
992 some of them sobering, are aimed at a target: improving and learning so that vulnerability in
993 low-carbon transitions is minimized, benefits and burdens are made more visible, and the
994 potential gains are distributed more fairly and according to representative processes.
995 Dealing with the spatial and temporal whole systems nature of energy justice is thus as
996 necessary as it is demanding.

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