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The Scottish Parliament
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5 June 2025

Dear Collette

I write to inform you that I have shared a revised draft of the draft Winter Heating Assistance (Pension Age) (Scotland) Amendment Regulations 2025 with the Scottish Commission on Social Security (SCoSS). I intend to lay these regulations and accompanying documents in Parliament on 6 June.

As you will be aware, in November 2024 I committed to introducing a universal payment of £100 to all pensioner households not currently receiving support following the changes to our plans for Pension Age Winter Heating Payment (PAWHP) that took place following the UK Government's announcement to cut Winter Fuel Payments to those in receipt of benefits last July. These regulations deliver on that commitment and expand the eligibility for Pension Age Winter Heating Payment to provide vital support with heating costs to every pensioner household from next winter onwards (2025/26).

Under these regulations, from winter 2025/26, all households containing individuals of pension age who are not in receipt of relevant benefits will receive £100 of winter heating assistance. Those in receipt of a relevant low-income benefit who are aged under 80 will receive £203.40, while those aged 80 or over in receipt of a relevant benefit will receive £305.10.

In line with the current PAWHP regulations, an individual will be eligible for one of those higher rate of payment if, during the qualifying week, they are of state pension age and are receiving one of the following benefits:

- Pension Credit
- Income-based Jobseeker's Allowance (JSA)
- Income-related Employment and Support Allowance (ESA)
- Income Support
- Universal Credit

All other pensioner households not in receipt of relevant benefits will receive a payment of £100. Where an eligible individual does not live with another eligible individual, they will receive £100, and where there are two or more eligible individuals living together, they will receive £50 each.

The introduction of universal eligibility to PAWHP will ensure that vital support is provided to all pensioner households, recognising older people are particularly vulnerable to the effects of cold weather during the winter months, and are more likely to be on fixed incomes. This support will provide a contribution towards heating costs alongside other support that is available, including our Winter Heating Payment which, in contrast to the UK Government's Cold Weather Payment, guarantees a reliable annual payment to people on low incomes, including those pensioners in receipt of Pension Credit each winter. This is in addition to a wider range of initiatives to mitigate fuel poverty, such as our energy efficiency delivery programmes – Warmer Homes Scotland and Area Based Schemes – as well as our Islands Cost Crisis Emergency Fund which helps island authorities support their island communities through cost-of-living pressures.

The higher payment value for those in receipt of relevant benefits will ensure that those pensioners most in need of support will continue to receive a higher rate of payment, protecting their incomes. A universal approach will also ensure that the many pensioners who do not take up their Pension Credit entitlement, as well as those who are above the threshold for Pension Credit who also require support, will receive a contribution towards their heating bills each winter.

Communications Plan

I recognise the importance of clear communications, particularly given the significant changes that have taken place since last July, and can confirm Social Security Scotland are developing a detailed communications and engagement plan. This will raise awareness that Pension Age Winter Heating Payment is changing, that it will be delivered by Social Security Scotland going forward and provide reassurance that the majority of clients do not need to do anything and they will be paid automatically.

As the qualifying week and timing of usual correspondence from DWP takes place before the regulations come into force, proactive communication and engagement activity will start in September, to ensure that clients and external organisations are aware of the changes in Scotland before payments start. All messaging will be clear that the introduction of Pension Age Winter Heating Payment is still subject to Parliamentary approval.

Communications will be issued towards the end of the period where Social Security Scotland have completed the processing of client data and issued payments automatically. Social Security Scotland will highlight the date that the majority of payments are expected to be made by and encourage people to get in touch if they have not received the payment, but think they are eligible.

SCoSS Scrutiny

The draft regulations were issued to SCoSS for scrutiny on 6 March for a shortened 4 week period of scrutiny. SCoSS issued their report on Thursday 3 April. Following the initial referral of these regulations for scrutiny my officials identified the need to include three updated provisions within the regulations, concerning the 'opt-out' and 'opt-in' mechanism, an aspect relating to residency, and backdated payment awards, as well as recommending the removal of a provision concerning applications. My officials have shared these additional

draft provisions with SCoSS on an informal basis, and they have considered them in that context. However, I am aware that SCoSS has not yet had the opportunity to provide a formal scrutiny report on these particular provisions.

