

# Sustainable Development

Fourth Annual Assessment of Progress  
by the Scottish Government



Sustainable  
Development Commission  
Scotland

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## Front cover

Transport infrastructure in Scotland is a long way from being sustainable. A planned new road bridge across the Firth of Forth is likely to further increase congestion, emissions and other road traffic problems in and around Edinburgh.

This is one example of how Scottish Government policy is making it harder to create a flourishing, sustainable and low-carbon Scotland. We need the major investments to come in technology to reduce the demand for travel and in public transport.

Read more in SDC's reports [Smarter Moves](#) and [Getting There](#) on [www.sd-commission.org.uk/scotland](http://www.sd-commission.org.uk/scotland)

# Executive Summary

## About this assessment

This Assessment is the fourth in a series of annual reviews. The Sustainable Development Commission Scotland (the Commission) has scrutinised Government performance on sustainable development since 2007. We report on Government's success or otherwise in making Scotland a more sustainable place in which to live and work.

Our role is to hold Government to account to ensure the needs of society, the economy and the environment are properly balanced in the policy decisions it makes and the way it runs itself. To achieve this we work independently

from but in collaboration with the Government. We report publicly on issues the Government ask us to pursue and issues we identify as being particularly difficult from a sustainable development perspective.

The Commission is owned by the four Governments of the UK. In July 2010 the UK Government announced its intention to withdraw funding from April 2011 onwards. Discussions are taking place in each of the three devolved administrations and different arrangements put in place to carry on the Commission's work.

## Taking our recommendations forward

Sustainable development is a critical element in the Scottish Government's programme. It is a clear requirement in planning policy and in the Local Government in Scotland Act 2003. It also underpins the Climate Change Act (Scotland) 2009. The Commission was established to support and scrutinise the Scottish Executive's delivery against **Choosing Our Future** – Scotland's sustainable development strategy. Since May 2007 we have refocused our efforts to provide scrutiny and support around the Scottish Government's Economic Strategy and Purpose.

At the time of this Assessment going to print it is not known what plans the Scottish Government has for future advice and scrutiny on sustainable development and what role the Commission will play. Sustainable development is clearly about much more than the work of the Commission, which is a small but we believe, important element in wider Government and societal action to build a sustainable Scotland. The role of the Commission is to scrutinise Government performance, to advise on policy development and implementation and to support delivery. Government needs to ensure that these functions continue to exist and that capacity and capability for these functions carry on in future arrangements.

Regardless of what arrangements are in place to support sustainable development in the future, this report

provides a blueprint for action over the next term of Government (2011–15). The recommendations have been developed based on detailed analysis of what is required, informed by discussions with Government and experts from across Scottish society. We believe the messages of this report are of critical importance and we hope that they will be taken up by the next administration, by Parliament and by decision makers across the public sector.

At the heart of sustainable development lie five principles. These set out both the end goal; a healthy and just society that can live within its environmental limits, and the means by which this will be delivered: a sustainable economy, the use of sound science to inform decisions and the adoption of good governance practices by Government and society more broadly.

Critically, sustainable development is both about the present and future. It strives to ensure a fair and healthy society that respects the environment and balances the needs we have today with the needs of future generations. Sustainable development also requires that we pay special attention to those who are poorly served at present and seeks to ensure that they too can flourish.

We believe that the delivery of a sustainable Scotland requires Government and society to address three interconnected challenges.

## The three interconnected challenges

While every point in time seems special to those embroiled in it, 2010 sees the confluence of a number of trends of significance. First, developed economies face an uncertain future which may involve a prolonged downturn, a double dip recession and/or a very slow emergence from recession. Whatever the actual future trajectory of the economy, the state of public finances are likely to be constrained in the UK for the foreseeable future to such an extent that the balance between state, civil society and the private sector are likely to be remodelled.

At the same time, there are multiple and growing concerns about the state of our natural environment. Global climate change is the most pressing, but not the sole, element of these challenges. Pressures on global food systems, biodiversity, water, energy and natural resources are intensifying, causing decline in the ecosystems that support human wellbeing and prosperity.

While an agreement on climate change has stalled at the global level, through its climate change legislation

Scotland can rightly say it is leading the world. The aspirations of the Act draw from, as well as feed into, international level governance on climate change. As a small country, Scotland cannot deliver solutions to these global solutions alone – but Scotland can lead the way in making changes. In doing this it will deliver great economic, social and environmental benefits for its citizens.

The third element of this interconnected set of challenges relates to what can be termed a social recession. We see a widening gap in health between rich and poor, while at the same time even the affluent are suffering from high levels of obesity and lifestyle illnesses. Many are also concerned that increased affluence (beyond a certain threshold) does not lead to higher levels of wellbeing and may indeed undermine happiness.

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## Sustainable development framing

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The problems identified above are interlocked, of significant scale and are systemic in nature. How we choose to organise our economy and the values that we collectively decide to pursue create the pattern of outcomes.<sup>1</sup> In addition, the set of challenges are an example of what we would call a ‘wicked’ problem. This is described by Laurence Peter as problems that are “so complex that one needs to be highly intelligent and well informed just to be undecided about them”.<sup>2</sup> This means that although urgent action in an uncertain environment is required, there are no simple answers to many of the problems we face. What might work in one problem arena may or may not work in another. We might not have all the data before we have to act to address problems. This is unavoidable in the setting we find ourselves.

It is the role of Government, in partnership with all parts of Scottish society, to respond to these pressures. A sustainable development lens will identify the common consequences of these problems and point to synergistic solutions.

To make some good decisions, despite the uncertainty, we need to do two things: first, we should always seek to learn from our policy and practical interventions; second, we must show some humility in the face of these challenges. When this is combined with a commitment to engage people honestly and openly about the nature of the challenges and the difficulty of getting to solutions, we can move forward. This is why participation and engagement of those who will be affected by decisions and actions is a key part of the sustainable development approach. It is also why hearing about experiments and innovation is important as well as inspiring.

Somewhere in the world experiments will be creating knowledge that allows us to be more sustainable in the future. These are sometimes called “pockets of the future in the present.”<sup>3</sup> Capturing that knowledge and experience and translating it to different contexts and locations is a key task ahead of us.

Business as usual is not an option. We need to build a sustainable economy, protect our capacity to flourish and respect our ecological limits. The Commission’s landmark report, *Prosperity Without Growth?* shows that current efforts to de-couple economic growth from environmental damage will not result in the step change we are seeking. Marketing low carbon behaviours in a world that is dominated by expectations of high carbon consumption will not enable sustainable living to become the norm. Conversations across all Scottish communities might provide a basis for transformation. These conversations are already taking place in Climate Challenge Fund communities and other local groups.

Another way of making sense of the road ahead is to be clear about actions that will put barriers between us and the sustainable future we are trying to build, compared to actions that will enable and catalyse sustainable outcomes.

Opposite are a set of actions that help or hinder sustainable development with examples of current Scottish Government policy. These observations have emerged both from the Commission’s work in Scotland (and elsewhere in the UK) over the last year, as well as from the work we have conducted for this Assessment.

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## Government actions that would enable sustainable development

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- A vision of Scotland based on a clear understanding of true prosperity (the Scottish Government’s Purpose of a flourishing Scotland)
- Strengthening communities to act in sustainable ways (the Climate Challenge Fund, the Scottish Sustainable Communities Initiative)
- Reducing inequality (the purpose targets in the National Performance Framework of solidarity and cohesion as well as the approach taken to health inequalities)
- Joining up policy agendas to achieve synergies (for example, linking health, inequalities, climate change and the active travel agendas)
- Providing leadership and clear pathways for addressing problems (new Planning Policy as well as the Climate Change (Scotland) Act and Delivery Plan)
- Internalising externalities via pricing mechanisms and/or via regulatory approaches (carbon assessment of the Scottish budget)
- Keeping ecosystems intact/resilient using sound science and good governance (seeking a coherent approach to the marine ecosystem)
- Engaging citizens who are actively interested in their futures and knowledgeable about options to design and implement solutions (the Climate Challenge Fund)
- Exploring, encouraging and documenting routes to change and encouraging innovation (action on marine renewables).

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## Government actions that create barriers to sustainable development

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- Narrow focus on single outcomes, a lack of data on broader outcomes and a failure to look at outcomes in a holistic sense (the Scottish Government continues to take a narrow focus on GDP growth despite the broader framing of outcomes indicated within the National Performance Framework)
- Locking in greenhouse gas emissions through inappropriate infrastructure development (which also necessitates further contraction of emissions from other sources if statutory targets are to be met)
- Leaving no leeway for policy failure or changed circumstances in setting policy delivery goals (current policy responses to delivering the Climate Change (Scotland) Act leaves no room for failure. There appears to be no “Plan B” should Carbon Capture and Storage not deliver on a reasonable timetable and at a viable price)
- Reluctance to say what we will stop doing (for example, oil and gas activities are almost certain to contract at some stage in the future as international markets properly respond to climate change and any resulting international agreements)
- Lack of strong integration between strategies and implementation (for example, the rules governing transport infrastructure developments are not fully climate change proofed).

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## Sustainable development in Scotland – key findings

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Reviews of Government performance typically focus on what has been delivered. This Assessment is no different, but it also looks forward, to what Government should be doing in the next few years to make Scotland a more sustainable place.

What has been delivered:

### Governance

This Government has set out a much clearer vision than previous administrations of what it wants to achieve, and it has gone some way to re-aligning the wider public sector to help it get there. Despite the current economic challenges, Government has restated its commitment to cutting emissions as one of three core aims of future work. They have also launched strategies supporting low carbon and environmentally sustainable development.

The creation of more cross-cutting ministerial portfolios, the removal of departments and the introduction of a matrix style of organisation have created better structures for promoting sustainable decisions. Work on carbon accounting, though at an early stage, is also encouraging. However, Government must look more carefully at how it manages competing priorities. It needs to think more carefully about how it builds on its matrix style of organisation to share responsibility for these priorities across Government and the wider public sector. The High Level Group– Sustainable Scotland is one place where this breadth of vision can be developed. We believe that this group has not been as effective as it might have.

Government has sometimes seemed to misunderstand its own Purpose – focusing more on the role of sustainable economic growth rather than the more powerful and inspiring idea of a flourishing Scotland. At the same time it has shown a willingness to be held to account against a range of outcomes, and to organise itself more effectively to maximise the chance of delivery.

The National Performance Framework (NPF) could be improved but we believe the fundamental intent of the existing Framework is sound. We would urge the next government to retain and build on this work. In particular the NPF needs refinement to better take sustainable

development principles into account. More work is needed to ensure these are effectively translated to local action through for example **Single Outcome Agreements** (SOAs). Any refresh must also be on the back of wider engagement and consultation.

Two issues merit specific mention in this context. Firstly, the SNP set out in its manifesto a commitment to produce an annual *Health of the Nation* report. While in Government it has overseen implementation of good reporting through the Scotland Performs web pages, this annual report has not materialised. We believe that this is a missed opportunity to report more widely on progress being made on key performance measures. Also, it would give Parliament the opportunity to hold Government to account against its performance. Secondly, and perhaps more importantly, such reporting and scrutiny would open up space for a wider discussion about the challenges inherent in delivering a set of conflicting, competing targets.

In the absence of any Government *Health of the Nation* report, we see our annual assessments as fulfilling part of this important role for Government and Parliament. Our assessments are the only reports looking in detail across the work of government and the public sector and commenting on delivery against a wide set of targets and outcomes. While our individual recommendations are not always popular inside Government, we see evidence that the value of this work and the approach we take is recognised and seen as supporting effective Government.

Secondly, Government must look afresh at how it measures progress. The Scottish Government has framed its action under the heading of “sustainable economic growth”. To be effective, and indeed to be judged sustainable, Government must better define what this means and how it can be measured. Despite a call from its Council of Economic Advisers, little has been done to look at adopting a wider basket of economic indicators to complement GDP. The Commission is working with the Carnegie UK Trust to assess the work of the Stiglitz-Sen-Fitoussie Commission<sup>4</sup> and we expect to provide advice to Government in the New Year on how it might expand the evaluation of its effectiveness.

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## Policy challenges

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As we emphasise throughout this Assessment, the challenges we face are many, and significant action is required to successfully build a sustainable future. We need change at a scale and pace beyond that we have currently seen. We also need openness and transparency about the choices any Government will need to make and the reasons it has for taking certain courses of action, while stopping or preventing others.

Moving beyond the framing of governance, our Assessment shows that Government has made advances on a number of fronts. However, it has not always been clear why certain policies get taken forwards while others languish.

Some policy actions, for example on renewable electricity, have been exemplary, with Government receiving plaudits from business and environmental NGOs. However, the equally important field of energy efficiency and demand reduction has remained a poor cousin. Government has now published its Energy Efficiency Action Plan that does give clearer direction and strategic focus. Over the next term of Government a step change in the resources and support will be required to deliver the welcome target of a 12 per cent reduction of Scottish energy consumption by 2020.

In waste policy the Scottish Government has committed to a zero waste Scotland that is not solely focused on the shorter term goal of simply meeting European landfill directive targets. In contrast, in work on wider behaviour change Government is avoiding some of the more difficult infrastructure issues. Too much focus is placed on individual responsibilities despite research advising against this approach.

We have seen a more integrated strategy on health linking issues like health, equality, public health, early interventions and action on fuel poverty. This approach needs better resourcing but can form the basis for a more

sustainable health policy. This is important as we are not seeing a narrowing of health inequalities in Scotland.

Government and Parliament can be rightly proud of Scotland’s Climate Change Act. But crucial policy areas like transport are still lagging behind. Government has not properly acknowledged the Gordian knot that is Scotland’s transport policy and the impossibility of reducing congestion and emissions unless difficult policy choices are given full and transparent consideration.

Finally, on leadership, Government has been impressive in some areas but lacking in others. As noted above there is an obvious dynamism about the Government’s approach to renewable energy and the role it can play in Scotland’s economy. New climate change duties for public bodies should provide an impetus to wider public sector leadership if properly implemented, though the initiative for this ultimately came from Parliament rather than Government, owing to objections raised by CoSLA. We also now have a Scottish Sustainable Procurement Action Plan which it must be hoped will drive significant change in the way Scotland’s £8 billion public spend is used.

However, our Assessment shows that Government’s own performance in tackling its impact remains inadequate. Building energy use has not fallen since 2001, despite a target to reduce it by 12.6 per cent below the 2000 figure. Government is now changing the way it manages and reports on its own performance but it has taken almost ten years for this to be taken seriously. We are concerned that such poor performance was allowed to go on and question why Government failed to see this as a problem. It suggests that insufficient regard has been given to its own performance by senior management and ministers until very recently. Problematic targets must not be dismissed as so minor or unimportant that they can be ignored.

# 1. Introduction

Micro hydro schemes can play a significant role in providing low or zero carbon electricity. The Energy Saving Trust has estimated that micro renewables could meet as much as 30–40 per cent of our demand by 2050. The Scottish Micro Hydro Association is supporting over 200 schemes with a potential to power nearly 4000 homes in Scotland.

**For more information**  
[www.microhydroassociation.co.uk](http://www.microhydroassociation.co.uk)

# 1 Introduction

## 1.1 The Commission and its role in Scotland

The Sustainable Development Commission is the Government’s independent advisor on sustainable development. The Commission was established in 2000 and is chaired by Will Day. The organisation has 11 Commissioners and a secretariat of more than forty staff across four UK offices. We work with the UK Government, the Scottish Government, the Welsh Assembly Government and Northern Ireland Executive to ensure the needs of society, the economy and the environment are properly balanced in the policy decisions they make and the way they runs their administrations.

Our Scottish team is led by Professor Jan Bebbington, our Scotland Commissioner, and supported by the Scottish secretariat team. SDC Scotland reports to the First Minister and works closely with civil servants across the whole Administration on governance structures, strategy and policy. The Commission also focuses on building the capacity to integrate and promote sustainable development across Government.

## 1.2 The aim of the Fourth Assessment

A central role for the Commission in Scotland is to provide an annual independent review of progress on sustainable development. This role was set out in the previous administration’s sustainable development strategy *Choosing Our Future* and has been reaffirmed by this Government.

Our **First Assessment** was published in 2007 and reviewed the last year of the previous Administration.

The change of Government in May 2007 started a new cycle of reports. Our **Second Assessment** reviewed policy, indicators and corporate performance and gave a detailed appraisal of the governance and performance management framework that the current Scottish

Government established. The **Third Assessment** provided an update on policy and strategy developments as well as a consideration of indicator trends (published in detail as an online annex) and the Government’s success at ‘leading by example’.

This report, our **Fourth Assessment**, is the most comprehensive to date. It is a review of the Government’s performance over this term. The report draws on the evidence of performance indicators and analyses governance structures, strategy and policy and the role of the wider public sector. It makes recommendations on the key actions that the next Scottish Government (2011–15) should take to progress sustainable development.

## 1.3 Defining sustainable development

The Commission supports the vision for sustainable development set out by the UK, Scottish, Welsh and Northern Ireland Governments in their shared UK framework, *One Future – Different Paths*.<sup>5</sup> This identifies five principles for a sustainable society (Figure 1). Of these two principles, *Living within Environmental Limits* and *Ensuring a Strong, Healthy and Just Society*, are the desired **outcomes** of policy. The other three principles are important **enablers** that will help us to deliver sustainable development.

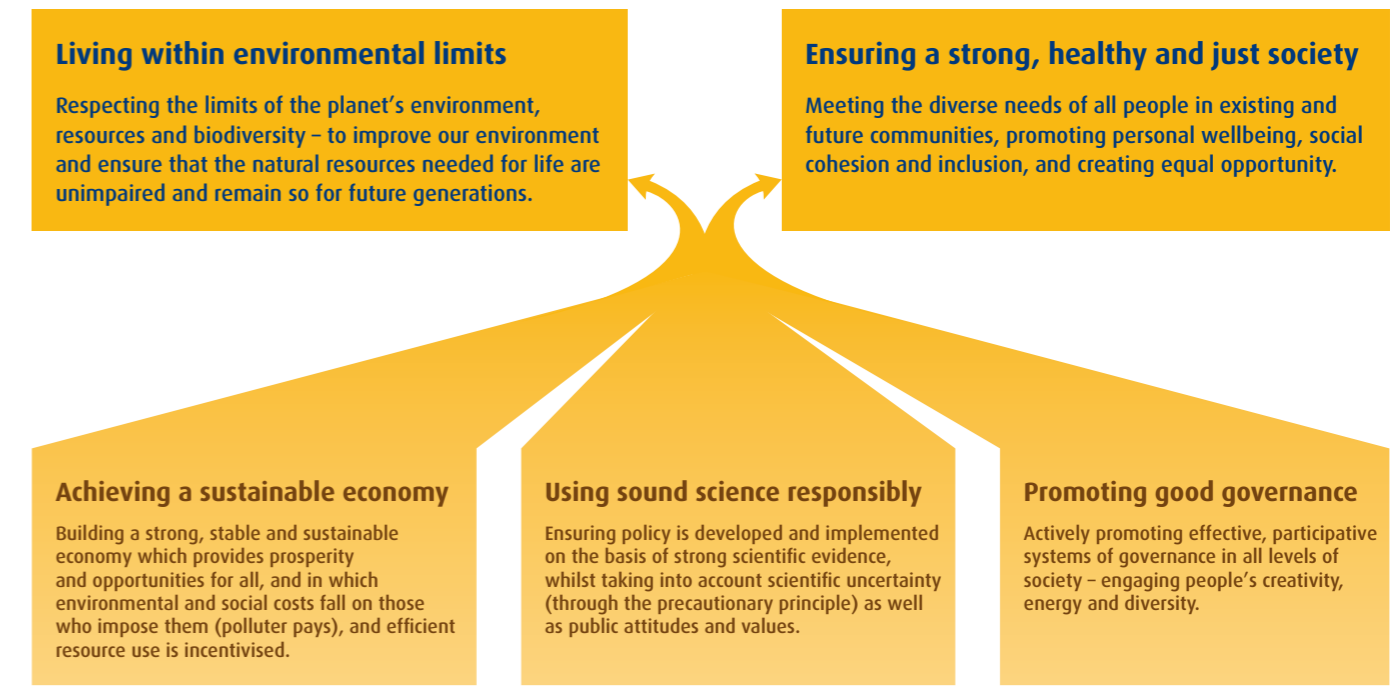
The Scottish Government has adopted a central Purpose for its work: ‘*To focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth*’.<sup>6</sup> This Purpose is supported by the **Government Economic Strategy**. The Government has stated that it intends to mainstream

sustainable development across Government through its commitment to *sustainable economic growth*.

The Commission believes that the Government’s Purpose is broadly consistent with the sustainable development framework, although they have chosen to place the strongest emphasis on one of the enablers, ‘*sustainable economic growth*’. Taken as a whole, the Purpose, with its emphasis on ‘*opportunities for all of Scotland to flourish*’ requires Government to address wider sustainable development issues.

Despite the adoption of the Purpose and National Performance Framework by Government, the Commission continues to believe that the five principles represent the clearest definition of sustainable development. Our analysis in this report is therefore based on the extent to which Government strategy *and* action aligns with these principles.

Figure 1 – The Five Principles of Sustainable Development



## 1.4 Methodology

The evidence base for this report is a review of relevant strategies, policies, meeting minutes and frameworks and from discussion and consultation with Scottish Government officials.

Our report was also guided by discussions with external stakeholders.<sup>7</sup> Given the significance of this report as our overall review of this term of government, our engagement with stakeholders has been greater than in

previous years. In addition to an Expert Advisory Group we also convened six topic based advisory groups and held other meetings with experts in relevant policy. In addition an online survey was sent to members of the Scottish Sustainable Development Forum, Scottish members of the Commission’s Panel and other stakeholders. The results were used to inform the whole Assessment (see summary text box overleaf).

## 1.5 Structure of the report

This report is divided into sections addressing the following aspects of the Government's overall approach to sustainable development, as laid out in Table 1.<sup>8</sup>

**Table 1: Assessment Structure**

<p><b>Chapter Two</b> Governance and Performance Management</p>	<p>This chapter updates the review of governance structures undertaken in our Second Assessment. It assesses how decision making structures are working in practice and draws on the views of stakeholders</p>
<p><b>Chapter Three</b> Delivering a Sustainable Scotland – Performance on individual sustainable development issues</p>	<p>This chapter provides a review of progress in relevant policy areas and makes recommendations for future action. The policy areas are grouped under the Government's five Strategic Objectives of Wealthier &amp; Fairer, Smarter, Healthier, Safer &amp; Stronger and Greener</p>
<p><b>Chapter Four</b> Leading by Example – how the Government manages its own impacts</p>	<p>Demonstrating leadership on sustainable development is essential in encouraging others in society to act. This chapter reviews the Government's action in managing its own estate and procurement</p>
<p><b>Chapter Five</b> Conclusions</p>	<p>Our overall conclusions and main challenges to the next Government.</p>

We have reviewed progress under each of the Government's five Strategic Objectives. Table 2 illustrates how we have grouped issues to correspond with these Strategic Objectives.<sup>9</sup> We have appraised each issue in terms of how it addresses the five principles of sustainable development.

**Table 2: How the Government's Strategic Objectives fit with sustainable development issues**

<p><b>Wealthier and Fairer</b> Enable businesses and people to increase their wealth and more people to share fairly in that wealth</p>	<ul style="list-style-type: none"> <li>• Building a Strong Sustainable Economy</li> <li>• Transport and travel</li> </ul>
<p><b>Smarter</b> Expand opportunities for Scots to succeed from nurture through to lifelong learning ensuring higher and more widely shared achievements</p>	<ul style="list-style-type: none"> <li>• Education for Sustainable Development</li> </ul>
<p><b>Healthier</b> Help people to sustain and improve their health, especially in disadvantaged communities, ensuring better, local and faster access to health care</p>	<ul style="list-style-type: none"> <li>• Health and Wellbeing Strategy and Policy</li> <li>• Fuel Poverty</li> <li>• Estate management in the health service</li> <li>• Food Strategy and Policy</li> </ul>
<p><b>Safer and Stronger</b> Help local communities to flourish, becoming stronger, safer places to live, offering improved opportunities and a better quality of life</p>	<ul style="list-style-type: none"> <li>• Planning</li> <li>• Affordable Housing and Housing Supply</li> <li>• Building Standards</li> <li>• Scottish Sustainable Communities initiative</li> <li>• Creating Sustainable Communities</li> </ul>
<p><b>Greener</b> Improve Scotland's natural and built environment and the sustainable use and enjoyment of it</p>	<ul style="list-style-type: none"> <li>• Climate Change and Energy</li> <li>• Natural Heritage and Resources</li> <li>• Waste</li> </ul>

Our approach to each of the five sections on **Delivering a Sustainable Scotland** is as follows:

- Score action on each sustainable development issue in terms of what relevant indicators show and overall progress toward sustainable development
- Set out our key findings for each issue
- Provide an overview of the wider policy framework governing action in that policy area (documents are listed in order of their significance)
- Review the trends shown by indicators relevant to the topic in question
- Analyse progress toward sustainable development
- Provide recommendations for further action and set out what the Commission intends to do to facilitate progress.