Unfortunately, due to the tight timescales required to ensure delivery of Pension Age Winter Heating Payment within the current legislative and operational timetable, it has not been possible to give SCoSS the time needed to formally review the revised regulations and provide a scrutiny report on these additional provisions before they are laid in Parliament. Nevertheless, before the parliamentary process begins, I have provided SCoSS with a copy of the updated Winter Heating Assistance (Pension Age) (Scotland) Amendment Regulations 2025 and have asked that they carry out a period of scrutiny as they see fit. I have asked my officials to work closely with the Commission on any recommendations they wish to submit after the regulations have been laid.

An overview of the changes made to these regulations since initial SCoSS scrutiny is provided in Annex C. I also provide a copy of the draft Amendment Regulations in Annex A, alongside the Scottish Government's response to the recommendations and observation from SCoSS's scrutiny report in Annex B.

I am grateful to SCoSS members for the helpful and constructive way in which they have engaged with my officials, within a shortened scrutiny period, helping to ensure these regulations, and the support that this payment will provide, will be in place for the winter period ahead.

I hope the Committee will find this letter useful as you start scrutiny of these important regulations and I look forward to appearing before Committee to give evidence on the amendment regulations in due course.

SHIRLEY-ANNE SOMERVILLE

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Annex A

Draft Winter Heating Assistance (Pension Age) (Scotland) Amendment 2025 Regulations (attached separately)

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Scottish Government Response to SCoSS Scrutiny Report on Winter Heating Assistance (Pension Age) (Scotland) Amendment Regulations 2025

Responses to Recommendations and Observations

SCoSS Recommendation	Scottish Government Response	Accept/ Partially accept/ Reject
<p>Recommendation 1: Communications from Scottish Government and Social Security Scotland should clearly state the amounts that individuals can expect to receive, and they should be able to understand how this amount may be affected by household circumstances.</p>	<p>Social Security Scotland will communicate via a range of different channels tailored to the audience. Where possible, Social Security Scotland will include details of the different tiers of payments and eligibility. Where this is not possible e.g. on a poster, the reader will be directed to the mygov website for more information.</p>	<p>Accept</p>
<p>Recommendation 2: To avoid an assumption that a late application means someone does not require winter heating support guidance, the Scottish Government should make clear the reasons why a person may make a late application</p>	<p>As part of the overall communications plan, Social Security Scotland will ensure information in relation to late applications is included.</p>	<p>Accept</p>

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SCoSS Recommendation	Scottish Government Response	Accept/ Partially accept/ Reject
<p>Recommendation 3: The Scottish Government should amend regulation 7A(a) to refer to “any day” in the qualifying week.</p>	<p>Since officials shared the draft regulations with SCoSS on 6 March, regulation 7 (relevant benefit condition) in the principal Regulations is now omitted. We are no longer proposing to insert a reg 7A (no relevant benefit condition). These provisions are no longer needed.</p> <p>Instead, regulation 10 in the principal Regulations is amended to provide that the policy for different rates of payment for means tested payments and universal payments is met.</p> <p>Under regulation 10(1)(a), a means tested amount of PAWHP will be paid to those entitled to relevant benefits, or an equivalent benefit where they are part of the protected cohort and resident in a country listed in the schedule, on a day in the qualifying week. The amount will be higher for over 80s than the under 80s.</p> <p>Under regulation 10(1)(b), a universal amount of PAWHP will be paid to those not entitled to relevant or equivalent benefits. Those that do not live with other entitled pensioners in the qualifying week will receive the full £100 universal payment, whereas those that live with other entitled individuals (or if they live in residential care) during the qualifying week will receive a shared rate of £50 each.</p> <p>Finally, regulation 10(1)(c) will provide for the nil-rating policy where an opt-out request is in effect in terms of regulation 9A.</p>	<p>Accept</p>
<p>Recommendation 4: For clarity, regulation 9(1)(c) should say ‘is entitled to a relevant benefit on a day in the qualifying week’ or ‘meets the relevant benefit condition’.</p>	<p>Regulation 9(1)(c) has now been updated to reflect SCoSS’s recommendation, ‘(c) <i>an individual who is entitled to a relevant benefit throughout the qualifying week who—</i>’, to ensure there is no ambiguity within this provision.</p>	<p>Accept</p>

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SCoSS Recommendation	Scottish Government Response	Accept/ Partially accept/ Reject
<p>Recommendation 5: In the absence of a definition of 'lives with' in regulation 10, whether this includes living with a relative or friend should be clarified in public communications and guidance.</p>	<p>Social Security Scotland will communicate via a range of different channels tailored to the audience. Where possible, details of the definition of 'lives with' will be included within communications materials. Where this is not possible, the reader will be directed to the mygov website where further detailed information will be available.</p>	<p>Accept</p>
<p>Recommendation 6: If the rate specified in regulation 10(b) is meant to apply to people on benefit who are under 80, regulation 10(b) should be changed to regulation 10(a)(iii).</p>	<p>Following further review of the regulations during the scrutiny period, the error in Regulation 10 has now been amended. The previous draft Regulation 10(b) is now Regulation 10(1)(a)(iii).</p>	<p>Accept</p>
<p>Recommendation 7: Scottish Government communications should clarify the point at which an applicant would know that Social Security Scotland are not going to complete a determination without application in their case to enable someone to meet the proposed timescale for applying.</p>	<p>Communications will be issued towards the end of the period where Social Security Scotland have completed the processing of client data and issued payments automatically. Social Security Scotland will highlight the date that the majority of payments are expected to be made by and encourage people to get in touch if they have not received the payment, but think they are eligible.</p>	<p>Accept</p>

SCoSS Recommendation	Scottish Government Response	Accept/ Partially accept/ Reject
<p>Observation 1: We note many of the recommendations and observations from our previous reports are still relevant, specifically Recommendations 5 & 7 in our report on the draft Winter Heating Assistance (Pension Age) (Scotland) Regulations 2024 from July 2024, and Observation 2 from our report on the draft Winter Heating Assistance (Low Income) (Scotland) Regulations 2022 in August 2022.</p>	<p>The previous recommendations and observations to which SCoSS refer are laid out below. The Scottish Government have re-considered and responses to individual recommendations and observations can be found below.</p> <p>Recommendations and SG response in relation to the draft Winter Heating Assistance (Pension Age) Scotland Regulations 2024:</p> <p><u>Recommendation 5:</u> Following the launch of Pension Age Winter Heating Payment, the Scottish Government and Social Security Scotland should monitor the numbers and characteristics of people who apply for the benefit and how the application process is working in practice. Data collected should inform work with stakeholder organisations to help people understand whether they can expect to be paid Pension Age Winter Heating Payment automatically, or need to apply.</p> <p><u>SG response:</u></p> <p>Social Security Scotland collects data on protected characteristics through equalities surveys, which clients complete alongside their application. This data is then used to monitor the characteristics of those applying for Social Security Scotland benefits, and to identify trends within application data. An equalities survey will be in place as part of the Pension Age Winter Heating Payment application, in order to capture this information for data monitoring. The questions within this survey provide the option ‘Prefer not to say’ and therefore any information supplied is voluntary. Equalities information gathered from applications will be released as part of routine statistical publications.</p> <p><u>Recommendation 7:</u> The Scottish Government should ensure provision of suitable information materials to allow people to check whether they should have received an award of Pension Age Winter Heating Payment, but did not.</p>	<p>Noted</p>