We use a simple scoring system to illustrate the progress on each aspect of sustainable development. Each policy area is scored on what the relevant Government indicators show and also based on our assessment of overall progress toward sustainable development as follows:

Icon	Definition
	Significant negative trend
	Some negative trend
	No change or mixed trend
	Some positive trend
	Significant positive trend

Throughout this report we have highlighted examples of the Commission's work and other good practice case studies which offer a way forward in dealing with the sustainable development challenges facing the Scottish Government. We will disseminate this work to Government and other public bodies and explore how it can be used to promote more sustainable outcomes.

## 1.6 Report appendices and annexes

The appendices of this report contain further information: a list of references and an acknowledgement of those who helped prepare the report.

We have also prepared online annexes to this report which provide more detail on our appraisal of Government

### Case Studies in this report

- A Scottish Roundtable on the Measurement of Economic Performance and Social Progress p32
- Key messages from SDC Scotland's transport policy paper: *Getting There* p37
- An Introduction to the Good Corporate Citizen Assessment Model p45
- Key messages from SDC's report on sustainable diets: *Setting the Table* p49
- Key messages from SDC's report on community renewal: *The Future is Local: Empowering Communities to improve their neighbourhoods* p55
- Climate Challenge Fund: Lessons learned in promoting sustainable communities p61
- Behaviour change to mitigate climate change – developing a public engagement strategy p68

performance on indicators as well as our survey results and a list of Government strategies, Parliamentary Acts, and other reports and schemes relevant to this report. These can be accessed from our website at [www.sd-commission.org.uk/scotland](http://www.sd-commission.org.uk/scotland).

## Stakeholder Survey: Summary of Results

### 'We have the commitment, now we need the action'

Our stakeholders believe that sustainable development principles are making their mark on Scottish Government policies but the strong focus on economic growth is hampering real progress on creating a sustainable, resilient and low carbon Scotland.

### Nearly half the respondents think the actions of the Scottish Government since May 2007 have failed to demonstrate commitment to sustainable development.

The stakeholder survey for this assessment shows that there is real worry to what extent 'sustainable economic growth' can lead to more sustainable development:

*"'sustainable economic growth' and 'sustainable development' are two different things. Government is pursuing the economic growth aspects but not taking on board the other aspects of 'sustainable development' – environmental and social impacts."*

There is a general sense that this policy area has been "mainly rhetoric and little delivery". Stakeholders describe single decisions like the Aberdeen bypass and the second Forth Bridge as incompatible with a low carbon agenda and hugely damaging for the public's perception of the severity of the threat from climate change. Stakeholders also feel that the focus on economic growth implies increased consumption and is clouding the need to look at consumption patterns.

However, the Scottish Government comes out very favourably in relation to renewable energy and waste. The current administration is seen as having really taken charge of this agenda and followed policy through into local delivery.

85 per cent of respondents say the Scottish Government has failed to mainstream sustainable development across government and its agencies. Any mainstreaming has happened in the parts of government responsible for the environment or the agencies such as Scottish Environmental Protection Agency (SEPA) and Scottish Natural Heritage (SNH)

who are associated with this agenda. However, there is hope that the Public Duty under the Climate Change (Scotland) Act will change this when it comes into force in January 2011.

Over half our respondents feel that sustainable development plays a bigger role in Scotland's priorities and actions than those of the other UK administrations. This relates to the Scottish Government level, as the picture on the role of SOAs in promoting sustainable development thinking is much less clear; While a third thinks Single Outcome Agreements have made it easier to promote sustainable development, a quarter do not think they have made any difference and a third find it hard to say. The removal of ring-fenced priorities, such as for waste recycling and reduction, have led to very mixed outcomes and respondents feel a need for clearer goal-posts:

*'The framework for SOAs has been poor. Despite repeated attempts we still do not have a proper suite of SD indicators for Scotland to measure the country and also local areas. This is really needed to stop political fudging of priorities.'*

### An agenda for the next Scottish Government

We asked what they think the top priority for a new Scottish Government after the May 2011 elections should be. Our stakeholders want the next Government to set an example that the rest of the public sector, business and civil society can follow by looking holistically at policy: greening the economy to build healthy resilient communities.

Our survey found that the Climate Change (Scotland) Act is seen as influencing policy now and there is great belief that it will be more influential over the next five years. The main challenges our stakeholders see are achieving policy coherence in this area, putting policy into practice and scaling up action that may not win immediate popular support:

*'There's a dichotomy here: everyone loves the Climate Change Act targets, everyone hates the actions which will deliver those targets, and that's reflecting in political decisions (or lack of them). We need to be clearer about the benefits of individual delivery actions, not just their contribution to climate change targets.'*

## 2. Governance and Performance Monitoring



Children are often left out of the loop in regeneration and participative processes. The EcoCity Project puts children at the heart of the planning process. Teams of children supported by architects, urban designers, artists and teachers deconstruct their cities and re-build models of their communities focussing on sustainability. Communities all over the UK and Ireland have been involved in the project.

**For more information**  
[www.childrensparliament.org.uk](http://www.childrensparliament.org.uk)  
or contact [cathy@childrensparliament.org.uk](mailto:cathy@childrensparliament.org.uk)

# Governance and Performance Monitoring

## Overall findings

- The current Administration has made significant changes to Governance structures. These include establishing a Purpose and National Performance Framework (NPF) and moves to end 'silo' working within the Civil Service
- The Purpose for Government, supported by Strategic Objectives and Outcomes, gives greater coherence to policy and ensures issues are being considered in a more rounded way than before. Government is not sufficiently clear about what it means by 'Sustainable Economic Growth'. There is also a gap between the aspiration of strategies and what is being delivered on the ground
- The NPF provides a single point of reporting for Government performance for the first time. In our previous assessments we have raised the issue that not all indicators/targets are SMART and not all important policy areas are covered by the current indicator set. This should be addressed in any refresh of the NPF
- While Government provides performance monitoring through its Scotland Performs microsite, it has not delivered on a commitment to an annual Health of the Nation report. Such reporting would better show how Government is delivering across its range of objectives, and highlight links and tensions between different desired outcomes
- Strategic management of the administration is the responsibility of the Strategic Board. This includes responsibility for the delivery of the Government's Purpose. The High Level Group – Sustainable Scotland has responsibility for bringing together leaders from the public, business and voluntary sectors to provide strategic policy capacity and leadership on key sustainability issues. The Commission supports this group's work but believes it should be given a clearer role in Government, greater accountability for delivery of sustainable development within and outwith Government, and a more active role in monitoring corporate performance and driving sustainable policy outcomes
- A new relationship with local authorities has evolved through the Concordat and the development of Single Outcome Agreements (SOAs). SOAs have the potential to be vehicles for promoting sustainable development. However, the outcomes are at present falling far short of that potential
- Many public bodies do not have a coherent approach to sustainable development in either their corporate governance or policy. This must be addressed if all parts of the public sector are to support the Government's central Purpose.

## Introduction – defining sustainable development governance

Governance is the process by which decisions are made. Sustainable Development Governance can be viewed as the processes by which an organisation delivers sustainable development. Good sustainable development governance<sup>10</sup> requires:

- A common understanding of sustainable development
- Clear commitment and leadership
- Specific institutional measures to steer integration
- Effective stakeholder involvement
- Effective knowledge management

While effective governance structures and processes will not guarantee more sustainable outcomes they will increase the likelihood of effective delivery.

In our Second Assessment we reviewed in detail how the current administration has reformed governance structures. We concluded that the changes made were in general more likely to lead to decision making processes that support sustainable development. Here we review how these structures have worked in practice. This is based on our own analysis and the views of stakeholders involved in developing the evidence base for this report.

## Review of progress over the term of Government

The current administration made changes to Governance structures including:

- Establishing a **Purpose of Government** 'to focus Government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth' and creating a **National Performance Framework (NPF)**. The NPF consists of five Strategic Objectives of Government and 15 Outcomes along with a set of nine Purpose Targets and 45 National Indicators and Targets<sup>11</sup>

- Restructuring the Government and civil service. The cabinet is now smaller than under the previous administration and there has been an end to civil service departments. The new organisation has a more cross cutting, matrix style of management. A new relationship with the wider public sector has been developed by reducing the number of Non-Departmental Public Bodies (NDPBs) and agreeing a concordat between central and local government. Local strategic level working across the public sector is now guided by **Community Planning Partnerships (CPPs)** and **Single Outcome Agreements (SOAs)**.

## The Purpose

The central Purpose, underpinned by the NPF, gives greater coherence to policy and strategy across Government.

The **Purpose of Government** is, as we remarked in the Second Assessment, potentially compatible with sustainable development. This is dependent on how it is applied. Stakeholders felt that in practice it has been used to support actions that could be deemed sustainable but also those that could not.

Stakeholders also felt there was a lack of clarity over whether the core of the Purpose is 'all of Scotland to

flourish' or 'sustainable economic growth'. Framing the Scottish Government's Purpose around the vision of a 'flourishing Scotland' remains a progressive commitment. However, ministers, officials and government publications have tended to define the Purpose as 'sustainable economic growth'. While this is a step forward from the previous administration's commitment to 'economic growth', the Commission sees this as evidence that the Scottish Government has failed to secure common agreement amongst ministers, officials and key stakeholders on what a sustainable Scotland means.

## The National Performance Framework

The NPF has created a clearer framework for Government. In particular the five Strategic Objectives (e.g. Greener, Smarter, etc) have helped ensure new strategies and plans better consider economic, social and environmental impacts.

The Framework has also influenced the work of Government agencies and NDPBs. In general it has helped set their work within a broader context. Organisations with a narrow policy focus now better consider the wider impacts of their work. That being said, some stakeholders are concerned that there has not been a uniform adoption of this approach. There is a perception that environmentally focused NDPBs have incorporated economic considerations more than economy focused bodies have incorporated environmental considerations.

Despite the NPF, there are as yet few examples in the public sector of collaborative actions leading to the

delivery of shared outcomes by public bodies. One positive example is the Central Scotland Green Network which is being taken forward jointly by Scottish Enterprise and Health Scotland working with Scottish Natural Heritage, Forestry Commission Scotland and local government. Government should encourage such collaborative work.

We undertook a full review of the NPF and its individual indicators in our Second Assessment. Our overall view is, then as now, that the NPF gives a clearer direction to Government policy than was previously the case. Improvements can be made in terms of the breadth of indicators and their alignment with the most important outcomes of policy. In particular we believe that GDP has serious limitations as an indicator of economic wellbeing. This is a limitation also highlighted by the Government's own Council of Economic Advisors.

NPF's practical impact:

- The Framework has led to closer working between Scottish Government researchers/statisticians and policy staff. However, there is still not a sense that policy is consistently driven by evidence of what is required to address key challenges and deliver desired outcomes. For example in transport the evidence of negative trends does not appear to be leading to a fundamental change in direction
- The NPF includes indicators and targets that are affected by policy at the UK and European level over which the Scottish Government has little control. For other areas where the Scottish Government does hold most of the levers, such as river quality, indicators are not included in the Framework. The question therefore is whether the Scottish Government views the NPF as providing a picture of sustainability in Scotland or as measuring the direct performance of the administration
- There needs to be better links between the targets and indicators in the Framework and the allocation of budget and resources across Government portfolios. It is not always clear that negative trends as shown by indicators and other evidence are driving spending decisions or the rethinking of the approach to an issue.

The SNP's 2007 Manifesto noted *"The SNP in government will produce an annual 'Health of the Nation' report, bringing together key targets on crime, health, education, the environment, opportunity, social mobility, life expectancy, business start-ups and the number of Scots who are economically active. We must be in a position to judge Scotland's progress, and be able to link what we know about the economy and society to tailor new policies, ensuring that no section of Scotland is left behind."*

Though the Government provides regularly updated and well presented information on performance through the Scotland Performs web-pages, this annual report has not materialised. The SDC believes such a report, coupled with associated debate in Parliament, would better highlight what progress is being made on the Purpose and across the NPF indicators. If properly publicised, this would also increase public understanding of Government progress towards sustainability. Most importantly it would give Scottish Ministers the opportunity to set out how they are seeking to reconcile the tensions between different aspects of Government policy in its drive to deliver sustainable economic growth and a flourishing Scotland. In turn Parliament would have a clearer opportunity to hold Government to account on this critical issue.

## Restructuring of government and civil service

On coming to power in 2007 the Government slimmed down the Cabinet to six posts: First Minister and five Cabinet Secretaries. In total there are 16 Ministers. In our Second Assessment we supported this move to Cabinet Secretaries with wide and cross-cutting remits. Most positive has been the integration of Fuel Poverty and Well-Being into the portfolio of the Health Secretary; the creation of a broad portfolio based around Finance and Sustainable Growth (including transport and climate change); and the appointment of a Minister with specific responsibility for Climate Change, Infrastructure and Transport. Some stakeholders have expressed concern at the placing of sustainable development within the portfolio of the Cabinet Secretary for Environment and Rural Affairs, feeling that this aligned sustainability too closely to environmental issues rather than placing it at the heart of all policy.

The restructuring of the civil service was something we also commented on positively in our Second Assessment. The removal of Departments has reduced 'silos' although stakeholders felt there is still some way to go to ensure fully joined up working across all areas of policy.

More recent re-structuring of policy directorates has given climate change a prominent and high level representation. While stakeholders welcomed the importance given to climate change, some concern was expressed as to whether sustainable development as a whole has declined in prominence as an issue for Government. The Commission sees sustainable development as the overall framework for action on climate change and all other policy agendas and it is important that its centrality to policy is maintained and enhanced.

Strategic management of the work of the administration is the responsibility of the **Strategic Board** – this includes overseeing the delivery of the Government's Purpose. The **High Level Group – Sustainable Scotland** has a different role, bringing together leaders to provide strategic policy capacity and leadership on key sustainability issues. The group is chaired by the Permanent Secretary and includes both senior civil servants and representatives of civil society, including SDC Commissioner Prof. Jan Bebbington.

Stakeholders welcomed the chairing of this High Level Group by the head of the civil service and that it

has external members from the public sector, NGOs and business. Concern was expressed though that the Group had little influence on policy and was not able to look in depth at issues facing Government and help develop sustainable solutions. Following the retirement of Sir John Elvidge the Group is under review. The Commission believes that if such a group is to exist it has to have a clearer role

within Government, have the power to ensure greater accountability for delivery of sustainable development within and out with Government, and be given a more active role in monitoring corporate performance. The Commission would also like to see Government look afresh at the role of the Cabinet Sub-Committee on Sustainable Scotland used by the last administration and consider whether such a model may again be appropriate.

## The new relationship with the public sector

The role of the wider public sector is essential to the delivery of sustainable development. Our review focuses on Single Outcome Agreements and corporate governance in public bodies.

### Single Outcome Agreements

The transformation of the relationship between central and local government has at its heart the **Concordat** and **Single Outcome Agreements (SOAs)**. SOAs are intended to improve the way public bodies work together at a local level, encouraging partnership working that adds value to the action of individual organisations. The SOAs between each Community Planning Partnership and the Scottish Government were agreed in May 2009.

SOAs have the potential to be a powerful vehicle for the delivery of sustainable development but only if they are built on sustainability principles, if based on true partnership working and if aspirations are followed by delivery. SOAs are broad documents covering a wide range of policy but local authorities and other public bodies also take forward policy through other strategies and action. Appraising their sustainability is thus complicated and our review of SOAs therefore focuses on the strategic direction set out in the Agreements. In reaching our conclusions we also draw on discussions with expert stakeholders in local authorities and their partner bodies.

## SOAs effectiveness in promoting sustainable communities:

### Linking Action to Priority Outcomes

There is not always a clear link in SOAs between the outcomes set and the balance of resources (financial and staff) allocated to delivering each outcome. Some stakeholders felt it would be useful to have a spending map for local areas, as they do in England,<sup>12</sup> which could show how budgets are being spent.

There is scepticism among some stakeholders as to how much positive impact Agreements have had on local services. It is felt that there are not sufficient examples of

new joined up working that add real value or provide more integrated service delivery. Indeed, many of the locally delivered initiatives cited as being good sustainable development practice – such as Paths for Life or Smarter Choices – have been driven by central Government.

Many SOAs have a far stronger emphasis on economic and social issues than on the environment. Not all are based on an integrated approach to all three strands of sustainable development.

### Linking National and Local Priorities

There is concern as to the ability of SOAs to help contribute to the meeting of national objectives. For example, the cumulative impact of the measures on climate change set out in the Agreements is not aligned to national targets for 2020 or 2050. Some stakeholders expressed a concern that the removal of ring fencing has led to a decline in spending on areas such as waste management and recycling in some local authorities which in turn is leading to poorer performance.

The Public Bodies Duties, with new requirements under the CRC Energy Efficiency Scheme and the Energy Efficiency Action Plan, should help integrate climate change into SOAs though this will require active engagement and support from Government, CoSLA, the Improvement Service and Sustainable Scotland Network (SSN). The challenge is to ensure other national sustainability priorities are supported.

<p><b>Indicators</b> As the name suggests, SOAs are intended to drive better outcomes. The indicators used are therefore important in framing action and measuring progress. The indicators selected to support many SOAs are weighted towards social and economic issues, with fewer indicators on the environmental aspects of sustainability (particularly for those areas such as the natural environment that are not driven by statutory requirements). In the current Menu of Local Outcome Indicators, only 8 of the 59 indicators are environmental (including 3 on waste and 3 on active travel). This is not an adequate basis to describe the range of environmental issues that relate to the 15 National Outcomes. Not all indicators used in SOAs are 'SMART'<sup>13</sup>; i.e. they do not necessarily reflect clear and measurable outcomes.</p>	<p>Some indicators selected, particularly in the environmental area, simply reflect legal requirements or targets (e.g. on recycling), are not 'stretching', and are not aligned with the scale of action required to address sustainable development challenges. Some of the most important sustainability issues, such as quality of life or well-being, are more difficult to represent through indicators. In the main these 'soft' indicators have been left out of the agreements but they represent some of the most important outcomes for local communities. The current emphasis on outcome indicators to measure outcomes directly is not very helpful for many complex environmental issues like biodiversity or climate change. The result is that these issues are not represented in the Menu (or not fully represented) and therefore overlooked in the preparation of SOAs (because there are no indicators to describe progress).</p>
<p><b>Engagement of Communities</b> SOAs were required to be developed in a short time period and in many cases communities were not</p>	<p>actively involved in shaping local priorities or developing the agreement.</p>
<p><b>Audit and Review</b> Some stakeholders felt that at present the audit and review of SOAs was not challenging enough to</p>	<p>Community Planning Partnerships (CPPs) in terms of their delivery of sustainable development objectives.</p>

## Wider public sector performance

Public bodies have a significant ability to influence sustainable development through their policy and spending decisions as well as their corporate performance.

At present many public bodies lack coherent structures for sustainable development governance of their own impacts. Over the last year the Commission has been involved in rolling out the **Good Corporate Citizenship Assessment Model (GCCAM)** with NHS Boards in Scotland. Supported by Health Facilities Scotland (HFS) and the Scottish Government, this provides a framework for integrating economic, environmental and social aspects of sustainability into corporate decision making. The Commission believes that other parts of the public sector could benefit from a similar approach and Government should develop such tools for wider use.

Local government and the wider public sector face challenges in addressing budget cuts over coming years. Delivering good services on lower budgets will require better joint working and an ability to draw on innovative thinking from elsewhere in the UK and overseas.

Some local authorities in Scotland are in the process of major reform on how they deliver services. The nature

of any restructuring will be important in determining whether these reforms deliver more or less sustainable outcomes.

Stakeholders felt another driver of reform to local services is the need to cut emissions. Those working for or with local government and public bodies believed it is unlikely that radical cuts in carbon and other resources could be achieved without significant structural changes to service provision. As part of that process local bodies must develop their current approach to carbon management and carbon budgeting. Carbon budgeting is still in its infancy at every level of government but it is important that public bodies, supported by Government, build their capacity in this area. The pioneering work of Fife Council is an example that others could learn from.

Stakeholders felt that in comparison to other northern European nations such as Sweden and Denmark there is a lack of dynamism and innovative thinking in public bodies in Scotland, whether in relation to carbon or other sustainability issues. Across northern Europe innovative sustainable transport, clean energy and waste schemes are being developed at a community level to a far greater

extent than in Scotland. It is clear that we need further engagement and support for local decision makers and public sector leaders. One test of the innovation of local authorities will be their ability to use the new powers granted them on 1st August 2010 to generate and supply heat and electricity from renewables.<sup>14</sup>

Government must ensure that new requirements, particularly the **Public Bodies Duties** and the **Carbon**

**Reduction Commitment (CRC)**, will drive improved performance on energy and climate change. Through the **Energy Efficiency Action Plan**<sup>15</sup> Government is also now committed to public sector reporting of energy consumption. These mechanisms must be used as the starting point for an overall strategic approach to sustainable development (not just carbon) across the public sector.

## Recommendations for Government for 2011–15

- Engage the public and stakeholders in any refresh of the National Performance Framework with the aim of building public understanding of the Government's objectives and its performance against them. Any refreshed NPF should also seek to address those important sustainability issues not covered by the existing indicator set and draw on new thinking as to how to measure progress
- Prepare an annual 'Health of the Nation' report to better highlight delivery across a range of objectives
- Demonstrate in the budget process how evidence from performance indicators and research are influencing proposed spending
- Develop the High Level Group – Sustainable Scotland to ensure it is better engaged with and has more influence on strategic decision making in Government
- Develop a sustainable development framework for future SOAs so that environmental, economic and social indicators are represented in a balanced way. Government, CoSLA, the Improvement Service and public bodies should also consider how 'soft' indicators can be better used within SOAs
- Address the lack of innovation in public bodies in Scotland in contrast to other small northern European nations. Overcoming this will require greater legislative action and financial support from Government coupled with action by CoSLA, the Improvement Service, Audit Scotland and other bodies supporting the public sector
- Based on the GCCAM approach, Government must work to improve corporate governance for sustainable development across the public sector.

## What the Commission will do

- Advise Government on any future revision of the NPF and how it can be better aligned to sustainable development objectives
- Undertake a review of how the Sarkozy Commission recommendations could be applied to Scotland.
- Continue to monitor the outcomes achieved through SOAs and the ability of such mechanisms to help deliver local and national priorities

### 3. Delivering a Sustainable Scotland



The North Howe Transition Town is a community led group working towards building community resilience. The group runs projects on home insulation, car sharing, and growing and preserving food. North Howe is one of 261 community groups funded by the Climate Challenge Fund to reduce their carbon emissions. Food focused events and local produce are popular ways to get local communities engaged in more sustainable lifestyles.

**For more information**  
[www.nhtt.org.uk](http://www.nhtt.org.uk)  
[www.nourishscotland.ning.com](http://www.nourishscotland.ning.com)

# 3.1

## A Wealthier and Fairer Scotland

### 3.1.1 Building a Strong Sustainable Economy

Performance as shown by Indicators



Overall progress towards sustainable development



#### Findings

- Government has established a framework for a more sustainable economy through its Environmental and Clean Technologies (ECT) Action Plan and the Low Carbon Economic Strategy. These are welcome documents but Government could do more to clearly articulate and exemplify the vision of a sustainable economy to business and to Scottish society. While renewable energy is central to any 'greening' of the economy it is important that the Low Carbon Economic Strategy has a wider focus incorporating action to reduce the demand for energy. It should also set out how the Government intends to manage the transition away from a high carbon economy
- Good progress has been made in developing Government support for a number of clean technologies including marine renewable electricity. Scotland is a small nation and needs to build partnerships with other nations and focus on those areas where it has a genuine competitive advantage
- The National Performance Framework sets out the Government's economic, social and environmental objectives in clearer terms than was previously the case. However Government needs to move on from using GDP as its primary indicator of economic progress. This would be in line with the recommendations of the Council of Economic Advisors and the Sarkozy Commission
- Through the Climate Change (Scotland) Act Government is committed to challenging climate change targets and to zero waste. Achieving these will necessitate all machinery of Government and policy in all areas to be aligned with these legal requirements, with clear route maps setting out how to reach objectives.

#### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Government Economic Strategy (2007)</b>	The central strategy of the Government, setting out its vision for sustainable economic growth in Scotland
<b>Scottish Budget 2010</b>	Informed by the Independent Budget Review and the UK Comprehensive Spending Review, the Scottish Budget 2010 sets out the Government's spending plans in light of reduced UK budget allocations
<b>Environmental and Clean Technologies (ECT) Action Plan (2009)</b>	Outlines how agencies will work together to promote clean technology development in Scotland

<b>Low Carbon Economic Strategy (2010)</b>	Sets out a vision and practical action required to establish Scotland as a low carbon and sustainable economy
<b>Scotland's Economic Recovery Plan (2008 onwards)</b>	Outlines how the Government intends to address the economic and employment issues caused by global economic difficulties
<b>Skills for Scotland (2007)</b>	Sets out a framework for lifelong learning and skills development.

#### Analysis of progress over the last year

Government has been active in developing its approach to a sustainable, low carbon economy. This has been framed by the **Environmental and Clean Technologies (ECT) Action Plan**<sup>16</sup> published in September 2009 and the **Low Carbon Economic Strategy**<sup>17</sup> published in November 2010.

The ECT Action Plan sets out a long term approach for effective public sector collaboration and support to stakeholders working on the development of new projects and technology options. The Plan was developed jointly by the Scottish Environment Protection Agency (SEPA), Highlands and Island Enterprise (HIE), Scottish Enterprise and the Scottish Funding Council and identifies five sub-sectors to focus on: water and waste water, recovery and recycling, environmental monitoring and instrumentation, building technologies and sustainable transport. The aim is to create a Scottish ECT sector worth £8.4 billion by 2014-15 compared with £5.9 billion now.

The **Low Carbon Economic Strategy** views low carbon growth as being integral to the aims of the Government Economic Strategy and argues that Scotland has a competitive advantage in developing a low carbon economy. It also considers the opportunities and challenges of adaptation to climate change. Action on both plans is supported by the Government's **10 Energy Pledges** and by the **2020 Climate Group**, established by

Government to encourage wider action on emission reduction.

The ECT Action Plan and the Low Carbon Economic Strategy begin to create a framework for promoting a sustainable economy for Scotland, something which until now has been lacking.

The ECT Plan is largely focused on the processes required to support development of the industry in Scotland. There is a commitment to prepare a paper setting out the long term economic, environmental and knowledge-base outcomes, the resources that will be used to support delivery and the indicators that will be used to measure success. This paper will be crucial to the delivery of the aspirations of the Action Plan – environmental and clean technologies are a vital part of a sustainable economy.

It is good to see the Government bringing its work on energy efficiency within a new energy efficiency and low carbon unit. This should facilitate more coordinated working across Government. The Low Carbon Economic Strategy demonstrates an understanding that a low carbon economy is about more than just low carbon generation. However, in delivering the Strategy, Government must also be straight about the future role of Scotland's high carbon sectors (for example oil and gas) and how these can be part of a transition.

#### Overall progress over the term of Government

These are challenging times for the Scottish economy, as they are for the UK as a whole. Government's economic indicators show a mixed picture of progress since 2007. There have been reductions in carbon emissions and a modest increase in healthy life expectancy.

Many of the other Purpose Targets are relative measures. There has been a negative trend in labour market participation while GDP performance has been broadly similar to the rest of the UK and other small EU nations. Disappointingly, there has been no narrowing of the income gap between the three lowest income deciles and the general population. The gap between

Scotland's best and worst performing regions has widened.

We are still very far from sustainable production and consumption. Scotland's ecological footprint is stable but well above sustainable levels. Scotland's consumption based greenhouse gas emissions increased by 11 per cent between 1995 and 2004<sup>18</sup> in contrast to a fall of 13 per cent in production emissions over the same period.<sup>19</sup> This means that we are not achieving a real decoupling between our economy and our carbon footprint.

While economic outcomes have been mixed and we are still living well beyond sustainable limits, the

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Commission believes the Government has made moves to better embed sustainability principles into action on the economy.

The development of the Purpose, Purpose Targets, National Outcomes and National Indicators as part of the National Performance Framework (NPF) has lent a greater coherence to Government policy and ensured that appraisal of economic performance includes an analysis of social and environmental issues.

Recent restatements of the need to maintain the focus on ‘greening’ the economy despite the challenging economic conditions have been welcome. In the Scottish Economic Recovery Plan (3rd March 2010) the Cabinet Secretary for Finance and Sustainable Growth writes in his introduction that *‘Scotland’s future lies in the development of a low carbon economy’* while in the ECT Action plan the Government states that *‘every job in Scotland will need to become a green job’*.<sup>20</sup> Another positive statement from the Cabinet Secretary is that he sees emission cuts as one of the three key objectives for Government as it responds to the economic downturn.<sup>21</sup>

In terms of policy Government has also moved on from the target of creating 16,000 new green jobs and now estimates that 60,000 new green jobs could be created by 2020. The 16,000 target was the same target pro rata as that set by the UK Government at that time. Given Scotland’s natural advantages and greater ambition we welcome this more stretching goal.

Despite these aspirations and improvements in how economic performance is appraised, more could be done.

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## Skills

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In October 2010 the Scottish Government refreshed its **Skills for Scotland Strategy**. It aims to simplify the skills system, empower individuals and employers to access help and support more effectively and better meet the needs of the key economic sectors and industries of the future. Building on the 2007 skills strategy, it takes into account the changed economic climate and the new challenges facing businesses looking to support sustainable employment.

The Commission commends the Scottish Government’s focus on reducing the number of working age people with severe literacy and numeracy problems, which is an indicator under the NPF. Although trends have remained static, good progress has been made in terms of policy with the **Literacy Action Plan** published in October 2010. This outlines the next steps to further raise standards of literacy and aims to break the link between poverty and poor literacy by tackling the problem early on and making it easier for adults to access ways to improve their skills.

In our previous assessments we have argued for the need to include additional measures of progress in the Purpose Targets. These would provide a more rounded appraisal of economic performance than GDP.

Government could also do more to cost the value of the environment and ecosystem services in economic appraisal and to sell its vision of Scotland as a low carbon economy. Many stakeholders involved in preparing this report felt that the Scottish public was not aware of the Government’s vision or the benefits of Scotland moving down this path.

Most fundamentally, there has not been a consistent application of sustainability principles across all areas of Government policy. While significant progress has been made in some areas, such as renewables, much development in Scotland is not aligned with moves to green the economy. Tourism and transport policy are also likely to push us away from desired sustainable development outcomes that Government seeks.

The Enterprise Agencies have made clearer commitments than in the past to low carbon development. Despite this stakeholders felt that Scottish Enterprise and Highlands and Islands Enterprise (HIE) have not yet made the transformation towards a sustainable model.

In summary, we still do not have a consistent message of sustainable economic development backed by action across all areas of Government.

We welcome the focus the Scottish Government has put on targeting the most vulnerable members of society, such as prison populations and people from deprived areas, through its skills programmes as well as its focus on early intervention. We support the view that Scotland’s social problems can be best addressed by ensuring that people have the necessary skills they need to live positive lives and providing access to such opportunities. Examples include the measures set out in the Scottish Government’s response to the **Options for Improvement** report into Offender Learning, and the £30 million in European social funding that is supporting 73 projects in Scotland aimed at helping people to train and develop their skills either to find, maintain or progress in employment.

£13 million has been invested in ‘green jobs’ through the new **Wave and Tidal Energy: Research, Development and Demonstration Support fund** (WATERS).

We also welcome Skills Development Scotland’s recent announcement of 650 new training places to support a low

carbon economy. Funded with the support of the European Social Fund, this money aims to enable employers to up-skill and re-skill employees in low carbon technologies. Although the Commission welcomes this package, we believe that there are more opportunities for ensuring

that Scotland becomes a world leader in the ‘green skills’ area, for which it is well placed. Housing and infrastructure are two areas in which the Commission believes there is a particular lack of sustainability skills and we urge Government to address this shortage.

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## What needs to be done over the next term (2011–15)

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In our Third Assessment we discussed the challenges facing Scotland and the whole global economy. One year on these challenges remain. The Scottish Government is also faced with the prospect of significant reductions to its budget. Maintaining progress towards sustainability will depend on new ways of working, securing additional alternative investment and on bold and imaginative thinking.

It is important that all political parties build consensus around the need for a sustainable economic future. This will give business and the public sector the long term certainty needed to plan. Building on the ECT Action Plan and Low Carbon Economic Strategy, the Government must instigate a process of engagement with the business community, supported by Scottish Enterprise/HIE and the public and academic sectors. The vision of Scotland as a leader in the move to a low carbon and sustainable economy must be widely understood and supported.

GDP has major flaws and we need better measures of economic progress. These new methods of assessing cost and benefit must incorporate the value of ecosystem services and the impact of policy on communities and local economies. Carbon appraisal of the Scottish budget must drive low carbon policy choices.

While it is welcome that the Government has included Environmental Footprinting as an indicator in the NPF, there is no clear plan of action for sustainable consumption to reduce Scotland’s footprint. There is evidence that Scotland continues to consume around twice its global share of resources and also that our consumption based carbon footprint continues to rise.

Government must follow through on the overarching commitment to make the whole economy ‘green’ and not continue to support unsustainable economic developments in parallel. This can only be done through developing a framework that drives progress and secures sufficient public and private investment in low carbon and clean technologies. Mechanisms such as the Landfill Tax and Renewables Obligation Scotland (ROS) have proved effective in driving change. Scotland should seek to use any greater powers it gains in these areas through Calman Commission reforms.

Stakeholders were clear that because Scotland is a small nation with limited resources, it must direct investment to a small number of areas where we have a real chance of success. All action and investment by Government must be built on a sound and detailed appraisal of the potential of different technologies and what competitive advantages exist in Scotland. In many cases it will make more sense for Scotland to become a partner in wider European projects or to work with partners in the US and Asia than to seek to develop technology alone.

At the same time as encouraging international co-operation, it is important that Government makes further moves to support local economies and smaller businesses. The view of stakeholders is that Scotland has not been particularly successful in accessing European funding for green projects. The Government should develop a funding map that will allow joining up and integration of funding streams. This is particularly an issue for SMEs who don’t have the resources to access funds and require help from Government agencies in this.

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## Recommendations for Government for 2011–15

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- Link the commitments in the Climate Change (Scotland) Act, the ECT Action Plan and Low Carbon Economic Strategy to provide a clear vision for the transformation of the whole economy along low carbon and sustainable lines. This must be supported by active engagement with the business community, the public sector and communities
  - Make moves to revise the National Performance Framework (NPF) to incorporate additional measures of progress. The Commission’s work reviewing the NPF in light of the Sarkozy Commission (see case study below) will provide a platform for this
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- Develop better means of incorporating the value of the natural environment, social cohesion, resilience and ecosystem services into economic appraisal and cost benefit analysis
- Act further to strengthen local economies and SMEs through better advice, support and procurement decisions. Greater funding for investment in innovative work by smaller businesses should be secured.
- Develop a plan to reduce Scotland's ecological and carbon footprint

### What the Commission will do

- Work with the Carnegie UK Trust to research better measures of economic performance and wellbeing in Scotland based on the work of the Sarkozy Commission. This will report in spring 2011
- Be an active partner in developing a green economy for Scotland through work on 'Green New Deal' initiatives from other part of the UK and their applicability to Scotland.

### A Scottish Roundtable on the Measurement of Economic Performance and Social Progress

It has become increasingly clear over recent years that conventional measures of prosperity such as Gross Domestic Product (GDP) do not accurately reflect the true prosperity of nations. Reporting in 2009, the Stiglitz-Sen-Fitoussi Commission (also known as the Sarkozy Commission) set out in detail gaps in current measures of progress and provided recommendations as to how we can better measure what is important. This 2009 report has been hugely influential and has been a catalyst to work at a national and international level.

For over half a century economic growth has been taken as a proxy for prosperity and GDP has been considered its best measure. Over the past decade these assumptions have increasingly been questioned on three grounds:

- There is growing evidence that GDP growth beyond a certain level does not increase prosperity across a range of measures from life expectancy to happiness and all 'developed' countries are well beyond that point
- GDP growth does not recognise finite natural resource constraints or critical environmental thresholds despite the reality of climate change and organisations such as the World Economic Forum<sup>22</sup> regarding the 'resource-constrained world' to be at 'tipping point'
- There is a wide acceptance that GDP is not an adequate metric to gauge well-being over time whether from an economic, environmental or social perspective

- These concerns are not just with GDP as a headline indicator for economic growth but the way it informs decision-making.

Yet economic growth remains fundamentally important to ensuring stability, not least by maintaining employment levels, and, in current circumstances in particular, to pay off debt. The solution to this dilemma lies not in a prescription of no growth but through a transition in our understanding of both growth and prosperity and the critical relationship between the two.

Central to this imperative is the need to identify better measures of prosperity, growth and the ability to maintain prosperity over time.

The Commission is working with the Carnegie UK Trust and has established a Round Table of experts to look at better measures of prosperity and test the relevance and applicability of the Sarkozy Commission's findings to Scotland.

The Round Table will consider and propose a set of measures of economic and social progress for future use by the Scottish Government. This work builds on progress made by the Scottish Government in developing a National Performance Framework, and findings will be available as advice for the next Government to help it improve measurement of progress.

The Round Table will report in March 2011.

### 3.1.2 Transport and Travel



### Findings

- Current actions are failing to tackle long term negative trends, particularly in road transport levels and emissions
- Government has scoped out what changes will be required in transport policy to contribute to Scotland's climate change targets. However, while the Government has shown willingness to engage actively with stakeholder organisations, it has yet to engage with a wider public about how we move to a sustainable transport system
- The plan to 'refresh' Scotland's National Transport Strategy has been dropped, with Government opting to continue with the 2006 Strategy. This is problematic given the need to refocus effort around more sustainable, low carbon outcomes and a more sustainable decision making hierarchy for transport
- Government should provide more clarity on how it plans to reduce demand and move people to more sustainable forms of transport. The recommendations in our recent transport paper<sup>23</sup> on adopting a Transport Hierarchy and moving Government focus from mobility to accessibility as part of a new Strategy, would better support this change
- Government has reasserted its commitment to the Strategic Transport Projects Review (STPR). The Commission is concerned that a focus on a small number of expensive and high profile projects will take funding away from other initiatives that better meet sustainability and carbon reduction criteria
- The Scottish Government's Smarter Choices, Smarter Places programme is a commendable approach to promoting more sustainable travel. Such funded schemes can be a cost effective way of delivering increased levels of walking, cycling and public transport use that cut emissions, reduce the cost of transport and improve transport user's health and access to services. The challenge is to mainstream such programmes across Scotland and ensure that they are implemented effectively
- The Cycling Action Plan for Scotland (CAPS) commits to increase cycling in Scotland. The Government needs to address the uncertainties about future funding to deliver this and how this target will be rolled out across Scotland.

### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
National Transport Strategy (2006)	The Strategy was developed under the previous administration and adopted by the current Government. The principles within the Strategy were reaffirmed by Government in 2010. A planned 'refresh' will not take place

<b>Strategic Transport Projects Review (2008)</b>	Sets out the future investment programme for Scotland over the next 20 years, with 29 major transport investment priorities being identified
<b>Climate Change Delivery Plan (2010)</b>	Outlines the high level measures required in each sector to meet Scotland's statutory climate change targets, to 2020 and in the long term
<b>Mitigating Transport's Climate Change Impact in Scotland (MTCCI) (2009)</b>	Government commissioned research assessing policy options for how transport can deliver its share of greenhouse gas emission reductions
<b>Designing Streets (2010)</b>	Transport, Planning and Architecture policy that prioritises pedestrian movement, seeks to reduce reliance on the private car and promotes neighbourhoods that are well-connected and provide for efficient movement.

## Analysis of progress over the last year

In 2008 the Scottish Government established a **National Transport Strategy Stakeholder Group** to act as a sounding board and provide advice on and monitor progress of transport policy. This group was also asked to play a role in supporting development of a new transport strategy to replace the existing one published in 2006.

The Commission supported the proposal to develop a new strategy, as we believed the passing of the **Climate Change Act (Scotland)**, and the pressing need to reduce emissions, merited a reappraisal of the approach. In support of this work, the Commission produced its transport report *Getting There – A Sustainable Transport Vision for Scotland*. *Getting There* set out our recommendations for the focus any new strategy should have (See case study box on p37).

Government began drafting a new strategy in early 2010 but decided in June 2010 not to proceed further and to recommit to the existing strategy. Government also emphasised its focus on delivering core commitments set out in the 2008 **Strategic Transport Projects Review (STPR)**.

The Commission's concern is that reliance on the existing Strategy and the STPR for direction will not be sufficient to move transport onto a sustainable footing in line with the aims of the Climate Change (Scotland) Act. For example, while carbon emission reduction is one of the three objectives of the current Strategy, transport emissions have continued on an upward trajectory with only a modest dip in 2008 as a result of the recession.

The STPR also identifies emission cuts as one of its three key objectives, yet it forecasts a rise in emissions of up to 7 per cent from 2002–22. The cumulative result

of all projects in the STPR would only reduce the growth of emissions by 1 per cent from a business as usual trajectory (i.e. emissions would still rise). The Commission is concerned that in current economic circumstances Government will struggle to identify sufficient funding for projects in the STPR. This may lead Government to concentrate on a few higher profile projects such as the Forth Replacement Crossing at the expense of other projects with more sustainable outcomes.

**The Cycling Action Plan for Scotland (CAPS)** which commits the Government to increasing the level of cycling to 10 per cent of all journeys by 2020 was launched this year. In its review of Active Travel, which included consideration of the draft CAPS, the Scottish Parliament's Transport, Infrastructure and Climate Change Committee (TICC) concluded that:

*"this target will be meaningless if the Scottish Government fails to match its stated ambition with a realistic level of funding. The Committee therefore recommends ambitious increases in resources with robust mechanisms established to ensure that these are carefully targeted and effective. Stronger, more effective and sustained leadership is required from the Scottish Government in order to implement improvements to walking and cycling in Scotland."*<sup>24</sup>

The Commission shares this concern. While the finalised CAPS maintains the ambition of the draft, it also holds back from making commitments owing to budgetary concerns and the 2010 Comprehensive Spending Review. It is the Commission's view that active travel is a

demonstrably cost effective way of cutting carbon, both in helping support people's need to travel, and in meeting wider social and environmental policy objectives. In a constrained funding environment active travel is therefore more, not less, important.

The Commission would also like to see more detail from Government on the role of local authorities in delivering the ten percent target through strategic planning, planning decisions and their own investment.

It is not clear that authorities in Scotland view the ten percent target as a shared responsibility.

**Designing Streets**, joint Transport, Planning and Architecture policy for street design, was launched in March 2010. It is a welcome addition to policy, containing a street user hierarchy that prioritises pedestrian movement first and private motor vehicles last. It advocates development that is well-connected, efficient and of a walkable scale.

## Analysis of progress over the term of Government

The two transport indicators in the National Performance Framework (modal share for sustainable transport and level of congestion) have remained static or showed a slightly negative trend over this term of government. The percentage of adults travelling to work by car has remained around 67 per cent, while the percentage of driver journeys delayed due to congestion has generally increased over the last five years. Emissions from transport have also been on a general upward trend although did decline slightly in 2008 due to the economic downturn.

Actions have been insufficient to reverse unsustainable travel trends. As highlighted above, Government's most significant piece of work – the STPR – will only stem the projected emissions increase by 1 per cent and it is not clear how other measures taken nationally or locally will turn the situation around. This as an insufficient contribution given the scale and pace required on emission reductions required, and the wider health, social and economic challenges facing Scotland.

Almost complete decarbonisation of the transport sector by 2050, with significant progress being made by 2030, is one of the transformational outcomes in

the Climate Change Delivery Plan. The Plan shows that improved vehicle technologies will provide substantial emissions reductions but also notes the need for additional planning and demand management measures through to 2020 to reduce the need for travel and the carbon intensity of travel, as well as to maximise active travel. The Government commissioned **Mitigating Transport's Climate Change Impact in Scotland: Assessment of Policy Options (MTCCI)** demonstrates the scale of the challenge and a lack of alignment between Government policy and emission reduction targets.

Significant effort has been put into developing better tools to quantify carbon impacts of transport and the changes in transport will be needed to contribute to the targets within the **Climate Change (Scotland) Act**.

The Scottish Government's **Carbon Account for Transport (CAT)** was useful in showing the carbon impact of existing and planned transport programmes and infrastructure, even if there was a lack of consistency in the methodology used to assess projects. What is less clear is that this information is being used to help inform decision making on transport policy.

## What needs to be done over the next term (2011–15)

The SDC strongly recommends that Government develops a new Transport Strategy that builds on the Report on Proposals and Policies (RPP) and sets out clearly how the Scottish Government will deliver emission reductions while meeting wider economic and social objectives (e.g. tackling congestion, health and exercise, etc).

In *Getting There* we recommend a set of principles that should underpin a new strategy. In particular we recommend the Government moves away from measuring levels of *Mobility* as a benchmark of success to measuring *Accessibility* (see case study box). We also recommend the adoption of a Transport Hierarchy similar to that used in waste policy and management.

It is clear from the 2009 Delivery Plan & MTCCI report that difficult choices lie ahead. Government must show leadership in considering policy options. Demonstrating leadership will come in part through continuing work to reduce the impact of transport in its own operations. While progress has been made in cutting flights and promoting rail for Government business, more could be done to reduce demand for transport. Leadership also requires Government (both at the Scottish and Local Authority level) to take decisions that will deliver more sustainable outcomes. We cannot always wait for consensus or a shift in public opinion.

Over summer 2010, the Scottish Government held consultation meetings with representatives of business,

NGO and public sector groups. From these meetings it is clear that there will not be a menu of options from which politicians will be able to choose but will be a comprehensive action plan with a range of more consensual (e.g. more public transport, more cycling) and more controversial actions (e.g. changes to speed limits and road pricing). Government must go beyond these groups of stakeholder organisations and actively engage with the public.

If the RPP's menu of options are not implemented we will not achieve the targets. The Commission is concerned that we have seen little evidence that any probability of policy failure has been evaluated or that there is a plan for addressing failure, and we would urge the Scottish Government to consider its contingency plans in this area.

Government also needs to continue work to address silo thinking in policy delivery and to more effectively co-ordinate action for better delivery. This is particularly the case in strengthening links between health and transport policy. In *Getting There* the Commission highlights the fact that investment in walking and cycling is judged as having lower cost effectiveness than is often the case, due to the narrow benefit evaluation criteria. If wider sustainable development objectives – such as improving health – are factored in, then such actions are in fact very cost effective. The delivery of multiple benefits from policy and spending will become an even greater priority in the face of declining budgets over coming years. In addition, providing new walking and cycling infrastructure is much cheaper than providing additional road space.

Government action through its Smarter Choices, Smarter Places programme is subject to ongoing review. Research of similar programmes in England has demonstrated that these schemes are very cost effective ways to deliver emission reductions alongside wider health and other social benefits. Government should consider how to apply

the learning from this successful programme as part of mainstream transport policy.

The Commission believes that spatial planning, with the key aim of connectivity, should be at the heart of decision making. In this regard the publication of the Government policy document *Designing Streets*, which sees connectivity as a key to better place-making, is very welcome. New developments that start with a sustainable transport system followed by spaces and then buildings can work at the neighbourhood scale to make links between people and place.

Another key principle is that any walkable environment should pass the 'five minute' test. A walkable mixed environment combines residential, retail, and business use with greenspace and local services used daily within a five minute walk (300–400m). In addition, green networks should connect with streets. As stated in *Designing Streets*, "*all thoroughfares within urban settings and rural boundaries should normally be treated as streets with public realm functions beyond those related to motor traffic. They are typically lined with buildings and public spaces and, whilst facilitation of movement is still a key function, they normally support a range of social, leisure, retail and commercial functions*". In a walkable environment, streets and green networks should be closely interwoven.

Finally, we still lack many examples of innovative practice in transport in Scotland. Stakeholders involved in preparing this report highlighted the increased uptake of public transport that can be achieved through better use of information technology and the gains for cycling and walking that are delivered by adopting a strategic approach to these issues. The Scottish Government and local authorities must be bolder in pioneering new initiatives and draw on best practice from elsewhere.

## Recommendations for Government for 2011–15

- Publish a new Transport Strategy, making use of relevant Commission work and recommendations, giving particular emphasis to the challenges of reducing greenhouse gas emissions and reversing negative trends in the transport sector
- Implement the learning from its Smarter Choices, Smarter Places programme as part of wider transport policy. This should also integrate with its existing Sustainable Communities and possible future Climate Challenge Fund programmes
- Draw on evidence of innovation from elsewhere to look at how new technology can be best employed to encourage use of public transport and improve its user service, and also promote cycling and walking
- Set out more clearly how responsibility for delivery of targets in the Cycle Action Plan will be shared more widely across the Scottish Government (e.g. health policy) as well as Scottish local authorities
- Use the publication of the RPP to engage actively with citizens and stakeholders across Scotland on what changes will be required to meet emission reduction targets, and the pros and cons of taking these actions.

## What the Commission will do

- Continue to advocate the findings of our 2010 report *Getting There*.

## Key messages from SDC Scotland's transport policy paper: **Getting There**

Effective, transport policy must be framed around the five principles of sustainable development. It must respect environmental limits, support a strong, healthy and just society, while achieving a sustainable economy. The SDC believes that the complex but potentially very beneficial relationship between transport policy and health, social justice and community is not yet fully understood. The impact of transport policy on sustainable development should be assessed by widening the scope of what we measure. Until now emissions have been considered the most important of a relatively narrow range of sustainability measures. Integrated policymaking is the best way to take account of policy interactions and achieve co-benefits. Scotland has the policy framework and tools to make this possible but it does require a shift in focus by both the Scottish Government and local authorities.