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SCoSS Recommendation	Scottish Government Response	Accept/ Partially accept/ Reject
	<p><u>SG response:</u> Social Security Scotland will ensure all communication and engagement activity to support take-up of Scottish benefits including Pension Age Winter Heating Payment is inclusive, accessible and available across a range of online and offline channels.</p> <p>This will include producing a range of materials including posters, factsheets and social media as well as adverts for local press and radio. Factsheets will be proactively translated into different community languages as well as British Sign Language and Easy Read. In addition, insight shows that older people expect to access information in places and services they are interacting with. Therefore, Social Security Scotland will work with stakeholders to make sure they have information they need to support older people via a series of stakeholder engagement events. Resources such as posters and factsheets will be shared with relevant stakeholders and community organisations, including GP surgeries and libraries, encouraging them to display information. Information on eligibility and payment amounts will also be available online on the mygov.scot website.</p> <p>Towards the end of the payment window, Social Security Scotland will highlight the date that the majority of payments are expected to be made by and encourage people to get in touch if they have not received the payment, but think they are eligible.</p> <p>By providing clear and accessible information across a range of offline and online channels, people can access information regarding eligibility and payments for Pension Age Winter Heating Payment.</p> <p>Observation and SG response in relation to the draft Winter Heating Assistance (Low Income) Scotland Regulations 2023:</p>	

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SCoSS Recommendation	Scottish Government Response	Accept/ Partially accept/ Reject
	<p><u>Observation 1</u>: It is important that LIWHA is widely understood as a contribution towards winter energy costs, alongside other forms of support, and not as a payment that is intended to meet them.</p> <p><u>SG response</u>: Noted.</p>	

Draft Regulation Amendments

Regulation in SCoSS Scrutiny proposals	How the regulations differ from the proposals
Regulation 3 amending regulation 2 of the principal Regulations (interpretation)	This provision to add a definition of “mixed age couple” was removed as not needed
Regulation 4 amending regulation 5 of the principal Regulations (eligibility rules)	This provision is now numbered regulation 3 and the references to the relevant benefit condition and the no relevant benefit condition have been removed
Regulation 5 substituting regulation 7 of the principal Regulations (relevant benefit condition)	This provision is now numbered regulation 4 which omits regulation 7 of the principal Regulations (relevant benefit condition)
Regulation 6 substituting regulation 8 of the principal Regulations (residence condition)	This provision is now numbered regulation 5. The regulation clarifies that the residence condition of being ordinarily resident in Scotland and not being a person subject to immigration control needs to be met on one day in the qualifying week. New provisions were added to clarify that an individual is not treated as meeting the condition of being habitually resident in one of the countries listed in the schedule if this is not met by the last day of the qualifying week and an individual is not treated as being not a person subject to immigration control when they are subject to immigration control on the last day of the qualifying week.

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Regulation 7 amending regulation 9 of the principal Regulations (exclusions)	This provision is still numbered regulation 7. A new exclusion provision has been added where an individual was entitled to PAWHP payable at the rate for an individual who is not entitled to a relevant benefit and their partner becomes entitled to a relevant benefit in respect of the qualifying week as a result of a backdated decision in respect of the relevant benefit.
	Regulation 8 inserts new regulations 9A and 9B which permit individuals to opt out of receiving payment of PAWHP and permit individuals to opt in to receive payment of PAWHP if they have previously opted out.
Regulation 8 substituting regulation 10 of the principal Regulations (amount of PAWHP)	This provision is now numbered regulation 9 and includes new provisions defining what is meant by equivalent benefits for individuals who are habitually resident in one of the countries in the schedule and how the provision applies to members of couples and polygamous marriages
	Regulation 10 inserts new regulation 11A which provides for a determination without application where an individual has been awarded PAWHP at the rate for an individual who is not entitled to a relevant benefit but later is awarded a relevant benefit in respect of the qualifying week as a result of a backdated decision. A determination made under this provision then allows for the payment of PAWHP to offset any payment already made in respect of that qualifying week.
	Regulation 11 inserts new regulation 13A which provides for a determination without application when an individual wishes to opt in to payment of PAWHP where they had previously opted out
Regulation 9 inserting new Part 5 re applications	This provision is now numbered regulation 6.
Regulation 10 amending regulation 14 of the principal Regulations (periods for re-determinations)	This provision is now numbered regulation 12
Regulation 11 omitting part 8 of the principal Regulations (expiry)	This provision is now numbered regulation 13
Regulation 12 inserting schedule (countries)	This provision is now numbered regulation 14

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	<p>Regulation 15 makes a saving provision to save the principal Regulations as they were before these Regulations amended them in respect of any determination made in respect of the qualifying week in 2024 and any requests for re-determinations relative to that qualifying week</p>
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