### Priority Recommendations:

The principles that currently underpin Scottish transport policy, such as improving journey times and cutting congestion, are in many ways not sustainable. The way we assess land use and transport planning options does not adequately reflect the full range of potential outcomes of some policies. The assessments can even favour the more unsustainable options.

We recommend that the Scottish Government adopts the following guiding principles in transport policy investment and decision making, which all future policies should be evaluated against:

- A focus on accessibility rather than mobility in measures and targets. Policy should acknowledge and address potential perverse effects that can result from increasing distance travelled and ensure targets are expressed in terms of accessibility
- A sustainable transport investment hierarchy that first and foremost aims to reduce demand for powered transport; then considers modal shift to more sustainable and space efficient modes; then considers efficiency improvements to existing modes; and only as a final resort examines capacity increases for motorised transport. This should also apply to local decision making
- Transport policy options must be assessed against criteria relating to a wider range of outcomes on health, wellbeing and social cohesion. New tools and mechanisms need to be developed to do this accurately and effectively
- Governance structures must be improved to give greater clarity about which part of government is responsible for making emission cuts and what their respective contributions are. The Scottish Government will need to work with CoSLA, local authorities, agencies and other stakeholders to ensure they can deliver more sustainable transport policies at all levels.

[www.sd-commission.org.uk/publications.php?id=1091](http://www.sd-commission.org.uk/publications.php?id=1091)

# 3.2 A Smarter Scotland

## 3.2.1 Education



### Findings

- Learning for Change: Scotland's Action Plan for the Second Half of the UN Decade of Education for Sustainable Development (UNDESD) was published in May 2010. The plan was produced through a collaborative process with significant stakeholder involvement and support. The actions contained in the plan are focused and credible. In addition, this plan has also made progress in including the community learning and development sector where, as we have highlighted in previous Assessments, there have in the past been weak links to educating for sustainability
- Commitments to embed sustainable development education in the inspection process and the National Qualifications are a significant step forward and a commitment to support Ecological/Carbon Footprinting activity in schools is a valuable new addition. We also welcome the recognition of outdoor learning as an essential element of Sustainable Development Education (SDE)
- Eco-Schools has been a highly successful programme and this agenda should be linked with wider sustainable development education.

### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Learning for Change (2010)</b>	Scotland's Action Plan for the Second Half of the UN Decade of Education for Sustainable Development
<b>Curriculum for Excellence (2008-ongoing)</b>	Sets out Scottish Government's vision for transforming Scottish education.

### Analysis of progress over the last year

2010 marks the halfway point of the UN Decade of Education for Sustainable Development (UNDESD). The decade has been one of the most significant drivers of action in the area of sustainable development education (SDE). The Commission is supportive of the focus for activity the decade has provided. Nevertheless, it is important to bear in mind that education happens in many places within society and therefore encompasses

a broader arena than that covered within the UNDESD. We must not forget the wealth and variety of SDE activity being undertaken in all areas of society that do not necessarily fall within the formal education sectors as we currently understand them.

An example of where a wide view of education has been taken effectively is **IDEAS** – Taking a Global Approach to Initial Teacher Education (ITE). This three-year initiative

funded by Department for International Development (DFID) has achieved significant Scottish stakeholder involvement. Its work has aimed to influence those in all sectors of formal and informal education and lifelong learning including teachers, policy makers, youth and adult education workers and a range of voluntary and statutory organisations. This valuable programme ended in August 2010 and we are pleased that funding for next three years has been secured from DFID as part of the UK-wide **Global Learning Programme**.

The Scottish Government has commissioned a **teacher education review** which will examine evidence about effective approaches to teacher education from within Scotland, elsewhere in the UK and internationally. It has adopted an open approach to its remit and the Commission urges the review team to ensure that SDE is considered and that the work and lessons of the IDEAS project are also capitalised on. The review will report to Ministers by the end of the calendar year so we cannot comment on its outcomes at this stage.

Learning for Change: Scotland's Action Plan for the Second Half of the UNDESD was published in May 2010. The process for producing this plan was collaborative with significant stakeholder involvement and support. The actions contained in the plan are focused and credible. In addition, this plan also includes the community learning and development sector. As we have highlighted in previous Assessments, this sector has had little involvement in SDE to date. The plan's Community

Learning and Development (CLD) section does not as yet cover the full breadth of community learning, such as that provided by voluntary community groups such as Transition Town groups, Development Trusts and Eco Congregations. We encourage the Scottish Government to ensure such work is also recognised and fostered as part of community learning approaches to SDE.

Commitments to embed sustainable development education in the inspection process and the National Qualifications are a significant step forward. Further commitment to support Ecological/Carbon Footprinting activity in schools is valuable. It also recognises the importance of outdoor learning as an essential element of SDE. In summary the actions within the plan have the potential to bring about substantial progress, though we have some reservations that the actions are predominantly output rather than outcome focused. We welcome the existence of a plan but remain unclear how it represents step change, nor is it clear how the plan will affect practice. It will be important to maintain the momentum gained so far through effective stakeholder engagement by the Government-led Action Plan groups for the schools and community learning sectors (the HE/FE one is led by SFC), which meet twice yearly to monitor progress on the actions in their respective parts of Learning for Change. We strongly encourage these groups to use the Action Plan as a base from which to develop a broad and far-reaching programme of strategic action.

### Analysis of progress over the term of Government

Although the schools sector led the SDE agenda in Scotland in the early part of the UN Decade, there has been little evidence of any substantive progress since the publication of the Curriculum for Excellence (CfE) in 2008. However, the significant scale of change CfE represents for teachers means the implementation schedule has been understandably gradual. The Commission hopes that as it becomes more embedded in Scotland's schools, a more robust approach to SDE will emerge. We believe that CfE presents an excellent opportunity for making schools hubs of sustainable development learning and engagement in their communities.

The Scottish Government has continued to support the **Eco-Schools Programme** under this current Action Plan. While it delivers much valuable SDE in schools, Eco-Schools alone cannot deliver the whole SDE agenda for schools. For example it is not designed to develop teaching skills or build leadership capacity in the school's senior management team. Although leadership advisory groups have been set up by Learning Teaching Scotland and the Scottish Qualifications Authority, progress has been slow

and these have not yet led to the level of stakeholder input and collaborative working expected.

Despite inclusion of SDE across the CfE there is little evidence that teachers are sufficiently prepared to deliver SDE effectively. This is of particular concern given decreasing capacity in local authorities to support SDE in schools, mainly due to funding pressure. The Commission would question whether the education sector is currently equipped to address SDE skills and ensure a sufficient depth of understanding, as we have seen little evidence that approaches to SDE in the CfE ensure the thorough understanding needed for effective learning and cross-linking of relevant topic areas.

Over the course of the last five years, the Scottish Funding Council (SFC), Scotland's Colleges and Her Majesty's Inspectorate of Education (HMIE) have made significant progress on SDE in the college sector. A post responsible for SDE within Scotland's Colleges has been established and an HMIE Aspect Report on Sustainability in Scotland's Colleges has been published. To date 90 per cent of Scotland's universities and colleges have

# 3.3 A Healthier Scotland

## 3.3.1 Health and Well-Being Strategy and Policy

**Performance as shown by Indicators** ●●●○○

**Overall progress towards sustainable development** ●●●○○

### Findings

- Government has developed a more joined up approach on health with cross-government policy making in several areas
- The Administration deserves credit for recognising and acting to tackle Scotland's most significant problem in the form of health inequalities. The Government has continued to give priority to early years intervention and Getting It Right For Every Child is an example of effective cross-governmental coordination (in partnership with education and justice)
- Excessive alcohol and tobacco use and obesity are problems that require programmes of action over a long period to achieve significant positive outcomes. This Government has set out a strong direction on alcohol and tobacco. Obesity still requires concerted policy attention to and action on the factors that perpetuate obesity, though a significant start has been made
- There has been little progress made in increasing levels of physical activity. This is an area that must be addressed urgently, requiring more policy coherence and better cross-government working, particularly with transport.

### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Equally Well Review (2010)</b>	Report by the Ministerial Task Force on implementing Equally Well, the Early Years Framework and Achieving Our Potential
<b>Framework for Action on Alcohol (2009) &amp; Alcohol etc (Scotland) Bill (2009)</b>	Framework sets out a whole population approach to tackling alcohol misuse. The bill was passed in November 2010. It places restrictions on advertising and promotions but does not introduce a minimum price per unit
<b>Cycling Action Plan for Scotland (2010)</b>	Sets out how the Government will achieve 10 per cent of all journeys by bike by 2020, through expanding cycle routes across the country and enhancing delivery of cycle training in schools
<b>Obesity Route Map (2010)</b>	Policy direction aimed at central and local government decision-makers working with their partners in agencies, the third sector, NHSScotland and business to develop and deliver long-term solutions.

publicly declared their intention to address the challenges of climate change and reduce their carbon footprints by signing the Universities and Colleges Climate Commitment for Scotland.

The higher education sector has shown significant SDE leadership over the past four years, led by the SFC and the Environmental Association of Universities and Colleges (EAUC). SFC funds the Higher Education Academy (HEA) to support subject, interdisciplinary and generic approaches to ESD through its subject networks. This has already led to greater engagement in the Scottish SDE agenda by this sector. **Learning for Change** provides a good framework for further progress in tertiary education.

The **Learning for Change** actions focus on working with the Community Learning and Development sector are a starting point for work on SDE in communities but a wider spread of action will be needed. An example of such action has been the **Climate Challenge Fund**, which enabled significant progress on SDE in communities, although its main focus was on carbon reduction with less focus on community learning and development. The Climate Challenge Funding will end on 31st March 2011 and we strongly support a continuation of the fund as it has made an important contribution to community learning on sustainability.

### What needs to be done over the next term (2011–15)

Key individuals and organisations within the education sector needs to be aware and take ownership of the delivery of the **Learning for Change** Action Plan. A structure and process for monitoring the qualitative impact of the Action Plan should be established as soon as possible through a stakeholder driven process.

The Eco-Schools programme has been very successful in Scotland and an effective driver for certain aspects of SDE. Eco-Schools are an important part of the SDE agenda in schools but future reporting must be designed so that progress by Eco-Schools is not used as a proxy for progress.

Initial teacher education is an essential starting point for embedding SDE in a meaningful way. There are several

opportunities to ensure SDE is adequately provided for, both through the initial teacher education review and the Global Learning Project.

The higher and further education sectors have made good progress in recent years, particularly around campus sustainability. There is evidence that this momentum is being continued through ongoing work and monitored through an SFC-led HE/FE *Learning for Change* monitoring group. Such groups must take care in future reporting that, important as it is, progress on campus sustainability is not used as a proxy for progress on the whole SDE agenda in the tertiary sector.

### Recommendations for Government for 2011–15

- Work with the SDE advisory groups to establish their remit and status with regard to the work of Learning Teaching Scotland and Scottish Qualifications Agency
- Establish a partnership between the statutory bodies responsible for Initial Teacher Education and voluntary sector organisations already working on this agenda.
- Ensure that the Teacher Education Review includes a robust provision for SDE

### What the Commission will do

- Continue facilitating stakeholder engagement and discussion, for instance through an education for sustainable development conference in early 2011.

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## Analysis of progress over the last year

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In all policy areas we have consistently highlighted the importance of joined-up action in order to influence better outcomes. Health policy has continued to lead the way in this, making use of the NPF to share action and responsibility for tackling Scotland's health issue both with other areas of government and with partner organisations.

The past year has seen publication of the Equally Well Review 2010, a report by the Ministerial Task Force on implementing *Equally Well*, the *Early Years Framework* and *Achieving Our Potential* (the framework for tackling poverty and income inequality in Scotland). The Review has confirmed that the three social policy frameworks remain a good basis for delivering long term improvements. We support its conclusion that action should continue at Scottish Government and local level on all of the frameworks' recommendations. The Commission particularly supports the review's fifth recommendation, that *'consistent and courageous leadership is needed from the Scottish Government and CoSLA to ensure the most effective use of the available resource, nationally and locally, in order to make progress towards early intervention and the other principles of the three social policy frameworks.'*

There is emerging evidence that the amount and content of food consumed is more significant in causing and contributing to obesity than a lack of activity. Fruit and vegetable consumption in Scotland remains low, whilst trans-fats are still present in many available foods, and the food retail industry continues to resist a simplified 'traffic light' approach to food labelling. We therefore welcome the **Obesity Route Map**, published in February and aimed at decision-makers in central and local government. It calls for all sectors to work together in order to make the necessary changes that can impact on the way the people of Scotland lead their lives and states the need to develop a public health campaign to raise the nation's consciousness about the need for change. It advocates significant cross-portfolio investment to bring about fundamental change to the environmental, social

and cultural circumstances under which people currently continue to become more overweight and obese. In relation to physical activity its aim is to reduce reliance on motorised transport, changing the means of everyday travel to walking and cycling.

The Commission supports the Route Map's holistic approach. We also note that there is considerable overlap between a sustainable lifestyle and one that promotes a healthy weight. We will work with the Scottish Government to make these links more explicit and look for ways in which these overlapping agendas can contribute to our shared goals.

In terms of estate management within NHSScotland, the Scottish Government-funded **Good Corporate Citizenship Assessment Model (GCCAM)** was launched in June. The project was led by SDC Scotland and achieved high levels of interest and buy-in across NHS Boards and health directorates within Government. Directorates made extra funding available for the Commission to run GCCAM workshops with individual NHS Boards, to help them get started. Use of the tool is now a mandatory requirement for all Health Boards, which signals the commitment and buy-in the GCCAM approach has achieved. We will support the Scottish Government in building on the commitment and momentum achieved so far through effective collaborative working. GCCAM offers an effective model for corporate governance that could be adopted elsewhere in the public sector. We will continue to engage with Government on the development of a similar approach elsewhere.

Although not a health-owned policy, the recently published **Cycling Action Plan for Scotland** represents an opportunity for further joined up policy and investment due to its strong links with health behaviours. Effective implementation of this transport-led plan will have considerable health benefits, in terms of more active people and less car-reliant communities. We urge health officials to support and make strategic use of the Action Plan where it can help achieve better health outcomes.

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## Analysis of progress over the term of Government

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Health outcomes have remained similar across the term of this Government. The Commission recognises the complex nature of tackling Scotland's health problems- including inequalities, obesity, tobacco and alcohol – and the fact that substantial improvements in outcomes will take time. Nevertheless, there are signs of positive change in several of these areas. There has been a significant investment in and increased uptake of alcohol and tobacco cessation services (both of which are the subject of NHS targets); child dental health has shown improvement; there has been a slight decrease in cancer and heart disease mortality; and more Government activity and funding has centred around mental health support. Overall the Government has made significant positive steps over its term to address Scotland's health problems in a joined-up and pragmatic way.

The Government's emphasis on Scotland's biggest health problem – social inequalities – is positive. In taking this forward it has exemplified effective joined-up policy making and the sharing of responsibility across the relevant different areas of the public sector. We commend Equally Well for its holistic and cross-departmental approach, as well as the Equally Well Review's focus on delivery. We also support the emphasis given to early years intervention and **Getting It Right For Every Child** (in partnership with education and justice).

The 2008 strategy, **Good Places, Better Health** sets out a holistic approach to public health, particularly the persistent and chronic health problems that have proved resistant to educational messages and clinical treatment alone. It attempts to better understand how our environment can contribute to (or take away) good health and how to enable access to a broad range of health promoting measures. Good Places Better Health is using innovation to tackle Scotland's most intractable health problems. We support this approach and advocate continued, long term commitment to health creation.

Although health in Scotland is improving on a number of measures, there remains a gap between the experience of those living in more affluent circumstances and those living in poorer circumstances. There is also new evidence to suggest that levels of deprivation do not in and of themselves account for the excess mortality found in Scotland compared with England (the 'Scottish Effect') or in Glasgow compared with comparable post-industrial cities (the 'Glasgow Effect'). The Scottish Government has just completed research to look at why this effect exists and how to address it, as the 'Glasgow effect' has proven particularly unresponsive to policy change and investment.<sup>25</sup> We recommend that Government builds on this research to devise additional policy responses to apply to the areas with the worst health outcomes.

This Government has set a strong direction on alcohol and tobacco; its Tobacco Bill became the **Tobacco and**

**Primary Medical Services (Scotland) Act 2010** in March and includes provisions to prohibit the display of tobacco products at the point of sale and ban the sale of tobacco products through vending machines. Meanwhile, the Government launched the **Framework for Action on Alcohol** in March 2009, which for the first time adopted a whole population approach to reducing alcohol consumption and associated harms. This has been accompanied by a record investment of almost £100 million in prevention, treatment and support services over the course of the spending review period. The **Alcohol etc (Scotland) Bill** was passed by Parliament in November 2010. It includes measures to restrict the availability of low cost alcohol through a ban on quantity discounts in sales, tougher proof of age requirements and 'social responsibility fees' for alcohol retailers. The provision on minimum unit pricing did not receive sufficient backing from MSPs. There is evidence that increasing the price of alcohol will reduce the levels of drinking and the harms associated with drinking.

Action on obesity is still suffering from under-investment particularly around physical activity. Over this term we have seen little progress around shifting people from a largely sedentary lifestyle to a more active one. Last year saw the publication of a review of **Let's Make Scotland More Active**. However, the Commission is unclear how that strategy's aims will be achieved, particularly within current financial constraints. We would welcome more clarity on what is being done at national and local level to ensure that the necessary development and infrastructure support is happening at a local level. The Commission is also concerned that some cross-government policymaking opportunities are not being maximised, for instance around the **Cycling Action Plan** and the two hour PE target in schools.

Finally, the Government has introduced some universal benefits contained within its manifesto commitments, such as free prescriptions and car parking at non-PFI hospitals. The Commission is not convinced that such universal benefits represent the best value for money and fear that some are in fact counter-productive in terms of sustainability and social justice. For instance, the majority of low-income and vulnerable groups already qualified for free prescriptions, so that extending free prescriptions to everybody effectively only made them free for those who are in fact able to pay for them, which seems inefficient use of public money. In the meantime, free car parking discourages more sustainable means of travel, such as public transport or active travel. Especially in times of austerity, we would encourage closer examination of the evidence base for these measures, particularly in terms of their social, economic and environmental sustainability.

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## What needs to be done over the next term (2011–15)

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A sustainable healthcare system is focused on preventative and public health measures and on well-being. This requires a fully joined up approach to health recognising that economic, social, planning, transport, housing, community and education policy all impact on health outcomes. As we have noted, this Government has made moves towards a more integrated and broader approach to health. The next administration must build on this work. Radical and sustained action will be required to address Scotland's chronic and persistent health problems, particularly by making links to transport and built environment policy.

The Commission supports the overarching philosophy of NHSScotland of co-operation and co-ordination between the various components. This includes 'managed clinical networks' that link specialist centres with local services to reduce the need for patients to travel and increasing use of telephone consultations to reduce the need for travel. This philosophy contrasts with the English direction towards a model of 'competition' between service providers. We recommend that the 'co-operation and co-ordination' model continues in Scotland.

Over time future governments must shift resources to preventative and public health measures. This will be difficult at a time of reducing budgets. More integrated action also presents the possibility of drawing together what are at present isolated funds to achieve multiple positive outcomes. This needs to take place at both the Scottish level and at the local level through Community Planning. Underpinning such a move, Government should develop tools that better appraise the costs and benefits of policies in terms of their environmental, social and health benefits.

The NHS employs 163,300 people in Scotland and is one of Scotland's largest consumers of goods and services. Over the last year we have worked with Government to develop the GCCAM. This model has been shown to support effective corporate governance for sustainable development and Government should continue to support the scheme and consider its extension to other public bodies. There is greater potential to link to relevant work being done in England and Wales, for example to the NHS Sustainable Development Unit's work on low carbon patient pathways.

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## Recommendations for Government for 2011–15

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- Incrementally increase the proportion of health budgets assigned to preventative measures and public health
- Make greater links between health spending and other resources (e.g. those assigned to environment, transport, housing, communities, crime prevention and food) with the aim of maximising the positive outcomes for public health and wider sustainability. While upcoming spending cuts pose significant challenges they could also present an opportunity to add value through shared services and joint working
- Keep focus and momentum on the delivery of key policies around health inequalities, tobacco, alcohol, obesity, early years and recognise that substantial improvement will require concerted action over a long time-period
- Further develop policy on encouraging active lifestyles based on joined up action on planning, active travel and community engagement
- Build on the promising work to date in promoting the Good Corporate Citizenship Assessment Model (GCCAM) by ensuring continued central support and leadership. Look to adapt and extend the GCCAM's approach to corporate governance to other public bodies.

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## What the Commission will do

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- Support use of GCCAM and pass lessons learned to colleagues in Government and Health Facilities Scotland.

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## An Introduction to the Good Corporate Citizenship Assessment Model

The Good Corporate Citizenship Assessment Model (GCCAM) is a tool to help NHS Boards think about how they can develop their practices and activities to become more sustainable over the next ten years. The tool was adapted by taking into account already existing work, policy and requirements in the six key areas: Travel, Procurement, Community Engagement, Facilities Management, Buildings and Workforce.

The cross cutting nature of the tool aims at pulling together key people from NHSScotland organisations to work together towards achieving a more sustainable service. It helps organisations draw out and showcase good practice.

### **GCCAM in the National Performance Framework context**

The Good Corporate Citizenship Assessment Model for NHSScotland has been adapted around the Scottish Government's Purpose, five Strategic Objectives and 15 National Outcomes, whilst also keeping in mind the five key principles sustainable development outlined in the UK Sustainable Development Strategy, Securing the Future. Within the six Key Areas of GCCAM, the tool users will be able to find reference to those National Outcomes that are indirectly or directly affected by the GCCAM tool.

### **The GCCAM approach**

Embedding Good Corporate Citizenship can seem an enormous task at the start, which is why GCCAM aims to break it down into manageable, logical steps:

*Register with the Good Corporate Citizenship Assessment Model.* Register with GCCAM and take the self-assessment test. The test should be taken every six months or so and performance monitored over time against our recommended targets.

*Nominate a Board-level sustainable development champion.* The Champion should be an influential Board member who can drive the agenda throughout the organisation. For larger organisations the champion can chair a sustainable development committee drawing on expertise from across the organisation and working together to produce change.

*Develop a Board-level sustainable development management plan.* This should include the six key elements of GCCAM. Review plan and report progress in Annual Reports.

*Incorporate a Board-level carbon management plan.* NHSScotland organisations should establish and understand their carbon footprint, and set targets and trajectories that meet government targets, e.g. the requirements of the Climate Change (Scotland) Act 2009.

*Raise awareness and change behaviour.* Develop an internal and external communications strategy to raise awareness of the sustainable development action plan amongst staff, patients, visitors and the local community. Recognise and promote existing good practice.

[www.corporatecitizen.scot.nhs.uk](http://www.corporatecitizen.scot.nhs.uk)

### 3.3.2 Food Policy and Strategy



#### Findings

- Government has developed Scotland’s first food and drink policy and is now developing a Health and Sustainability Framework for food
- The vision set out in the policy and the ongoing work on health and environment is welcome but many indicators around food are negative. Obesity levels are high and rising, many Scots do not eat a healthy diet, and the negative environmental and carbon impacts of farming and food processing remain significant
- Far more concerted action is required over the next four year term of Government to turn the vision of sustainable food and drink into a reality. The Health, Environment and Sustainability Framework must produce real change in the food industry and there is a need to clearly define a Sustainable Scottish Diet and use that to inform policy
- At the bigger scale, Government should continue to work on the issue of food security and food resilience. Effective links between the Food and Drink Policy and the forthcoming Land Use Strategy could help support this.

#### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Recipe for Success (2009)</b>	Scotland’s first food and drink policy. A Health, Environment and Sustainability Framework is now under development
<b>Scottish Sustainable Procurement Action Plan (2009)</b>	Sets out guidance to public bodies on how to make purchasing decisions more sustainable.

#### Analysis of progress over the last year

**Recipe for Success**, Scotland’s first food and drink policy, was published in 2009. The Government’s **Health and Environmental Sustainability Expert Group** has now met with the aim of developing a Health, Environment and Sustainability Framework (HESF), a commitment in the food and drink policy that had stemmed from the Leadership Forum report and the workstream on Health and Sustainable Choices. Group membership consists of Government officials, academics, industry

representatives and those representing public bodies and consumer interests.

The overall aim of the Framework is to help inform decision making in Scotland’s Food and Drink supply chain, bringing together the issues concerning health and environmental sustainability, and making the issues, trade-offs and consequences explicit. The Framework is intended for use by industry and by Government. The underlying aspiration is to produce and consume more healthy

and more environmentally sustainable food and drink. Government has now commissioned an international literature review on health and environmental sustainability in the context of food and drink and this will feed into the development of the Framework.

The aspiration of the Framework is welcome. We supported its development in our last Assessment. The key question is how challenging the framework will be and whether the industry and decision makers will use it to a significant degree. Discussions of the Expert Group thus far have been wide ranging and have covered many issues the Commission believes are important. However, industry representatives on the group have argued for a voluntary approach with little in the way of mandated mechanisms to encourage improvement in standards. While there have been some impressive initiatives by the industry in Scotland, such as the work of the whisky

industry on cutting carbon<sup>26</sup>, the Commission believes that there needs to be a balance between encouragement and requirement. The exact approach taken will become clearer when the group concludes its work – we will review the final Framework at a later date.

The forthcoming **Land Use Strategy** is also important in this context. Food issues should not be seen in isolation from other issues such as biodiversity, prosperity and the use of land for energy and carbon sinks. It is important that the Land Use Strategy sets out a sustainable vision and a structure which helps deliver multiple, sustainable benefits for rural Scotland.

In parallel to the work of the HESF the **Leadership Group for Recipe for Success** continues to develop thinking on how the Policy can be translated into practice and what indicators will be required to measure progress.

#### Analysis of progress over the term of Government

The Government has developed a food and drink policy for Scotland for the first time. We appraised the Policy in our Third Assessment and concluded that it was in general aligned with the principles of sustainable development. However, the policy is a high level document, and our concern is about how it will be translated into practice. In particular it is important that the tensions between the different objectives of the Food and Drink policy are effectively resolved. We identified the Government’s commitment to develop a Health and Sustainability Framework as being a vital part of the approach to creating a sustainable food system in Scotland.

Many of the indicators around food and farming are not currently positive: obesity levels are high, employment in farming continues to fall and farming practices still contribute significantly to water pollution and greenhouse emissions.

There is currently a lack of understanding on how best to measure the environmental sustainability of food and

drink and there is not yet an effective way of measuring environmental sustainability comprehensively. More work is required on Life Cycle Analysis, looking at the carbon costs of food supply chains and on wider environmental footprints of food. One particular issue for Scotland relates to the health and environmental impacts of Scottish methods of meat production. More evidence is required as to the carbon and environmental impacts of Scottish livestock rearing.

To support **Recipe for Success**, the Scottish Government has established a **Food and Drink Leadership Forum** to set out the monitoring and evaluation framework and to provide leadership to drive action. This new Leadership Forum has the principal duty to put in place the structures that best support the cross-sectoral working that the development of **Recipe for Success** has helped promote. It is currently in the process of mapping out models of desired outcomes and using this to develop indicators.



Government has developed the procurement framework for the public sector through the publication of the **Scottish Sustainable Procurement Action Plan (SSPAP)**. A **Practical Guide to Supplying Food & Drink to the Public Sector in Scotland** has been produced by the Scottish Agricultural Organisation Society (SAOS) and Scotland Food & Drink with the support of the Scottish Government.<sup>27</sup>

There are some examples of good practice on public food procurement. East Ayrshire has developed a council-wide initiative to improve the quality of school food, supported by Government funding. This involves promoting local sourcing and the education of school pupils about the health and environmental impacts of food. NHS Quality Improvement Scotland standards offer a guide for how meals in the health service have to be prepared and produced for patients. The Estates and

Facilities Department of NHSScotland also discuss health targets and look at how these are being achieved.

These examples remain the exception rather than the rule and there is much more that Government and the wider public sector could do to ensure all public food contracts are based around sustainability principles. As such it is welcome that the lead officer for the East Ayrshire work has been seconded into Government to advise, and that further guidance on public sector sustainable procurement will be published in the near future.

Food waste is another significant issue. The Government's commitment to Zero Waste is welcome. As with food procurement there have been some good examples of action to reduce food waste but there is significant potential to do more.

### What needs to be done over the next term (2011–15)

A key challenge for the next administration will be to clearly define a sustainable diet and then ensure policy is aimed at achieving a sustainable diet and food system in Scotland. In 2009 the Commission published **Setting the Table**, our advice to Government on sustainable diets (see box opposite). This recognised that while basic messages about healthy eating have been promoted for years, advice on the wider sustainability impacts of our diets has been less clear. As the Scottish Government has acknowledged, our food production system has significant impacts on climate change, public health, social inequality, biodiversity, energy, land and water use.

Our report showed that for many sustainability issues action has 'win-win' outcomes; i.e. reducing consumption of less nutritious foods (e.g. those high in fat and sugar) has mainly positive impacts on health, the environment, and reducing social inequalities. There were however gaps in the evidence base in some key areas.

Our suggestions were aimed primarily at the UK Government but we would propose this as the basis for

the development of a Sustainable Diet for Scotland. A vision of a sustainable diet should then be used to inform food and farming policy and linked to work on waste, energy and climate change.

In parallel to a clear definition of sustainable diet, Government should ensure that the Health and Sustainability Framework is actively used by the food industry and affects positive change. This will require that the final framework covers all relevant issues and is then used as the basis for active engagement with farmers and food manufacturers and processors in Scotland.

As we noted above, good practice on food waste and on food procurement is as yet limited. Working with the NHS, local authorities and other public bodies, Government should ensure that the aspirations of the SSPAP and Zero Waste Plan are properly taken up. The Commission is committed to undertaking a full review of the impact of the SSPAP on the public sector in summer 2011 and will use this to assess progress and identify opportunities for further action.

### Recommendations for Government for 2011–15

- Undertake more active engagement with Scottish consumers around diet and health issues. While Government has supported a range of campaigns around food and health Scotland's dietary habits have not yet changed significantly. More of the same approach is unlikely to achieve change. In particular there should be activity focused on young people around food, cooking and diet issues and how marketing affects food choices
- Build on the positive initiatives being undertaken in the food industry and seek to establish a transformation in how food is produced and prepared in Scotland, aimed at maximising healthy and local food, a good environment and strong local economies
- Develop a clear definition of a sustainable and healthy diet for Scottish people
- Improve the evidence base around food issues in the Scottish context. In particular there is a need to assess the carbon impact of livestock rearing as carried out in Scotland, as it differs significantly to that elsewhere in the UK
- Make healthy and sustainable food procurement the norm across the public sector. There is evidence that the aspirations of the SSPAP in this area have not been taken on by many organisations. Moving this agenda forward in a time of financial constraints will be challenging but Government must give a clear steer on this issue
- Address food security and resilience issues in line with global assessment of future risks to food supply.

### What the Commission will do

- Continue to work with Government on the development of a sustainable approach to food policy focusing on an effective sustainable development framework for food and drawing on our work on diet, food security, procurement and carbon management.

### Setting the Table

SDC's report on sustainable diets **Setting the Table** drew on evidence of health, environmental, social and economic impacts of various diets. Overall we concluded the following changes were likely to have the most significant positive effect on sustainability:

- Reducing consumption of meat and dairy
- Reducing consumption of food and drink of low nutritional value
- Reducing food waste
- Increasing consumption of fruit and vegetables, particularly seasonal and field grown
- Consuming only fish from sustainable stocks
- Increasing consumption of foods produced with respect for wildlife and the environment.

Smaller positive changes would result from:

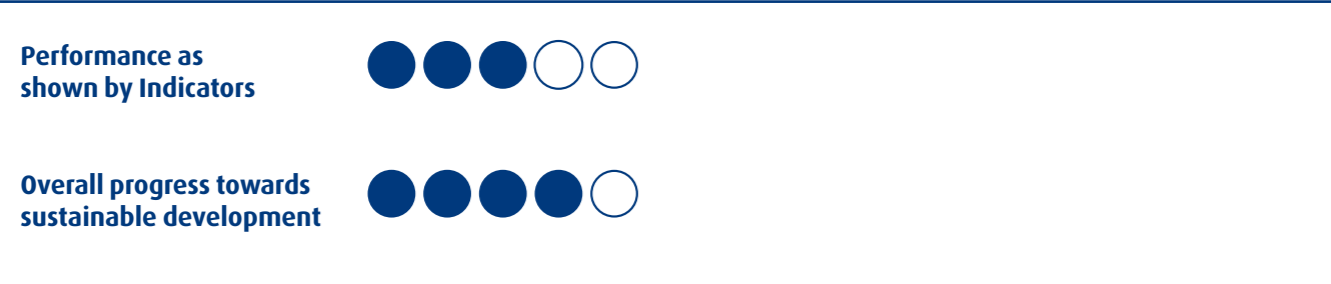
- Reducing energy input by shopping for food over the internet, and cooking and storing food in energy conserving ways
- Drinking tap water instead of bottled water.

[www.sd-commission.org.uk/publications.php?id=1033](http://www.sd-commission.org.uk/publications.php?id=1033)

# 3.4

## A Safer and Stronger Scotland

### 3.4.1 The Built Environment



#### Findings

- The consolidated Scottish Planning Policies (SPP) set out clearly the need to put sustainable development and carbon reduction at the heart of planning. Government policy has also been strengthened through the publication of Designing Streets, and on the ground the Scottish Sustainable Communities Initiative is showing the multiple benefits that integrated planning can deliver. Local authority planning decisions are however not consistently delivering sustainable communities and greater action is required to deliver sustainable outcomes
- Building standards are now on a pathway to net zero carbon for new homes by 2016–17. This is welcome
- A huge challenge faces Government in eliminating fuel poverty and enhancing the energy and sustainability performance of existing buildings and communities. This challenge is made greater by the reductions in public sector budgets. New and innovative means of funding and project management will be required to deliver the most benefit for the least resources. Energy demand must be reduced.

#### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Scottish Planning Policies (2010)</b>	The consolidated SPPs provided an integrated set of planning guidance for all planning authorities
<b>Second National Planning Framework (2009)</b>	The Framework sets out a vision for planning and outlines 14 'national developments' to be taken forward
<b>Conserve and Save: the Energy Efficiency Action Plan for Scotland (2010)</b>	Sets out the Government's programme on behaviour change, business and public sector energy efficiency, skills and finance
<b>The Sullivan Report: A Low Carbon Building Strategy for Scotland (2007)</b>	Report to Ministers on how to move Scotland towards a low carbon built environment. A Sullivan update report is due to be published in autumn 2010
<b>Energy Assistance Package (EAP)</b>	Integrated package to support action on fuel poverty. Intended to fund energy improvements, reduce fuel bills and to increase the income of the fuel poor.

#### Analysis of progress over the last year

The consolidated **Scottish Planning Policy (SPP)** was published in early 2010. The Commission provided advice to Government in its revision of planning policies and is pleased that the updated SPP provides stronger and clearer guidance on sustainable development and climate change.

It is important that the emphasis on sustainable development and climate change set out in the consolidated SPP is now adopted fully and in an integrated way by local planning authorities. Government is actively engaged with planning authorities on addressing climate change, energy and waste issues in the current round of development plans. However decisions on the ground are still not consistently creating sustainable communities. The effectiveness of this Government engagement will be determined by the extent to which the cumulative impact of local planning decisions becomes aligned with Government climate, waste and energy targets as well as wider sustainability objectives.

The **Scottish Sustainable Communities Initiative** was a Government supported initiative that piloted a new and innovative approach to engagement on a national scale. In order to capitalise on the benefits of this collaborative style of planning and design, the Government intends to mainstream the charrette approach throughout national planning practice.

**Scotland's Housing Expo**, backed by Government, was held in Inverness in August 2010. Despite the challenging economic times, the Expo proved a successful showcase for new and innovative design and good practice, including on the use of timber, passive design and local supply chains.

Fuel poverty and energy efficiency is addressed in **Conserve and Save**, the Government's Energy Efficiency Action Plan (EEAP). The plan was originally due in the autumn of 2009 and was finally published in October 2010. The repeated delay in the Energy Efficiency Action Plan had been frustrating and left the Scottish Government without an appropriate focus for this vital work.

Government also committed to preparing a progress update on the **Sullivan Report** recommendations in 2010. The progress update was held back until the compliance consultation report was completed and is due out shortly.

The Scottish Government is exploring a system of labelling that gives recognition to achieving compliance with the 2010 building standards for new homes as a base level of sustainability, as well as defining optional higher levels. Aspirational benchmarks will be created, to which those who wish to demonstrate their 'green' credentials can refer. This should:

- Encourage lower carbon buildings
- Promote more efficient use of resources such as energy and water
- Reward progress in sustainable new buildings that address broad issues such as well-being and flexibility in design, that link with more sustainable communities.

Government is developing guidance that is intended to be simple to follow, verifiable and enforceable. Public consultation on the proposals is planned for late 2010.

The Government's **Energy Assistance Package (EAP)** has now been in operation for over a year. After a slow start, over 100,000 people have now been assisted in some way. This is a marked improvement on initial performance, but still below levels of installation seen previously. Advice provided through **Energy Efficiency Advice Centres** also continues to grow with over 300,000 households advised on energy matters this year.

Stakeholders involved in discussions around this assessment felt the EAP was operating reasonably well but, like the SDC, recognised the pace of action was well short of that required to meet the 2016 target for the eradication of fuel poverty.

**Securing our Share – A CERT Strategy for Scotland**, published in 2009, restated the Government's aim of eliminating fuel poverty as far as is practical by 2016. It also raised a particular issue – that Scotland is not getting its fair share of CERT resources. The Commission supports moves by the Scottish Government to address this.

While there has been a general slump in housing development there has been positive news on social housing. Government has allocated £80 million for council house building: the first such government funding in 30 years. Across three rounds of funding, funding has been awarded to 23 local authorities to start building nearly 3,300 new homes across Scotland.

The Scottish Government's **Home Insulation Scheme** was launched in 2009. In addition, a new **Universal Home Insulation Scheme** will offer free energy efficiency measures homes in twenty-seven participating local authority areas in 2010–11. By the end of March 2011, both of these area-based schemes will have offered energy efficiency advice and free or low cost insulation measures to around 20 per cent of Scotland's houses.

Government is also preparing joint supplementary guidance with CoSLA on addressing climate change in local housing strategies (LHS). This aims to provide advice to local authorities on how to address climate change in their local housing strategies.

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## Analysis of progress over the term of Government

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Government has made good progress on aligning its vision for planning with sustainable development through the National Planning Framework and SPPs, and through emerging policies such as Designing Streets. Tackling climate change, poor health, obesity and lack of community safety all require a consistent application of good planning and design principles, and a more robust engagement with private developers. Through the **Scottish Sustainable Communities Initiative** and **Scotland's Housing Expo**, Government supported developments that demonstrate good practice. However, many stakeholders consulted for this report felt that local authorities are still permitting developments that are unlikely to lead to sustainable and low carbon settlements.

As we argued in our last Assessment, we are not clear how current development plans, for the City Regions and elsewhere, will contribute to meeting the 2020 climate target. The same is true for other aspects of sustainability. Stakeholders involved in the preparation of this Assessment thought it unfortunate that the Strategic Development Plans were prepared ahead of the introduction of the consolidated SPP. In addition, a recent Scottish Government study<sup>28</sup> showed that new social housing tended to be located in more deprived communities and that far more use could be made of Section 75 to encourage the provision of social housing as part of private housing developments.

We hope that the significant progress on sustainability issues in the national policy framework will address these issues over coming years.

Based on the recommendations of the Sullivan Report (2007), Government has made significant progress on improving new build energy performance. From 1st October 2010 regulations will lead to a 30 per cent reduction in CO<sub>2</sub> emissions for new buildings and there will be a further review of standards for 2013 and 2016, in line with the Sullivan Report recommendation that Scotland moves to net zero carbon homes by 2016–17 if practical.

Stakeholders expressed concern that many buildings are not being constructed to the energy performance levels set out in **Building Regulations**. In this light the Commission welcomes the introduction of an **Approved Certifier Registration Mark** which it is hoped will help enhance the quality of construction work. The **Improving Compliance with Building Regulations Consultation Report** was published in September 2010. This sets a range of actions to be taken forward for better compliance.

Fuel poverty has shown a negative trend over this term of Government and has almost doubled since 2002, with 618,000 Scottish households in fuel poverty in 2008.<sup>29</sup> The charity Energy Action Scotland estimates that 800,000 households may now be in fuel poverty. The reasons for this increase are complex. Energy

performance of the housing stock has improved moderately and much of the increase in fuel poverty is the result of rising energy prices.

The **Energy Assistance Package (EAP)**, introduced in 2009, combines investment in energy efficiency measures with advice on reducing energy bills and income maximisation. We welcomed the EAP on its introduction and also support recent changes that direct more support to the least energy efficient households and fuel poor families (introduced in May 2010). The grants available for energy efficiency measures have increased and been widened to include solid wall insulation and the installation of renewable technologies for off-gas areas such as air source heat pumps. Installation rates are below those expected in part due to complex delivery arrangements.

However, the EAP alone will not be sufficient to meet the 2016 fuel poverty target or the 2020 climate change objective – to achieve both requires we further enhance the income of the least affluent and also move beyond current incremental improvements in energy performance. The Fuel Poverty Forum's first annual report<sup>30</sup> calls for some 'hard thinking' by Government and makes several recommendations to improve the effectiveness of the EAP which the Commission supports. The Forum reiterates its view that *'we do not believe the package (EAP) alone will take us to the 2016 target. That requires a step change in investment, as soon as is reasonably practical'*.

The new EEAP is therefore timely, in particular its commitments to financing energy efficiency. Of concern though is the EEAP's scant reference to fuel poverty or the 2016 target.

The Commission has welcomed the clear strategic approach set out by the EEAP. The Action Plan does take a broad approach to energy efficiency issues and contains many positive commitments – our concern is that we are still unsure that Government has a clear picture of how to upscale investment in energy efficiency beyond continued reliance on grant or utility-led schemes. We support the target of reducing Scotland's final energy consumption by 12 per cent by 2020 but more detail is needed on how this progress will be monitored and the contribution needed by each relevant sector. Urgent action is also needed to identify new means of financing energy efficiency investment.

There is a pressing need for Government to think more deeply and carefully about this issue – achieving the Fuel Poverty target set for 2016 is a key test of Government. On social housing the Government has taken clear steps in the right direction. The provision of social housing must be the priority for new housing development, and increasing provision of social housing will be a significant challenge for Government given declining budgets.

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## What needs to be done over the next term (2011–15)

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A central challenge for the next term of Government will be to transform local planning so that it delivers sustainable communities. This will require that all local plans are consistent with the 2020 and 2050 carbon targets and are also designed to ensure that what is now best practice in waste treatment, green space and biodiversity, density of development, sustainable transport, and mix of uses are consistently applied to all new development. Private developers have a key role to play and local planning authorities will have to engage better with developers to shape their plans and to resist unsustainable proposals.

Effective carbon assessment tools will be vital to shape a better planning framework and to assessment of development proposals. The Scottish Government has commissioned research into quantitative greenhouse gas assessment tools for spatial planning policy development. The aim of the project is to identify a simple yet robust method for quantifying the greenhouse gas impacts of alternative spatial planning policies suitable for application in the Scottish planning system. The outcomes of this research must lead to the better adoption of carbon appraisal by all local planning bodies.

At a more strategic level the Commission sees the approach to low carbon planning developed by the SDC and Welsh Assembly Government in their **Low Carbon**

**Regions Wales** work as a model that should be adapted to Scotland. Earlier in 2010 the Commission hosted seminars on this work for Scottish Government and stakeholders. We are now in further discussion with Government about the development of a similar approach here.

Far greater action on building energy upgrade is needed in existing communities. As the SDC's **The Future is Local** report has shown, an area based approach to energy upgrade is far more cost effective in delivering improvements (see box on p55). The report also shows that the integration of energy measures with other community upgrade work further enhances cost efficiency and minimises disruption. Government, working with utilities and local authorities should develop such an approach.

Local Authorities and communities have a role to play in promoting sustainability. At present community energy schemes are limited in Scotland, with Aberdeen City Council providing the only large scale example. Efforts need to be made to create community schemes across the country – this will require support for local innovation and engagement with communities to help deliver the best outcomes. Encouragement should be given to local authorities to establish energy service companies with a long term interest in a development.

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## Recommendations for Government for 2011–15

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- Work with local planning authorities to ensure that sustainable development principles are applied consistently in developing local planning frameworks and considering development proposals
- Develop alternative and innovative funding mechanisms for work on local energy conservation and link energy work to wider improvements in community sustainability to ensure the best outcomes for the least cost
- Develop effective carbon assessment tools to ensure all local plans are aligned to the Government's 2020 and 2050 carbon targets. Link carbon assessment to strategic level carbon planning as is the case in Wales
- Work with Local Authorities and communities to develop energy service company models
- Ensure sufficient resources are provided to achieve the 2016 Fuel Poverty target.

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## What the Commission will do

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- Work with the Scottish Government to adopt a similar approach here to that taken forward through the Low Carbon Regions Wales work
  - Advocate the use of alternative and innovative funding mechanisms that deliver sustainable outcomes at a community scale
  - Engage with Government around our Future is Local report with the aim of developing more joined up action at the community level on carbon and sustainability
  - Undertake a review of local planning policies and their alignment with sustainable development and carbon targets.
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## The Future is Local: Empowering Communities to improve their neighbourhoods

The physical infrastructure of our villages, towns and cities will require significant upgrading if we are to tackle climate change, deliver reliable and efficient transport networks, improve health and well-being, secure a healthy natural environment, improve long term housing supply, maximise employment opportunities and make our communities safer and more cohesive.

This is recognised at the national level but it is equally true of local physical infrastructure. By local physical infrastructure we mean buildings (domestic and non-domestic – including derelict buildings), roads, pedestrian routes and cycle paths, public space, green infrastructure (parks, gardens, playing fields, etc), blue infrastructure (canals, ponds, rivers, streams, etc), underused land, waste and recycling facilities; underground utilities (electricity, gas, water), Information and Communication Technology, and heat networks.

**Cutting Carbon:** The UK's 21 million homes are responsible for 27 per cent of our carbon emissions. Retrofitting homes to achieve this level of carbon reduction is estimated to cost in the region of £210–£420 billion. The UK's 1.8 million non-domestic buildings are responsible for 18 per cent of carbon emissions. Retrofitting these buildings to deliver an 80 per cent reduction is estimated to cost between £13 and £50 billion.

**Avoiding the costs of poor infrastructure within a tight budget** – Public sector finances will be increasingly limited over the coming years. Upgrades to the existing built environment can deliver multiple significant savings to the public purse.

**Adapting to Climate Change** – Lord Stern estimates that the global financial impact of extreme weather alone could reach 0.5–1 per cent of world GDP by 2050. and the cost of adaptation in Scotland has not yet been quantified, but the cost for the North West Region of England alone has been estimated at £70 billion.

**Improving Health** – SDC's report **Health, Place and Nature** highlighted how improvements to the built environment, particularly to green infrastructure, can improve the cost effectiveness of both physical and mental health provision across the UK. Obesity

already costs the NHS £1 billion directly, and the wider UK economy approximately £2.5 billion a year. Mental illness (primarily depression) costs the NHS £12 billion and the wider economy £75 billion a year. Research<sup>31</sup> found that substandard housing costs the NHS £2.5 billion a year and the wider public purse a further £1.8 billion a year.

**Creating sustainable transport** – In 2008, 13.1 per cent of Scottish journeys were perceived to have been delayed due to congestion, with huge economic costs. Improvements to cycling and pedestrian routes provide a benefit to cost ratio of 20:1, compared to a typical ratio of 3:1 for rail and road improvements. This does not factor in savings from carbon emissions, which could be significant given that transport accounts for around a quarter of Scottish emissions.

In the current economic climate we need to look at how these measures can be delivered most cost effectively to deliver maximum economic, environmental and social benefits. Our research suggests that this cannot be achieved through the existing piecemeal approach to upgrading neighbourhood infrastructure. We cannot afford to develop separate disjointed policies and programmes. We need to integrate the planning and delivery of these neighbourhood retrofit works.

### What are the benefits of an integrated area based approach?

**Reduced cost and disruption** – Many infrastructure improvements deliver multiple benefits. For example, improving green infrastructure can improve the resilience of our places to impacts of climate change such as flooding and overheating; it can improve physical and mental health; and it can provide options for new and improved pedestrian and cycling routes. An integrated approach to spatial planning on an area basis will help to identify opportunities for upgrades to maximise economic, environmental and social outcomes. Integrated planning and delivery of these works will save money through shared infrastructure, single community engagement processes and integrated delivery. Area based energy efficiency programmes have demonstrated greater take-up rates and cost savings of 20–30 per cent compared to upgrades to individual properties.

**Engaging and enabling communities** – We have found that there is more opportunity to engage people through an integrated programme than through one which focuses on a single issue. People want places that they feel safe in, homes that are affordable to heat, neighbourhoods that are resilient to extreme weather events, well maintained public space and parks to relax and play, convenient pedestrian and cycle routes, and access to public transport. An integrated, area based retrofit programme can provide an opportunity for communities to work together to determine what work should be undertaken to improve the well-being of their places. It can also provide an opportunity for them to be involved in the delivery and management of these upgrades.

**Smarter finance** – Different infrastructure elements have different business models. Some of the elements introduced as part of a neighbourhood retrofit programme may generate income. If an integrated approach is taken there is potential for neighbourhoods to benefit from this income generation, and reinvest surplus profits locally, for example into other retrofit works. Working at an area basis also increases potential to build capacity in local firms and create local jobs as well as increasing the viability of some technologies.

### What is preventing an integrated area based approach?

The Commission has reviewed over 80 case studies, worked with almost 50 experts from the fields of community, delivery and finance and commissioned research on scenarios for neighbourhood infrastructure upgrades. From this we have found that:

- Existing infrastructure provision is complex, with a multitude of providers, funding sources, and business models. These need to be co-ordinated at a local level if the planning and delivery of retrofit works are to be integrated
- There is growing interest from communities and local authorities in improving the sustainability of existing places. Too often however these neighbourhood partnerships are hindered by a lack of support (mentoring, technical, organisational etc), poor access to finance (especially for seed funding and core costs) and limited aspirations and remits

- We need to mainstream the area based approach if we are to achieve the scale of work required to meet Government targets on carbon reduction whilst at the same time delivering a wide range of sustainable co-benefits cost effectively.

### The solution – mainstreaming neighbourhood partnerships

The Scottish Government should support the development of new and existing neighbourhood partnerships to co-ordinate the development and delivery of a sustainable neighbourhood retrofit plan. This plan should identify opportunities to reduce carbon emissions and make places more resilient to the impacts of climate change, as well as delivering wider sustainability benefits. For neighbourhood partnerships to become mainstream we require Government to:

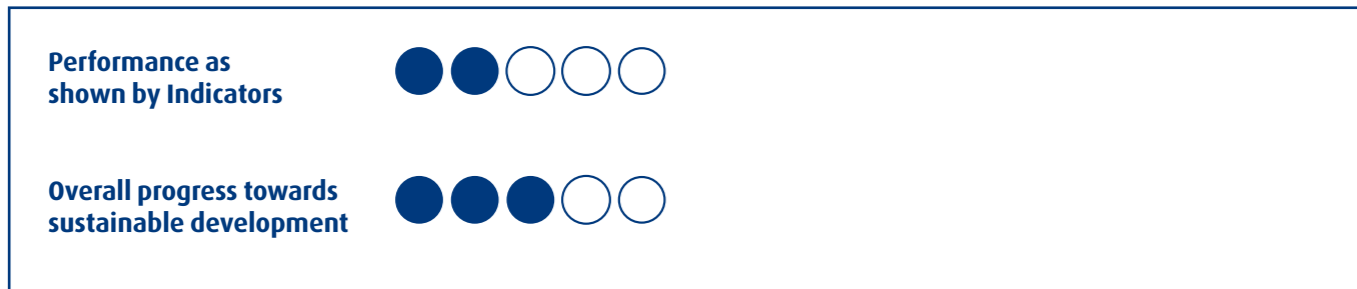
**Prepare the ground** – ensure that government policies, programmes and regulation support integrated delivery, and improve the evidence base on the benefits of working with communities to deliver sustainable outcomes through an integrated area based approach and issues arising.

**Co-ordinate support** – review existing support structures for communities and local government; and develop a co-ordinated framework which simplifies the offer to neighbourhood partnerships, enables quick identification of gaps in existing provision, and development and sharing of best practice.

**Provide access to funding** – increase flexibility on how public sector finance is used at a local level; improve access to seed funding; develop mechanisms which direct finance to neighbourhood partnerships; minimise development risk through clear policy support for neighbourhood retrofit. In making a decision on the **Climate Challenge Fund** the Scottish Government should give serious consideration to the potential role of CCF communities in being active members of such partnerships (see case study on CCF).

[www.sd-commission.org.uk/pages/the-future-is-local.html](http://www.sd-commission.org.uk/pages/the-future-is-local.html)

### 3.4.2 Creating Sustainable Communities



#### Findings

- Overall there is a more joined up approach to tackling deprivation and exclusion than in the past. Despite this there has been no narrowing of the gap between the least and most affluent over recent years
- Government action has combined infrastructure investment with action on skills and employability. Further action is required to support the social capital of communities and encourage their involvement in decision making
- Further action to improve local environmental quality is required. Shifting transport investment away from road schemes and towards bus services, cycling and walking would also help the less affluent access employment more easily.

#### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Fairer Scotland Fund (2008)</b>	The central initiative to support community planning partnerships to regenerate the most deprived communities, tackle poverty and improve employability
<b>Equally Well, Achieving Our Potential and Early Years (all 2008)</b>	Linked set of three strategies addressing health inequalities, early intervention and direct action on poverty and income inequality
<b>Scottish Community Empowerment Action Plan (2009)</b>	Developed jointly by the Government and CoSLA, the Plan highlights examples of good practice and outlines actions designed to encourage empowerment. Supported by a joint statement on Community Learning and Development

#### Analysis of progress over the last year

The key mechanism to tackling multiple deprivation is the **Fairer Scotland Fund (FSF)**. Launched in 2007 and allocated to all 32 Community Planning Partnerships from April 2008 the FSF complemented the three linked frameworks of **Equally Well**, **Achieving Our Potential** and **Early Years**. The joint statement with CoSLA 'Equal Communities in a Fairer Scotland', published in October 2009, outlines the key policy principles for deprived communities based around joint working, early interventions, a focus of investment on the root causes of multiple deprivation, action on employability and support for community empowerment.

This statement builds upon the key principles of the FSF and the three social frameworks and confirms the end of ring fencing of the FSF in March 2010 with funds rolled into the general settlement to Local Authorities for 2010–11. Investment of resources is decided locally and delivered through Community Planning Partnerships (CPPs).

**Equal Communities in a Fairer Scotland** was published in October 2009 by the Scottish Government and CoSLA. It established principles for the delivery of work on poverty and social inclusion based around joint working, early interventions, a focus of investment on the root causes of multiple deprivation, action on employability and support for community empowerment.

An Action Plan followed the statement and set out a range of ongoing support identified by stakeholders including workshops, study visits and case studies to be provided for stakeholders in CPPs and their delivery partners by the Community Regeneration and Tackling Poverty (CRTP) learning network. As well as the CRTP, a number of other learning networks have also been established to help people working to deliver sustainable communities to identify, share and apply better practice and innovation.

The Scottish Government also continues to support six **Urban Regeneration Companies (URCs)** in Scotland, with over £90m allocated since 2007 to help transform some of Scotland's most deprived communities. URCs aim to take a holistic approach to regeneration, encompassing both

physical and social change in their regeneration strategies and supported by community engagement. Raploch URC trail-blazed the approach to using Community Benefit in Procurement clauses within their development contracts: this approach is now being replicated within the other URCs.

In addition, an allocation of £30 million, over three years until March 2011, has been made via the **Wider Role Fund** which supports work by Registered Social Landlords (RSLs) to reduce poverty and financial exclusion in the communities they serve.

The **Joint Statement on Community Learning and Development (CLD)** by the Scottish Government and CoSLA (2008) recognises community capacity building as a priority, enabling people to develop the confidence, understanding and skills required to influence decision making and service delivery. It outlines a range of actions to be taken at national level, including a programme to up-skill the CLD workforce during 2009–11.

The Action Plan for the second half of the United Nations Decade of Education for Sustainable Development now includes CLD activity to the same extent as other sectors such as schools and further and higher education. The refreshed plan includes six actions for CLD which will be pushed forward over the next five years.

**Single Outcome Agreements (SOAs)** are central to ensuring CPPs make action on equality and regeneration a strategic priority. Ahead of the development of the 2009–10 SOAs, the Scottish Government and CoSLA agreed that the three linked social policy frameworks and economic recovery should be the priority for discussion with CPPs around the 2009–10 Outcome Agreements. Over 2010–11, CPPs will continue to focus on the delivery of the outcomes identified as strategic priorities in 2009–10.

The **Ministerial Task Force** that produced **Equally Well** reconvened in 2010 to review progress with implementing the three frameworks, especially in the current and future tight public financial climate. As the SDC proposed in our last Assessment, the Task Force has argued that the response to budget constraints must be to redesign local services to maximise their integration and positive impact.

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## Analysis of progress over the term of Government

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Since 2007 the Government has redesigned the mechanisms intended to address poverty and social exclusion. The Commission's view, supported by many stakeholders we engaged with, is that the changes made to the policy landscape have in general been positive.

We welcome the development of new, integrated social policy frameworks based around **Equally Well**, the **Early Years Framework** and **Achieving Our Potential** and the creation of the **Fairer Scotland Fund**. As we argued in our recent paper **Sustainable Development: The key to tackling health inequalities**<sup>32</sup> action on health and inequality requires a focus on joined up, multi-agency working and on action in the early years of child development, something that is crucial in narrowing social and health outcomes. Also required is a commitment to long term action based around clear principles.

According to the Government report **Informing Future Approaches to Tackling Multiple Deprivation in Communities: Beyond the Fairer Scotland Fund** (2009) there were concerns over some areas of the FSF, including a lack of local data to set a baseline and measure progress, challenges in engaging communities in more thematic and CPP wide programmes and only limited evidence that regeneration programmes had been a catalyst for wider funding. There is a need to enhance target setting as stretch targets were only used in about half of SOAs. Some of the early events organised by the CRTP learning network were aimed at raising awareness of these concerns but more needs to be done.

Despite the development of a more outcome based approach the Commission is not certain that current policies will lead to the required scale of change. As we have commented in previous assessments there are

both potential risks and benefits to providing greater local freedom to decide the approach to action on social inclusion. In a positive sense it makes budgets more responsive to local need but there is a risk that this will lead to a reduction in the money spent on regeneration.

It is difficult to use indicators to appraise the impact of Scottish Government policy on outcomes for sustainable communities. This is partly due to many levers being reserved to Westminster and partly as it can take many years before positive impacts show up clearly. As yet the evidence is inconclusive. Overall there has been no progress since 2007 in reducing income inequality. While many health indicators are improving there has been a widening of the gap on some indicators between the poorest and most affluent.

In discussions with stakeholders the issue of community empowerment was highlighted as an area where only limited action has taken place so far. There is a strong belief that community empowerment and engagement could help address a range of problems including economic inactivity, health issues and lack of social cohesion. The Government's **Review of Impact of Community Engagement within Regeneration** (2010) provides a brief overview of what is known about the impact of community engagement and empowerment activity within the context of regeneration. The report shows the positive impact of well planned engagement on social capital and cohesion and on the planning and delivery of services. It also showed that ineffective engagement is likely to not lead to significant benefits. It is therefore imperative that the capacity of organisations to effectively engage with communities is developed.

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## What needs to be done over the next term (2011–15)

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With budgets increasingly squeezed it is important that Government and public bodies work together to ensure that there is progress on social inclusion indicators in every SOA area (see Governance chapter for more analysis of SOAs). Government, CoSLA and CPPs will need to work together to ensure a focus on social inclusion. As the Equally Well Task Force has recommended<sup>33</sup>, the Government should commit to adequate support for the early intervention agenda in the Spending Review.

Maintaining progress will also require some re-prioritisation in service provision and new and innovative thinking in how agencies can best pool resources. Radical rethinking of the means of service provision and more effective partnership working is required, with the 'Total Place' approach adopted in England offering a potential model. Support from Government and CoSLA will be required to support better working. There should be an Early Years pathfinder approach to promote the integration of front line services, based on whole systems thinking.

While the current approach to social policy has made better links between health, regeneration, transport, community engagement and economic development measures, the Commission believes that more action is still required to promote greenspace, restorative environments, active travel, social capital and enhanced community spend:

- As the Commission's Sustainable Development: The key to tackling health inequalities report set out, there is a significant evidence base that enhancement of greenspace is beneficial to health and community strength

- Stakeholders consulted for this study felt that not enough investment is being made in building the social capital of communities and encouraging their participation in decision making and running community concerns
- There is also a need to support local economies through ensuring that procurement decisions benefit local people as far as possible. The Raploch Urban Regeneration Company (URC) was the first in Scotland to put a Community Benefit in Public Procurement clause in tendering – it is welcome that other URCs are considering such an approach.

Enhanced action on social and environmental aspects of regeneration will again require support from Government and CoSLA.

Problems in measuring outcomes have been identified as an issue for many SOAs. (see Governance Chapter for more detail). CoSLA, Government and the Improvement Service need to continue their work in developing suitable and measurable outcomes and in encouraging a balanced reporting framework.

Finally, as our report *The Future is Local* has shown that greater gains (in terms of carbon, environmental and social measures) can be achieved in physical regeneration by adopting a whole community approach. There is little evidence that such integrated action is the norm across Scotland and this is a lost opportunity.

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## Recommendations for Government for 2011–15

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- Work with CoSLA and CPPs to ensure that action on regeneration and social inclusion is maintained and enhanced over coming years. This will require restructuring of services and more effective collaborative working to maintain outcomes despite reductions in budget
  - Work with CoSLA, the Improvement Service and CPPs to develop better local indicators and measures of progress that enable a better appraisal of the overall impact of action on social inclusion
  - Work with CoSLA and CPPs to support better community engagement with active involvement of local people in shaping their communities
  - Work with CoSLA and CPPs to encourage more use of community benefit clauses in regeneration and other mechanisms that maximise the local benefits of procurement. This should be based on the objectives of the Scottish Sustainable Procurement Action Plan, and in line with Recommendation 26 of Equally Well
  - Consider with CoSLA and CPPs how to best enhance the quality of local environments as part of action on regeneration.
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## What the Commission will do

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- In consultation with Government undertake a review of the impact of the Scottish Sustainable Procurement Action Plan in supporting local communities through spending decisions.
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### Climate Challenge Fund: Lessons learned in promoting sustainable communities

The Scottish Government's Climate Challenge Fund (CCF) has supported a total of 331 community projects. Seven funding rounds were held between 2008 and 2010 awarding a total of over £24 million to cover project activity up to the end of March 2011.

The projects are diverse in their goals and delivery techniques but the majority include some or all of the following aspects:

- Helping participants to improve their home insulation, by signposting financial assistance and "hand-holding" them through the application and installation process
- Encouraging energy-saving behaviours in the home often using an energy audit approach
- Encouraging participants to eat more locally grown food. This spans both food growing and food purchasing and has included improving access to allotment/community garden land
- Encouraging people to increase their active travel by walking or cycling more and reducing individual car journeys by making greater use of shared or public transport
- Encouraging people to reduce waste, especially food waste.

In addition there have been several community building refurbishment projects and feasibility studies on community renewables. All bids to the fund were required to demonstrate the potential for "significant carbon emissions reductions" and were also encouraged to demonstrate how they would "help strengthen local economies, improve community cohesion" or achieve other social objectives.

A detailed review of 20 CCF projects is underway. Early findings suggest that projects have mainly been

successful in engaging the "already interested". It is also suggested that the main motivations for behaviour change have not been environmental reasons but a mix of personal benefits such as cost saving, better health or enjoyment (for example in gardening projects). More review work is being carried out to identify critical success factors.

The enthusiastic response, hard work and positive results of many community groups are tempered by some increasingly obvious barriers. Groups coming together at events organised by SDC Scotland as part of the Scottish Government funded Networking and Learning Programme have reported a number of difficulties.

SDC Scotland would like to see community action on climate change brought more clearly within the ambit of wider work around creating flourishing, sustainable communities in Scotland. We recommend that community groups should be brought into closer working partnerships with local government. This would strengthen the dissemination of learning from different initiatives and offer an accessible, visible constituency of support to help enable and encourage bolder action by local authority officers in tackling the transition to policies for carbon emissions reduction. There is also the opportunity of raising the profile and influence of community work on mitigating climate change with elected members.

We also think community groups must have the opportunity to be consulted with on design and supported to become involved in the delivery of relevant and overlapping programmes in areas such as energy efficiency, transport and waste. For example, groups working on home energy efficiency have mentioned that government funded HIS teams have been operating in their communities, knocking on the same doors to promote home insulation without first liaising at a community level.

Our recommendations are as follows:

1. **Support more effective project planning** – by investing resources at an early stage in the funding cycle to support community groups in agreeing clarity of project purpose and outcomes and a transparent, shared and realistic way of working to get there. We propose that a minimum funded period of active delivery for behaviour change projects should be 18 months with an additional 3 to 6 month supported scoping period made possible to achieve better quality community engagement (see below) and project planning
2. **Improve quality of community engagement** – by supporting the design and facilitation of early stage community engagement/consultation activities which can inform project design as well as build a constituency of support
3. **Encourage partnership working** – by providing advice and support in forming partnerships and helping to make connections between potential partners. The aim would be to ensure that local and national government are working WITH rather than in isolation from active community groups to their mutual benefit. These communities can be effective partners in delivering targeted government programmes such as the Home Insulation Scheme
4. **Invest in skills and knowledge development** – feedback from current CCF groups reveals lack of confidence and knowledge in key relevant areas which include carbon calculation, application of behaviour change theory to practical action, management of volunteers and organisational management/set up issues. Response to existing support provision in some of these areas has been very positive but more needs doing at an earlier stage to maximise cost-effective impact of any future provision
5. **Encourage priority projects** – if carbon cutting remains a dominant funding criterion then we recommend removing small-scale food growing projects (unless they form a minor part of a wider programme clearly linked to greenhouse gas reductions) from eligibility and encouraging project themes aligned with the emergent data on the "ten key behaviours"
6. **Encourage social enterprise** – by removing state aid barriers as far as possible and ensuring that pathways into the wider range of relevant funding are clear and easy for groups to pursue
7. **Embed social justice** – by placing all funded activity in a clear framework of guidance which promotes sustainable development.

# 3.5 A Greener Scotland

## 3.5.1 Climate Change and Energy

Performance as shown by Indicators 

Overall progress towards sustainable development 

### Findings

- The passing of the Climate Change (Scotland) Act in 2009 was a landmark moment for sustainable development in Scotland. The Act set challenging targets for greenhouse gas reductions and required Government, amongst other things, to develop a detailed programme of action accompanied by strategies on Land Use and Public Engagement
- Government has put significant resources into developing detailed Proposals and Policies for action on climate change. Their work shows that the 2020 and 2050 climate targets are realistic but will only be achieved by effective action across all areas of policy. Cross-party support is required to adopt all necessary measures and effective delivery
- The Government has made significant progress on renewable electricity, particularly in reforming the planning system and in supporting marine renewable development. In contrast progress on energy efficiency and conservation has been limited. There is also a need to set out a clear approach to how Carbon Capture and Storage can deliver low carbon electricity
- The Climate Challenge Fund has been an innovative initiative to encourage communities across Scotland to engage in promoting carbon savings and local sustainability. It is as yet unclear how effective the initiative has been in achieving its objectives. Lessons from the CCF must be learned and used to strengthen and to develop new community engagement on sustainable development and climate change.

### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Climate Change (Scotland) Act (2009)</b>	Passed with cross party support in summer 2009. World leading legislation requires Scotland's emissions to be cut by 80 per cent by 2050
<b>Climate Change Delivery Plan (2009) and Report on Proposals and Policies (2010)</b>	The Delivery Plan outlines the policy options for achieving emission cuts. It is followed by the statutory report on proposals and policies
<b>Scotland's Climate Change Adaptation Framework (2009)</b>	Published in December 2009, the Framework sets out the adaptation response across policy areas. It is designed for use by Government but also by others with an important role in planning to adapt to the impacts of climate change, such as local authorities

### Behaviour Change and Engagement work

Government has developed a Climate Change Behaviour Change Research Programme 2009–11 looking at key behaviours, testing policy ideas and communications strategies.

A Public Engagement Strategy is due to be published December 2010. This is intended to inform people across Scotland of the Scottish Government's emissions targets; encourage people to help achieve those targets and identify actions people can take to help achieve those targets.

### Analysis of progress over the last year

Scotland's landmark climate change legislation was passed last year setting demanding carbon reduction targets and a robust monitoring framework.<sup>34</sup> The Climate Change (Scotland) Act requires Government to prepare a statutory **Report on Proposals and Policies (RPP)** outlining how Government intends to meet the annual emissions targets from 2010 to 2022, including the 2020 target of a 42 per cent cut in emissions. The RPP is due out after this report has gone to print. A discussion paper on potential policy options was shared with stakeholders, including the SDC, in June. From this paper it is clear that, in addition to the action which needs to be taken at the UK and EU level, Government will have to undertake almost every policy option available to achieve the 42 per cent cut required by 2020. This will include some decisions that may not be electorally popular and others which will require significant investment.

The Act also includes **Climate Change Duties** for all public bodies (the 'Public Bodies Duties'), a Land Use Strategy for Scotland and prepare a Public Engagement Strategy. Government has put significant resources into delivering these requirements of the Act and the Commission has been actively engaged in supporting this work.

Earlier in 2010 the Government put its first draft **Annual Targets Order** before Parliament. The emission reduction trajectory was based on the recommendations made by the Committee on Climate Change but was rejected by Parliament because of lack of action in the early years. Cross party discussions have taken place and a revised proposal was laid before Parliament on 22<sup>nd</sup>

September 2010. Following scrutiny by the Transport, Infrastructure and Climate Change Committee and a debate in Parliament this was approved on 7<sup>th</sup> October 2010.

The last year has also seen further development of the policy framework. The Government's **Carbon Capture and Storage (CCS) Roadmap** provides a plan for the development of CCS in Scotland. The Commission was involved in the development of the Roadmap. While we believe Scotland has some claim to natural advantages in developing this technology, particularly with regard to the transport and storage aspects of the process, it is imperative that any new fossil fuel power station developed in Scotland must deliver low carbon energy as early as possible, with safeguards in place to prevent generation without carbon capture and storage if it is found that CCS is not practical or is prohibitively expensive. We are not convinced the current approach will achieve this objective and both the UK and Scottish Government have a responsibility to address this issue.

We comment on the **Low Carbon Economic Strategy** in the Economy chapter of this report.

**Scotland's Climate Change Adaptation Framework** and the **UKCP09** climate change scenarios have also been published. The Framework covers a broad range of sectors from transport to forestry. The sectoral action plans are currently being drafted and will, collectively, be the subject of a Strategic Environmental Assessment during October and November 2010. An update on progress will be made to the Parliament in early 2011.



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## Analysis of progress over the term of Government

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The passing of the Climate Change (Scotland) Act in 2009 represented a significant moment for sustainable development. The Government and Parliament showed leadership in passing the Act, both in terms of the headline targets for emission reductions and the governance structures and machinery that flow from it. Scotland can rightly claim to be a world leader in terms of the targets set.

Action on climate change has received significant staff resources, and the civil service has been restructured with the aim of ensuring climate change is a cross-cutting responsibility with senior level commitment.

Progress is of course best judged in terms of emission reduction. The latest data for greenhouse gas emissions<sup>35</sup> shows a three percent fall in emissions from the previous year. Some of this reduction can be attributed to the economic downturn and there remains a major challenge in maintaining the downward emission trajectory as the economy recovers. Our consumption based greenhouse gas emissions have actually risen, showing we have not created a lower carbon economy but simply exported much of our emissions elsewhere.

Sustainable energy policy must be based in the first instance on demand reduction and efficient use of energy. On these progress has been limited - the energy efficiency of Scotland's commercial, industrial and domestic sector is not significantly better than a decade ago. While good work on energy is being pursued by the Energy Saving Scotland Advice Centres and a number of funded programmes, there has not been the step change in action on domestic energy conservation that is required to meet fuel poverty and climate change targets and we are a long way from meeting the renewable heat target.

Progress on renewable electricity has been good, and enhanced by action taken to streamline the planning system. There has also been strong support for the development of marine renewable and carbon capture and storage (CCS) technology, with commitment from the First Minister down. However, there remains a lack of clarity over plans for the development of new fossil

fuel power stations in Scotland – as it stands the planned development of a coal fired power station at Hunterston will not produce low carbon electricity.

With the exception of waste, performance in other sectors has not been good. We deal with transport in detail elsewhere in this report – but emissions are still on a long term upward trend despite a 2 per cent drop between 2007 and 2008 due to the recession. We do not see current transport policy as aligned with the statutory Climate Change targets. Land use is a significant source of emissions. The development of a Land Use Strategy is to be supported but more action is required to enhance sinks and make land management more sustainable.

Engagement with the Scottish public around climate change and sustainable development has focused on public information adverts and on the **Climate Challenge Fund**. The latter has successfully encouraged over 300 communities to take action to reduce their emissions and, in doing so, to develop many innovative projects. These communities have been mixed in terms of their socio-economic profile and there is some emerging evidence to suggest that carbon cuts can be achieved in both affluent and lower income areas. It is not yet clear how successful this initiative has been, or how Government intends to build on this work but a review that will draw lessons on key performance success factors, using 20 CCF case studies of which eight will have detailed carbon assessments, is under way. Looking forward, the planned **Public Engagement Strategy** presents an opportunity to provide a more robust framework for action. We believe this is an opportunity to engage for long term sustainable outcomes. (see Case Study).

To date, action on adaptation has been inconsistent. While a strategic approach has been taken to flood risk, there is not yet an integrated approach aimed at building resilient communities and ecosystems. The evolution of the adaptation framework into a statutory adaptation programme and sector action adaptation action plans which extend beyond public bodies, should promote more joined up action. However this is not as yet clear.

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## What needs to be done over the next term (2011–15)

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The draft statutory Report on Proposals and Policies<sup>36</sup> shows that virtually all options will have to be pursued if Scotland is to meet the 2020 and 2050 climate change targets. Effective delivery of this programme requires a high degree of political consensus, particularly now that public expenditure is under pressure. Government and Parliament will therefore need to ensure continued cross-party support for action built up in the delivery of the Act. Government and Parliament also need to be explicit in requiring the rest of the public sector to help deliver these statutory targets. Recent calls by CoSLA for the 42 per cent target to be delayed until 2022 must be strongly rebuffed.

Within Government the financial challenges of coming years will lead to a reduction in staff and other resources. Despite this it is essential there is sufficient support to deliver the statutory public bodies duties in the 2009 Act, and thereby benefit from the wider economic, social and environmental consequences of action to cut emissions and adapt to climatic change. Governance and decision-making structures must place climate change at the heart of all relevant policy areas, from transport to housing. Also essential is that in appraising options for investment in low carbon, Government ensures that policy is designed to also deliver wider benefits.

Government has also developed a carbon assessment tool to appraise the Budget. This is a welcome step although, as Government acknowledges, the tool needs further development over time. It is also important that assessment tools are used to inform and influence the Budget and ensure it helps deliver Climate Change Targets.

Given budget limitations, the Scottish Government will need to ensure that better outcomes are delivered for less public money. This will require better use of regulation, the creation of more joined up and efficient working and new mechanisms that draw in more private sector funding. The Commission's recent report, *The Future is Local*, showed how energy conservation measures could be delivered more efficiently by undertaking area-based work and combining energy measures with other improvements (see case study in **Built Environment** chapter).

The role of the public sector is important to the delivery of action on climate change. The Commission has supported establishing the **Public Bodies Duties** for public bodies. Some stakeholders involved in preparing this report felt that public sector duties in other areas (for example the sustainable development duty in Best Value) has not led to the proper integration of the issue into all work of public bodies). The effective delivery of the Public Bodies Duties will thus require strong support from Government, CoSLA, Audit Scotland and public bodies themselves, building on the engagement undertaken in preparing the draft Guidance on the duties.

In particular, clarity will be required on how public bodies assess which decisions are the most sustainable. Performance on climate change must also become a full part of auditing and performance appraisal with consistent reporting and verification across the public sector. The Commission has been involved in consultation on the Public Bodies Duties and has made these points to Government.

Engagement, to ensure good two-way communications with the public and empower them to take action, is a crucial tool to achieve the targets. Government has demonstrated a readiness to engage across a wide range of stakeholder groups in its climate change work but needs to do more to engage with the wider public. The Public Engagement Strategy (see text box overleaf) should be used as the basis for an active programme of work with the Scottish public around climate change and sustainability. This should be complemented by support for communities wanting to cut their emissions and promote local sustainability. The lessons of the Climate Challenge Fund must be used to support individuals and communities in effective programmes of action on sustainable development.

Government must develop a strategic approach to adaptation based on building resilient communities and ecosystems. This will require better working between central government, agencies and local authorities, informed by the best and most up-to-date guidance on likely climate impacts.

## Recommendations for Government for 2011–15

- Deliver the actions outlined in the statutory Report on Proposals and Policies
- Based on the Energy Efficiency Action Plan, ensure an effective and properly resourced programme on energy efficiency and demand reduction is taken forward. This should place conservation, efficiency and demand reduction at the heart of energy policy in line with sustainable development principles
- Working with the UK Government to develop a clear approach to CCS that ensures the maximum level of carbon is captured as early as possible. Developments which will lead to significant new carbon emissions should not be permitted
- Ensure the correct structures and arrangements in place to embed the Public Bodies Duties across all work of the public sector in Scotland and ensure all public bodies 'lead by example'
- Launch a new programme of support for communities interested in carbon reduction and sustainable development drawing on the lessons of the Climate Challenge Fund and other programmes such as the Scottish Sustainable Communities Initiative and 'Smarter Choices – Smarter Places'
- Develop a programme of active engagement on climate change and sustainable development with the public and all sectors of Scottish society (see box overleaf).

## What the Commission will do

- Continue to advise Government on the development of an effective approach to engaging the public and civil society in action on climate change
- Review our own experience of the CCF to make substantive recommendations to Government on any successor programme
- Provide scrutiny on delivery of the duties in the 2009 Act and the overall climate change programme of the Government.

## Behaviour change to mitigate climate change - Developing a Public Engagement Strategy

To help meet the targets in the Climate Change (Scotland) Act individuals, businesses and local and national government will need to change radically their consumption of energy through goods and services. Cutting our emissions will reach into all aspects of our lives and in a myriad of everyday actions from energy use in buildings to the way we travel and the food we eat.

Behaviour change is not a magic bullet and cannot be prescribed. Nor does behaviour change automatically flow from improved knowledge or instilling the "right" attitudes. Indeed research suggests that there is little direct correlation between attitudes and behaviour and that it is much easier to

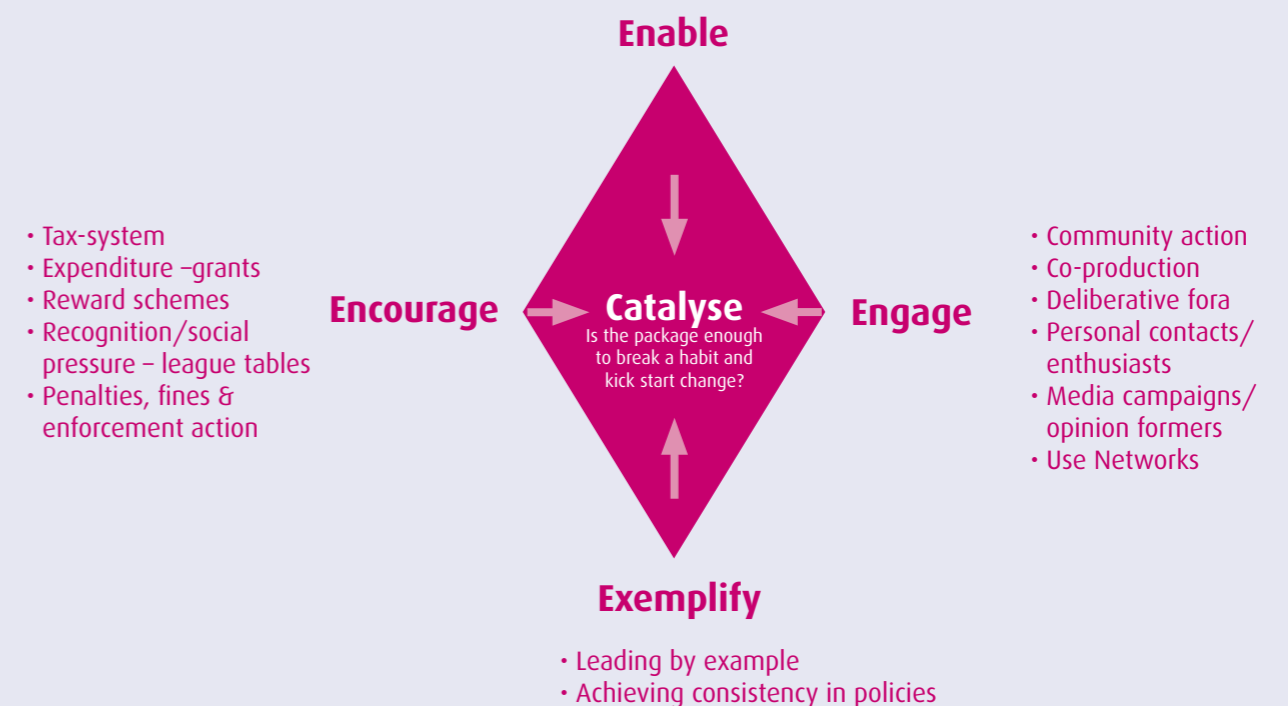
achieve behaviour change by considering the context and environment of people's lives.<sup>37</sup>

**Informing people of the possible steps they can take is not the same as moving towards a situation where they support profound change.**

Changing habits through education and awareness-raising has proved a slow process. Many public health issues, e.g. obesity and alcohol, have shown little change despite significant investment in public information campaigns. Given the urgency and scale of the behaviour change required to mitigate climate change Government needs to look beyond traditional information campaigns.

### Approach evolves as attitudes and behaviours change over time

- Remove barriers
- Give information
- Provide facilities
- Provide viable alternatives
- Educate/train/provide skills
- Provide capacity



From *Securing the Future*, Defra 2005

The Climate Challenge Fund and the 2020 Climate Group are examples of how the Government have taken some small steps to engage and stimulate behaviour change. Government has also launched a research programme to identify key behaviours and drivers for change. The research will, if conducted in full, provide greater understanding of the gap between knowledge about climate change and willingness/ability to adopt more climate-friendly behaviours, a gap highlighted by the Scottish Environmental Attitudes and Behaviours Survey (SEABS-08).

All this knowledge and the lessons from the CCF must form the basis for the public engagement strategy which is to be published by the end of 2010. The temptation for politicians is to focus on small steps and quick wins – putting aside the bigger challenges until they have developed the ‘right’ technologies or when others agree to sign up to international agreements. Government must be willing to seriously engage on the barriers to climate friendly behaviour and address them in policy development.

SDC Scotland is concerned that pressure of time, the urge to seek quick fixes, fear of public resistance to government led change and other factors will undermine the good intention to engage with Scotland’s people to achieve the targets. Our concern is that the Public Engagement Strategy will build on further consultation, research and information provision. We do not believe this approach will bridge the knowledge/behaviour gap to create “transformational change”. By focussing on understanding attitudes and promoting, explaining and advising on climate friendly behaviours, the Scottish Government continue to see ‘personal responsibility’ as a favoured approach to behaviour change and fail to engage with people on the barriers to change.

A widely used model is the 4Es – Showing how factors to enable, exemplify, educate and engage must all link to create and sustain behavioural change. We are very pleased to see the Government adopting this model in the recently published Energy Efficiency Action Plan and support the Government’s commitment to “develop and refine the 4Es model.” However, we are concerned that the Government is shying away from the difficult actions it needs to take by saying ‘... we need to improve our understanding of people’s energy related attitudes and behaviours and how to influence them.’ Our view is that there is sufficient understanding of this to develop policies that properly incentivises changing behaviour and addresses the barriers, perceived or real, that people experience in relation to sustainable behaviours.

Recent contributions to the understanding of behaviour change and public policy include the Cabinet Office report **MindSpace – Influencing behaviour through public policy**.<sup>38</sup> The report acknowledges that tools such as incentives and information, that are intended to change behaviour by ‘changing minds’, are not enough, whereas approaches based on ‘changing contexts’ have ‘the potential to bring about significant changes in behaviour at relatively low cost’. It combines these two key drivers to set out 9 key influences on our behaviour: **Messenger, Incentives, Norms, Defaults, Salience, Priming, Affect, Commitments and Ego**.

If Government does not use this kind of insights in its Public Engagement Strategy, it will simplify the challenge it faces. Instead it needs to recognise behaviour change as having multiple dimensions. The solution is good policy making. Tempting as it is to prioritise use of information campaigns, these will be at best insufficient and at worst a distraction from actions that should be priorities.

Any behaviour change programme must therefore combine work on influencing attitudes and behaviour with the kinds of infrastructural changes that both enable and encourage the desired behaviours.

All policy interventions impact on behaviour in some way. Behaviour change needs to be seen as an outcome, and not an intervention in itself. It is essential for policy makers to consider how all people can be ‘enabled’ to live more sustainable lives.

SDC Scotland believes that more investment in deliberative public engagement, an approach to decision-making that allows participants to consider relevant information, discuss the issues and options and develop their thinking before coming to a view, is needed to help “create the environment” for climate change targets to be achieved. Such engagement work focuses on barriers and benefits to the desired behaviour but should also include developing strategies to discourage the undesirable behaviour.

There will always be a risk of unpopularity when profound change, particularly change impacting on familiar, habitual behaviour is involved. The Scottish Government’s current system of “stakeholder engagement”, mainly consisting of information delivery and one-off response gathering, is not up to the task of achieving transformational change on climate change.

SDC Scotland strongly believes the Government must engage more effectively in order to address the barriers people feel and experience in relation to climate friendly behaviours. It should also take courage from previous examples of “unpopular” change. These show that action which goes against the grain of

findings from more traditional and widely used forms of consultation (such as opinion polling and one-off stakeholder meetings inviting written responses to consultation documents) can lead to very positive outcomes. Examples are the London Congestion Charge and the introduction of the Scottish Smoking ban. The congestion charging is particularly relevant to climate change. Studies show that levels of traffic in London have fallen sharply at a time when overall car ownership is rising, more people are now using environmentally-friendly transport such as buses and Tube trains and traffic congestion in central London is lower than it was a decade ago.<sup>39</sup>

The Climate Challenge Fund has demonstrated that many Scottish communities have aspirations to reduce their climate impact. In developing its engagement strategy the Scottish Government must support these established community groups, new emerging ones and the general public by including their experiences, beliefs and barriers in policy development and implementation.

The Government’s legitimacy rests on the fact that it must represent and serve the people. Therefore consultation to discern public views is vital, especially when attempts are being made to influence people’s behaviour. However, there are examples of Government acting ahead of public opinion in ways which appear to encourage positive public acceptance of change. We believe that the Scottish Government needs to invest in a more inclusive process which inspires as well as engages, encourages and enables civil society and business to achieve the transformational change necessary to deliver Climate Change (Scotland) Act targets.

#### The Scottish Government should

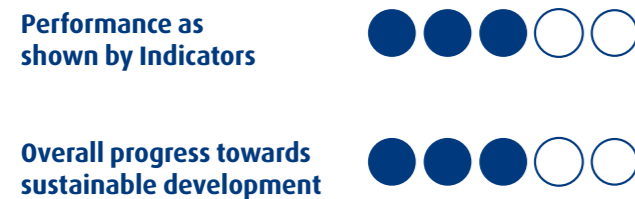
1. Lead by example and strengthen its message by acting in a way that is perceived as demonstrating commitment. This should be backed by independent scrutiny of environmental performance on all levels of government.
2. Develop a Public Engagement Strategy that addresses:
  - the different barriers to one time (e.g. insulating a loft) and habitual (e.g. travel to work) behaviours

- the difference in infrastructure for climate friendly behaviours relating to rural and urban communities
- the disconnect between current benefits of behaviours and lifestyles and the longer term negative impacts on the environment and society
- how to create political acceptance for measures that encourage sustainable behaviours while also discouraging un-sustainable ones.
- how to encourage people to take up new technologies and to continue to use them appropriately without an ongoing rebound effect. For example, people may purchase a more fuel efficient vehicle but drive further in it, or they may take an extra holiday flight because they have saved money on their energy bill. Rebound effects can be as high as 30 per cent but they are difficult to quantify exactly. Failure to take account of rebound effects can lead to policies failing to deliver.<sup>40</sup>

3. Invest in a rolling programme of genuine deliberative engagement which reaches beyond the ‘usual suspects’, for example by initiating standing citizens’ juries on climate change policy including the distanced and disengaged to :

- close the attitude behaviour gap in those people already engaged with or aware of the issues but not actually adopting many climate-friendly behaviours<sup>41</sup> by identifying and analysing perceived and real barriers to specific barriers behaviour
- identify barriers, benefits and motivations amongst the “distanced” – the 30 per cent of the population which the SEABS survey categorised as unlikely to ‘readily accept the need for anything more than minor or relatively easy changes to their lifestyle’ – in order to negotiate social acceptability for interventions
- SDC’s Enabling Sustainable Lives project will look at the role of government and others in enabling people to adopt more sustainable lives and how to build best practice into policy development. A report from the project will be published early in 2011.

### 3.5.2 Natural Heritage and Resources



#### Findings

- Government is developing Scotland’s first Land Use Strategy. This is welcome. The completed strategy must set out an approach to land use that can deliver significant carbon savings (from land management and renewables), expansion of Scotland’s woodland and a more sustainable rural economy and farming sector
- The framework for Scotland’s marine areas has evolved significantly over the last 18 months and will continue to develop over 2010–11. The new approach offers the potential for sustainable management of Scotland’s seas and coastline. The challenge is to ensure that the framework’s approach delivers sustainable outcomes based around a healthy marine environment
- Biodiversity indicators show a mixed picture with negative trends in some areas. Scotland, like most European nations, has failed to achieve the biodiversity targets set for 2010 and is unlikely on current trends to meet those for 2030. The target that 95 per cent of special conservation sites should be in favourable condition is not met, though progress towards the target has been made, rising from 71 per cent in 2005 to 78 per cent in 2010. Government must redouble its efforts, focusing on the resilience and inter-connectedness of ecosystems while maintaining its efforts to protect individual conservation sites
- Despite improvements in recent years, poor land, air and water quality persist in some areas. Government must ensure that spending reductions in coming years and the move towards more ‘light touch’ regulation do not slow progress towards a clean environment.

#### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
<b>Getting the Best from our Land: a draft land use strategy for Scotland (2010)</b>	Consultation on the Land Use Strategy closes on December 17 <sup>th</sup> 2010. The final strategy will be published in 2011
<b>A Vision for Scottish Agriculture (2010)</b>	Sets out the guiding principles to guide future agriculture policy
<b>Making the most of Scotland’s seas (2009)</b>	Outlines how Government and agencies intend to turn their vision for Scotland’s seas into a reality
<b>A Fresh Start (2009)</b>	A renewed strategic framework for aquaculture
<b>River Basin Management Plans (RBMPs) (2009)</b>	Government published final RBMPs in December 2009 – one covering most of Scotland and the other covering the cross-border Tweed and Solway catchments

#### Analysis of progress over the last year

Government is at present developing the **Land Use Strategy** required in the **Climate Change (Scotland) Act 2009**. The Strategy will set out the Government’s objectives for sustainable land use as well as proposals, policies and timescales for meeting those objectives. It must also contribute to reducing greenhouse gas emissions, adapting to climate change and to sustainable development.

A draft Land Use Strategy is out for consultation at present with the final strategy due to be published in 2011. This strategy is welcome and important. The completed strategy must set out an approach to land use that can encourage delivery of significant carbon savings (from land management and renewables), expansion of Scotland’s woodland and the development of a more sustainable rural economy and farming sector. We will press for this in our response to the consultation.

The Government has also recently published **A Vision for Scottish Agriculture (2010)**. This recognises Scotland’s distinctive agriculture with nearly 65 per cent of farmland rough grazing, the highest of any EU country. The SDC welcomes the Vision’s recognition of the public goods – for the environment, communities and food security –

delivered by well managed farming, and the commitment to support these through public funds. There is a need for more evidence as to the exact carbon impacts of Scottish agriculture, the ways to reduce these, and information on how best agriculture can adapt to predicted changes.

**Marine Scotland**, established in 2009, has responsibility for co-ordinating management of Scotland’s seas. Its work will be guided by the **Marine Strategy** and its supporting documentation. The **Marine Strategy Framework Directive** commits Government to good environmental status for all seas by 2020. Government is also committed to the production of a **Marine Plan** and a **Marine Nature Conservation Strategy** – both due out in 2011.

Marine Scotland has set up a framework to show progress against output and outcome measures, reporting periodically on progress through publication of **Charting Progress, State of Scotland’s Seas** and **OSPAR Quality Status** reports. The inclusion of outcome based reporting that encompasses both environmental and socio-economic objectives is to be supported. It is important that outcome indicators are regularly reviewed and used as to guide future policy.

#### Analysis of progress over the term of Government

For some of the indicators in this chapter there are no data showing progress since 2007 and we have used the most recent figures published.

##### Biodiversity and Landscape

There has been positive progress in developing the framework for action on biodiversity. In particular, the Scottish Government should be commended for the reorganisation of the Scottish Biodiversity Committee led by the First Minister. Stakeholders felt that this gave a top level commitment to action on biodiversity that had previously been lacking. The inclusion of two indicators of biodiversity in the National Planning Framework (NPF) is also welcome although as we have noted before (ref: Second Assessment), the indicators selected do not provide a full picture of progress on biodiversity.

The imposing of a **Biodiversity Duty** on all public bodies was a positive step. The evidence is though that there has only been a limited response to this requirement. The low effectiveness of the Biodiversity Duty is disappointing and also raises concerns that the Public Body duties on climate change may similarly fail to make a real impact on public policy – Government needs to ensure that this is not the case. It is welcome that the Government has recently sent out a reminder to all public

bodies about their responsibilities under the Biodiversity Duty. There is a need for further follow up and to ensure progress is better appraised by Audit Scotland in its performance reviews.

The area of land protected for conservation has increased, in response to the drive from the European Commission for member states to establish an adequate suite of Natura 2000 sites. By 2008, 13.2 per cent of Scotland was covered by SSSIs – 10,380km<sup>2</sup> compared to 8,040km<sup>2</sup> in 1991. One of the national indicators adopted by Scottish Government has been to increase to 95 per cent the proportion of protected nature sites in favourable condition. While this target has not been met, the proportion has increased from 71 per cent in 2005 to 78 per cent in 2010, and it is recognised that for a number of sites (such as those with seabird colonies) the factors influencing condition are out with the control of the land manager.

Landscape and biodiversity issues have in general received greater weight than in the past in assessing development proposals although there have still been cases, such as the Trump housing and golf development, where prime habitat and SSSI sites are being unnecessarily put at risk.

In terms of outcomes, indicators of biodiversity in Scotland show mixed trends. Overall though, the commitment all Governments have to halt loss of biodiversity by 2010 has not been met. Scotland is not alone in this – all EU nations are in a similar position – but it is still unacceptable. Looking forward, the evidence is that on current trends Scotland is unlikely to reach 2030 targets – a step change in performance is therefore required.

In enhancing biodiversity it is important that Government looks beyond protected sites and in addition considers the inter-connectedness and resilience of wider ecosystems. Biodiversity should be promoted as an integral part of all actions, fully integrated into planning, land management and economic activity.

On landscape protection some backward steps have been taken. The Government has abolished the **Scottish Landscape Forum** and the provision in the Planning Act to provide a new legislative basis for Natural Scenic Areas has not as yet been activated. There is however scope for the Land Use Strategy to highlight the importance of taking landscapes into account in decisions on land use change.

#### Marine and Aquaculture

There has been significant development of the framework for sustainable management of Scotland's seas since 2007. **The Marine Act** and the creation of **Marine Scotland** provide a far clearer structure for the sustainable management of marine resources. The challenge will be to ensure that this framework is used to create a sustainable approach to the competing uses of Scotland's seas and inshore waters. Regarding the **Marine Renewables Action Plan** there must be investment in research and monitoring to ensure clear, evidence based policy that balances the need for renewable with other sustainability concerns.

On aquaculture a more sustainable strategic framework for the industry has evolved but the test over coming years will be to see if the principles of sustainable development are followed through. One area of concern raised by stakeholders was that there has been a significant decline in the employment and economic benefits the industry brings to rural communities.

#### What needs to be done over the next term (2011–15)

There is a need for greater transparency in showing how decisions on significant development proposals which have conflicting economic, social and environmental impacts are taken. Government and local planning authorities should work more pro-actively with developers to minimise negative impacts. Stakeholders felt that the LEADER Programme and work of the National Parks were examples of

#### Forestry and Land Use

Forest cover in Scotland continues to grow – in 2010 forests covered 17.2 per cent of Scotland compared with 11.7 per cent in 1980. This is welcome as is the Government's aspiration of achieving 25 per cent forest cover. Also welcome are the moves that have been made to make forests more accessible to the public and better supporting of habitat objectives.

Scotland's forests and wild land are crucial to addressing climate change – 8 per cent of Scotland's carbon in 2008 was sequestered by land use including forestry. The amount sequestered has increased by 78 per cent since 1990 but there is clearly potential for further expansion of carbon sinks. There is therefore a challenge for Government, working with the Forestry Commission and landowners, to develop carbon sinks effectively.

#### Air, Water and Soils

Indicators have in general been showing a positive trend but persistent problems remain, particularly in relation to diffuse sources of water pollution, contaminated/derelict land and air pollution hotspots. In particular:

- The area of derelict land and urban vacant land in 2009 (10,863 hectares) was higher than in 2002 – while land has been brought back into productive use or removed due to naturalisation, this has been outweighed by a small number of large sites falling out of use (Scottish Vacant and Derelict Land Survey 2009)
- Over one third (37 per cent) of Scotland's water bodies are currently classified as less than good
- There remain significant problems with local air quality in some of Scotland's cities.

Budget reductions and the move towards lighter touch regulation must not result in a slowing of progress towards a healthy natural environment and tackling pollution.

decision making processes that are more likely to lead to sustainable development.

Allied to this, further thought needs to be given to how we value the natural environment and rural Scotland. The cost-benefit of proposals needs to include fair costing for the value of the natural environment, ecosystem services, the impacts on local communities and the compatibility of the scheme with Government climate change objectives.

Regarding wider land management, the final Land Use Strategy should be used to underpin a strategic approach to land management and rural land use that moves Scotland towards more sustainable food production, lower carbon emissions and enhanced biodiversity and landscape. On biodiversity Government must redouble efforts to meet the 2030 target and to better link climate change, biodiversity and sustainable consumption policy. We will set out in detail the Commission's views on the Land Use Strategy through further engagement with Government.

At present there are significant gaps in our knowledge of greenhouse gas emissions from land and also the potential for carbon sequestration. Government must support further research to determine the carbon impact of development of peat land and also the potential for carbon sequestration to generate income to rural communities. New evidence must be used to inform decisions on land use change and development plans including whole life costing of carbon.

Through the Marine Strategy, Scotland now has a coherent framework for managing Scotland's seas and

coast. Over coming years there is likely to be development of marine renewable in Scottish waters and it is important that the framework facilitates this while ensuring other marine interests are protected. To this end the Marine Renewables Action Plan must be underpinned by research and monitoring to ensure clear, evidence based policy. Further progress is also required on the management of fish stocks – the target must be that 100per cent of fisheries are within biological limits – and on addressing other pressures on the marine environment.

On water pollution, the River Basin Management Plans (RBMPs) and the Diffuse Pollution Management Action Plan offer the potential for improving Scotland's water quality. However there is a need to guard against the impact of spending cuts on the effective management of the natural environment. Budget reductions, and the move to light touch regulation, must not lead to a reduction in environmental standards, either for water quality or in relation to air or land.

#### Recommendations for Government for 2011–15

- Ensure that SEPA, SNH and local authorities work together so that budget reductions do not lead to a decline in the environmental quality of air, soil, water and natural heritage resources in Scotland
- Establish clear and consistent appraisal for development proposals that includes fair costing for ecosystem services, carbon and natural heritage. Move towards more active engagement with developers to maximise overall economic, social and environmental benefits from development plans
- Deliver a Land Use Strategy that provides a clear framework for sustainable land management and is supported by a series of outcome based indicators aimed at delivering Government objectives for rural and urban areas
- Continue to build up research evidence as to the carbon impacts of Scotland's agriculture and of development on peat lands and use these to inform overall strategy and the appraisal of individual developments
- Deliver marine renewable developments effectively, within a framework that properly considers all other marine interests.

#### What the Commission will do

- Continue to engage with Government in the preparation of the Land Use Strategy
- Engage with Government in the preparation of the Marine Plan, Marine Renewables Action Plan and Marine Nature Conservation Strategy.

### 3.5.3 Waste

Performance as shown by Indicators



Overall progress towards sustainable development



#### Findings

- Through the Zero Waste Plan there is now a clear vision for sustainable waste management, with the focus turning from diverting waste from landfill to overall sustainable waste management. Delivery of this vision will require consistent action across Government with support from the wider public and private sector
- Recycling rates have continued to increase, and the amount of municipal waste going to landfill continues to decline. However, the rate of increase in recycling has slowed. With more responsibility now resting with local authorities, questions exist about how to ensure waste treatment remains a priority right across Scotland
- Local authorities should be more strategic in their approach to waste. Councils should better consider opportunities to work together to share waste infrastructure and reduce costs and Government has a role in supporting this.

#### The policy framework

Document (Strategy, Plan, Legislation, etc)	Comments
Zero Waste Plan (2010)	A framework for all action on waste, bringing together action on municipal, commercial and business wastes for the first time. Implementation of the Plan is in its very early stages. The plan has been produced comparatively late in the term of this administration owing to Government's use of the Zero Waste Think Tank to inform its strategic thinking.

#### Analysis of progress over the last year

Following consultation and the work of the Zero Waste Think Tank, Scotland's **Zero Waste Plan (ZWP)** was published in June 2010. The ZWP has taken three years to emerge from Government, a timescale that demonstrates the time sometimes needed to put coherent thinking into place. Government signalled its intentions early in the administration, but then established its think tank to help build consensus across all main partners and to think through some of the more challenging aspects of waste management.

If followed and properly implemented the Zero Waste Plan will quicken Scotland's move towards a sustainable approach to waste. In particular it is good that a target has been set to recycle 70 per cent of all waste by 2025,

to develop a Waste Prevention Programme for all waste and to put a greater emphasis on action on commercial, industrial and construction waste.

This year also saw the formation of **Zero Waste Scotland (ZWS)**, a single delivery programme charged with supporting the Plan's implementation. Through ZWS

the separate Scottish Government funded waste delivery programmes and initiatives that existed previously have been unified. This coordination is welcome and should lead to greater cost effectiveness as well as more effective delivery.

#### Analysis of progress over the term of Government

Municipal waste recycling in Scotland stood at 34.3 per cent in 2008-09 while the volume of biodegradable municipal waste sent to landfill in 2008-09 was 1.26 million tonnes, down from 1.47 million tonnes in 2006-07, meeting the 2010 target. Total waste arisings in Scotland stood at 19.51Mt in 2008.<sup>42</sup> There is no clear trend on total waste.

The current Government has for the first time made a clear commitment to sustainable waste management set within a hierarchy which has waste avoidance prevention and reduction at the top and clear targets for recycling and landfill. The Government has also created a single body to oversee action on waste. This should lead to more effective co-ordination of action with local authorities and the private sector. It should also promote a better focus on waste reduction.

The last Government ensured progress on landfill diversion targets through funding significant investment in

waste treatment infrastructure and recycling programmes. This Government has adopted a different approach, leaving it to local authorities to decide on priorities for funding. It is clear that there remains a large gap between good performance and poor performance in local authorities, with not all seeing sustainable waste management as a priority. This presents a challenge for Government if future targets are to be met.

We are concerned about how local authorities make decisions on waste management investment. There is a need for greater cooperation amongst local authorities both in looking at collection systems and treatment facilities. There is a question about whether all local authorities have risen to the challenge of having greater control over waste management.

#### What needs to be done over the next term (2011-15)

The Zero Waste Plan provides clear targets for sustainable waste management in Scotland. The challenge for the next term of Government will be to deliver on these, addressing the structural barriers to sustainable waste management.

Government and other agencies need to focus on the commitment to waste minimisation and overall resource management. A critical area of attention for ZWS will be how to encourage the public and private sector to work more closely together to promote industrial symbiosis and the development of links on resource management between businesses so that one company's waste becomes another's raw material. Action to date is encouraging but needs to go further.

The rate of increase in recycling has slowed and needs to be reinvigorated, and local authorities must lead here. Evidence from elsewhere in Europe is that high recycling rates can only be achieved through a coherent and proactive approach backed by good community

engagement. There is a need to learn from good practice elsewhere and to maintain pressure on poorer performing local authorities to achieve the maximum possible outcome on recycling and in cutting waste to landfill. The latter will require a strong emphasis on waste prevention and minimisation.

Previously action on recycling within local authorities has tended to be characterised by single authority solutions and a lack of coordination between neighbouring authorities. In the future there will be a need for local authorities to be more strategic in their approach to waste issues. Especially important will be the need to work together to share infrastructure and reduce costs. It must be ensured that waste facilities are in optimal locations and that waste to energy plants operate to maximum efficiency and do not incentivise waste generation or impact on recycling. The commitment in the ZWP to develop fuel standards for energy recovery and a standard for materials to be landfilled should also be delivered.

## 4. Leading by Example – How the Government manages its own impacts

It is vital that SEPA guidance on the thermal performance standards for new energy from waste facilities is upheld through planning decisions.

It is good to see increasing interest in other means of waste treatment, most notably anaerobic digestion. The Scottish Government's decision to focus attention on food waste is important, and the right mix of incentive and regulation should see wider uptake of this technology in treatment of municipal and commercial wastes.

The ZWP shows that Government is prepared to actively manage this field to deliver more sustainable outcomes. For example proposals on the introduction of landfill bans are welcome and will raise the threshold of what is acceptable in Scotland. However, there will be a need for more active consideration of potentially unpalatable options such as charging for waste or restricting collections of unsorted waste. Experience from elsewhere in the UK shows that making such changes is difficult and can backfire. Government must look at these options and also think carefully about how to engage with

households and businesses so that people accept and understand the need for further change.

The ZWP commits to bring to Parliament proposals on waste treatment in 2010. Parliamentary approval is required to enshrine the separate collection of food waste, to restrict materials which can be treated through energy from waste, and to ban unsegregated waste from landfill. Each of these changes is an important step in wider action to move waste policy onto a more sustainable footing and particularly to move focus beyond a choice between recycling and landfill. Gaining Parliamentary consensus for these actions will be a significant step forward.

As with other areas of sustainable development, the public have a significant role to play in delivering these objectives. The public are more aware of the importance of waste recycling than before but further changes in attitudes and behaviour will be required to take Scotland towards the 2025 targets for recycling and waste prevention.

### Recommendations for Government for 2011–15

- Address the challenges in implementing the Zero Waste Plan:
  - Support better coordination between councils to bring more consistency in how waste is managed and to ensure that the location and efficiency of operation of waste facilities is optimised.
  - Provide more strategic direction in integrating management of municipal and business waste streams.
  - Develop clear standards for materials destined for both landfill and energy recovery to improve the performance of both of these waste management options. This may require the pre-treatment of all residual waste to ensure additional recyclate is also recovered prior to energy recover or landfill.
- Develop and implement ambitious waste prevention plans
- Better engage the public around waste issues to promote the objectives of the Zero Waste Scotland
- Ensure that SEPA guidance on the thermal performance standards for new EFW facilities is upheld through planning decisions.

### What the Commission will do

- Continue to advise and track performance as a member of the ZWS Programme Board.



Three Combined Heat and Power projects in Aberdeen are delivering affordable warmth to over 1000 homes and eight public buildings. This sustainable district heating scheme run by Aberdeen Heat and Power and Aberdeen City Council has almost halved both fuel costs and carbon dioxide emissions. There are plan to extend the project to include a network of other buildings.

**For more information see**  
[www.aberdeencity.gov.uk](http://www.aberdeencity.gov.uk)  
or contact [aberdeenheatandpower@btconnect.com](mailto:aberdeenheatandpower@btconnect.com)

# Leading by Example – How the Government manages its own impacts

## Findings

- Estate environmental performance of the Scottish Government remains poor. Building energy use increased in 2008–09 compared to the previous year and has not improved for almost a decade. Travel emissions, water use and recycling rates are at best flat-lining
- Progress has been made in cutting waste arisings. Waste generated by Government fell by two percent compared with the previous year
- As advised by the Commission in our last Assessment, Government has been working to develop a Scottish Sustainability Performance Framework. We have supported Government in this and will continue to press for an ambitious Framework and for a robust process of external audit and scrutiny of performance
- The Scottish Sustainable Procurement Action Plan was published in October 2009 and the Scottish Government's own Delivery Plan has also now been published. Sustainable procurement has been included in both the procurement Best Practice Indicators and the Procurement Capability Assessments, both of which assess the performance of public sector bodies. However, the extent to which this is changing practice in the public sector is not yet clear. We will investigate this fully in a separate report published in summer 2011
- The Commission has worked with Government and Health Facilities Scotland to roll out the Good Corporate Citizenship Assessment Model across the NHS. We believe other public bodies could benefit from a similar framework for sustainable development governance and will work with the Administration on this over the coming year.

## Introduction

Corporate performance is increasingly seen as an important measure of the commitment of public and private sector organisations to sustainable development. The energy, transport and waste impacts of a large organisation such as the Scottish Government are significant as are the economic, social and environmental

impacts of procurement and employment policies. An effective and coherent approach can demonstrate commitment and leadership, set an example for others to follow, deliver significant financial savings and contribute to national targets.

## The Government's approach to Corporate Sustainability

The Scottish Government has reported annually against corporate environmental targets since 2001, with independent consultants commissioned to verify the accuracy of data. The targets set have been broadly in line with those of the UK Government. They cover energy use/ carbon, transport, waste, carbon neutrality, biodiversity and environmental management systems but not wider economic and social aspects of sustainability. The Scottish Government has also developed a **Carbon Management Plan** and a **Travel Plan**.

In previous years the Estates Performance Report covered 14 target buildings. In 2008–09 the target buildings reported on increased to 18, representing 90 per cent of the Scottish Governments floor area and 94 per cent of Scottish Government staff. For consistency the headline reporting in the Annual Environmental Report is still for the original 14 buildings.

Support structures for corporate environmental management have also developed. In 2007 the Government launched internal and external **Leading by Example** groups chaired by Permanent Secretary Sir John Elvidge. It is not clear whether these groups will continue following Sir John's retirement and Sir Peter Housdon's appointment to the post.

More recently, and following the recommendations in the SDC's Third Assessment, Government has been working with the Commission and others to develop a **Scottish Sustainability Performance Framework** which builds on current environmental reporting procedures and incorporates new requirements under the Climate Change (Scotland) Act and from the Treasury.

## Review of progress

Performance during 2008–09 was poor, following on from disappointing performance the previous year (see table 3).

Building energy consumption rose by 2.5 per cent in 2008/9 and the consumption per member of staff also rose. In part this was due to planned improvement work and to the inclusion of new functions within the core Government estate. However, building energy demand has now not fallen since 2000–01 and is above baseline level set a decade ago. It is therefore extremely hard to see how the Government will meet its target of a 12.6 per cent cut in emissions by 2011 (from 1999–2000 levels). The Government's Carbon Management Plan is intended to reduce emissions by at least 20 per cent by 2014 and a series of actions have been identified that Government believes will achieve this.

There has been little progress on transport. Overall emissions are essentially the same as the year before. While there has been a switch from air to rail travel there has been only limited progress in reducing the amount of travel undertaken on Government business. The number

of video-conference sessions actually fell in 2008–09 compared to the previous year. This is clearly negative in environmental terms and also has cost implications for Government. Overall it is disappointing that the Travel Plan does not appear to have had a more significant impact on travel outcomes as yet.

On water there was also no progress – in fact consumption per person has been increasing marginally since 2006–07 after falling before then. Current consumption of 6.82m<sup>3</sup> per person is significantly above the target level of 5.5m<sup>3</sup> per person.

On waste management the situation is better. Overall waste production fell by 2 per cent and the waste reduction target set for 2011 has been met. The amount of waste generated per person also fell. This is welcome. The SDC has consistently argued that waste reduction as important as recycling rates as a measure of sustainability. On recycling there has been a decline for the second year. It now stands at 73 per cent, down from 76 per cent last year and 7 per cent below the target level set.



Table 3: Summary of Performance in 2008–09

Aspect of Estate Management	Performance against target	Performance in relation to Whitehall	Comments
<b>Environment Management System</b>	<p>Government is replacing the existing Greencode software package with a new, web-based version as part of the development of the corporate Environmental Management System (EMS).</p> <p>The role of the Environment Guardians is also being restructured to help focus their time on providing support and influence at a local level.</p>	N/A	<p>The work related to this target is currently dependent on the successful development of the new web based Corporate Greencode.</p>
<b>Energy</b>	<p>The Scottish Government has a target to reduce CO<sub>2</sub> emissions from building energy use by 12.5 per cent from 1999–2000 levels by March 2011 and by 30 per cent by March 2020.</p> <p>Emissions increased by 2.5 per cent in 2008–09 and are now above the levels of a decade ago. Some of the increase in consumption in 2008–09 was due to planned improvement work.</p> <p>Additional buildings were also taken into the core estate although the figures given are for the 14 buildings that have been included for a number of years.</p>	<p>Across the Whitehall Government, CO<sub>2</sub> emissions have been cut by 10 per cent (2008–09 figure) from the baseline of 1999–2000. Performance is therefore significantly better than the Scottish Government with Whitehall on course to meet its 12.5 per cent target by 2011.</p>	<p>Performance in energy use has been very poor. Government has been performing badly in this area since 2001–02, with the last reductions reported in 2000–01.</p> <p>A Carbon Management Plan covering 14 projects has now been published.</p> <p>The target of reducing energy consumption by 30 per cent by 2020 should be increased to reflect the requirements of the Climate Change (Scotland) Act 2009 which sets a 42 per cent target for this date</p>

Aspect of Estate Management	Performance against target	Performance in relation to Whitehall	Comments
<b>Waste</b>	<p>The Government target is to recycle 80 per cent of total waste by March 2011. During 2008–09 the percentage of the total waste recycled fell to 73 per cent from 76 per cent in the previous year. This in turn was lower than in 2006–07.</p> <p>Overall waste was reduced by 2.28 per cent. The Scottish Government has achieved its target to reduce total waste arisings by 10 per cent, relative to 2006–07 levels, by March 2011, with a 20 per cent reduction in overall waste arisings. The longer term target is to reduce waste arisings by 25 per cent by 2020.</p>	<p>The target for recycling in Whitehall is significantly lower than for Scotland at just 40 per cent. Government has exceeded this with 48.4 per cent recycled in 2008–09 but figure still well below that achieved in Scotland.</p> <p>The Whitehall waste reduction target is also less ambitious than in Scotland – only 5 per cent by 2011 from 2004–05 levels. However performance is significantly better than in Scotland with a 13.7 per cent cut in waste arisings achieved.</p>	<p>Recycling rates are high but are still falling short of target and have declined in recent years. In part this is due to the reduction in waste which impacts on the overall composition of waste and thus its recyclability.</p> <p>Progress in reducing waste has been good.</p>
<b>Water</b>	<p>The Scottish Government aim to reduce water consumption to 5.5m<sup>3</sup> per person per year by March 2020. Each person currently consumes 6.82m<sup>3</sup> per year. Consumption has not decreased over the last two reporting years.</p>	<p>Target is to reduce water consumption by 25 per cent by 2020, compared to 2004–05 levels – comparable to the Scottish target.</p> <p>Performance has been far stronger than in Scotland – in 2008–09 consumption was 19.9 per cent lower than for the baseline year.</p>	<p>Further action is clearly required if progress towards the target is to be made.</p>

Aspect of Estate Management	Performance against target	Performance in relation to Whitehall	Comments
<b>Transport and Travel</b>	<p>Scottish Government has committed to a 20 per cent cut of travel related emissions from 2005–06 levels, by March 2011, and by 40 per cent by 2020.</p> <p>During 2008–09 the overall CO<sub>2</sub> emissions due to travel remained constant. Air travel accounts for approximately 43 per cent of all Scottish Governments travel CO<sub>2</sub> emissions. Although air travel miles did reduce by 9 per cent during this year, the CO<sub>2</sub> conversion factor for air travel was updated by DEFRA, and this impacted negatively on overall CO<sub>2</sub> emissions. Rail travel mileage increased by 6 per cent during the same year.</p> <p>Use of Video-conference facilities fell in 2008–09.</p>	<p>Whitehall has no directly comparable target but has committed to reduce road emissions (as opposed to all transport emissions) by 15 per cent by 2010–11. This target has been met – in 2008–09 emissions were 17 per cent lower than baseline.</p>	<p>As indicated by the data available this year, modal shift is taking place within the Scottish Government, and this year there has been a substantial reduction in air mileage and an increase in train mileage.</p> <p>It would seem from the data available that the travel plans and information campaigns are helping change travel patterns, however this is not achieving the CO<sub>2</sub> emission reductions required. Air travel still accounts for 43 per cent of all Scottish Government travel CO<sub>2</sub> emissions and there has been little progress in reducing overall demand for travel.</p>
<b>Carbon Neutrality</b>	<p>Scottish Government has committed to fully offset CO<sub>2</sub> emission from business travel and ensure the core Scottish Government estate is carbon neutral by 2012.</p> <p>As part of the 2014 Commonwealth Games bid Scottish Government committed to set up a carbon emissions fund. Carbon levies introduced on some areas of business travel have been committed to fulfil this obligation.</p>	<p>Whitehall has same commitment to carbon neutrality as the Scottish Government. As in Scotland it is unclear how the Government intends to meet this target.</p>	<p>It is not clear how Scottish Government intends offsetting all business travel CO<sub>2</sub> and will ensure that all core Scottish Government estate is carbon neutral by 2012.</p>

Aspect of Estate Management	Performance against target	Performance in relation to Whitehall	Comments
<b>Biodiversity</b>	<p>The Scottish Government committed to implement activities from local biodiversity action plans identified for eight of the target buildings, by March 2010. This was achieved.</p>	<p>Whitehall does not have a directly comparable target.</p>	

### Presentation of information

The Commission believes that presentation of information in the **Annual Environmental Report** could be improved. At present, while targets are given in percentage terms, information on baseline and current performance in the last year is provided in numerical form. This makes an assessment of progress towards target hard to understand.

The Commission would therefore propose that both numeric and percentage data is provided for each figure. It is understood that Government is currently reviewing how to report environmental performance and we hope the suggestions we have made in this and previous reports will be adopted.

### Review of wider framework

In our Third Assessment we recommended that Government develop a proper sustainability reporting framework, supported by effective external scrutiny through a process similar to the SDiG review undertaken of the UK Government by our Whitehall team. Our view is that such an approach has driven better performance in Whitehall – in contrast to the lack of progress made against targets in Scotland.

Over the last year we have been involved in discussions with Government on how it develops a clearer reporting framework to aid enhanced performance. Government has now committed to establishing a **Scottish Sustainability Performance Framework** which will guide its own performance and encourage more action across the public sector. SDC is a member of the Framework Development Advisory Group which is guiding this work.

The Framework is still being developed but is likely to be modular, built around a number of separate elements (the framework *components*). Considered together they demonstrate clearly and relatively simply the sustainability and environmental performance of the Scottish Government and wider public sector.

The central *components* of the Framework will focus on the Government's own performance and include:

- A **suite of sustainability performance targets** applying to the core Scottish Government
- **Scottish Government's own reporting** on its sustainability performance, setting out performance against the indicators and targets from the above suite. Development of an on line portal (the Scottish Government's On Line Sustainability Performance Information Exchange – GOLSPIE) is proposed, which will enable regular up-to-date reporting of the environmental performance of the SG estate)
- Scottish Government's own individual and consolidated **Financial Reporting Manual (FReM) Sustainability Reporting**
- Climate Change Act **s.76** report on the efficiency and sustainability of the Scottish civil estate.

The Commission supports the development of a Framework as a driver of better performance and as a means of developing a coherent response to the variety of reporting requirements facing Government and public bodies. We believe that the Framework should

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be extended beyond environmental issues to include economic and social measures and targets. We are keen to explore further with Government what plans it has for external scrutiny of performance as we believe that high performance is driven by effective review and challenge. One area of major concern is the inconsistent performance of the wider public sector. While some local authorities, NDPBs and NHS bodies have made good progress in reducing their environmental impact there is no consistency in how bodies are performing. Some areas of corporate impact, such as travel or water management, are neglected and performance on building energy is very mixed. Public bodies have also done little to date to address the wider economic and social impacts of their estate and operations.

Looking forward, some performance improvement will be driven by the **Carbon Reduction Commitment (CRC)**, the Treasury's FReM, the expectation of public sector targets as set out in the **Energy Efficiency Action Plan** and

the **Public Bodies Duties** set out in the Climate Change (Scotland) Act 2009. However, it is the Commission's view that these alone will not lead to good corporate environmental performance. There will remain a challenge in developing high corporate performance across all relevant environmental, social and economic issues.

Over the last year the Commission has been working with the Scottish Government and Health Facilities Scotland to roll out our **Good Corporate Citizenship Assessment Model** across the NHS (see Health Chapter for more). This has proved successful and we would hope to work with Government over the coming year to adapt this tool for use in other public bodies.

The Commission therefore recommends that Government engage further with the NHS, local authorities and NDPBs to build agreement around a coherent and consistent reporting framework. At the strategic level there is a need for enhanced corporate Governance structures for sustainable development

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### What the Commission will do

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- Continue to work with Government to develop an effective performance framework that leads to high performance on corporate environmental/sustainability objectives
- Undertake a detailed review of the Scottish Sustainable Procurement Action Plan, in consultation with the Scottish Procurement Directorate, reporting in summer 2011.
- Work with the Government and Health Facilities Scotland to maintain support for GCCAM and the means by which a corporate sustainability performance framework can be developed for other parts of the public sector

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### Procurement

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In our last Assessment we welcomed the publication of the **Scottish Sustainable Procurement Action Plan (SSPAP)** in October 2009. As committed to in the SSPAP, the Government has also published its own **Sustainable Procurement Delivery Plan**.

Through the SSPAP other public bodies have been encouraged to self-assess themselves against the 'Flexible Framework' included in the SSPAP and prepare their own Delivery Plans for improving their performance. Procurement Scotland and Central Government Centre of

Procurement Expertise (CGCoPE), the two procurement Centres of Expertise lodged in the Scottish Government have been working with Scotland Excel, the local authority Centre of Expertise and have assessed themselves against the Flexible Framework and are in the course of implementing improvement plans.

The Commission will undertake a full review of progress on sustainable procurement across the public sector and report in 2011.

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### Recommendations for Government for 2011–15

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- Establish a Scottish Sustainability Performance Framework that sets clear and ambitious targets for all relevant economic, social and environmental issues and provide adequate resources to deliver on the targets set. In developing this Government should take account of the GRI Sustainability Reporting Guidelines and Accounting for Sustainability (A4S), on best practice from other sectors and on academic expertise in sustainability reporting approaches
- Establish new and enhanced mechanisms for external scrutiny of performance and ensure that performance is reported on regularly and clearly
- Redouble efforts to achieve the targets set for the corporate estate. Performance in many areas has been flat-lining or going into reverse. This must change
- Work with NHSScotland to ensure the effective roll out of the GCCAM programme across the health service and develop a similar corporate model for use by other public bodies in Scotland.

## 5. Conclusions

Aberdeen's community bicycle workshop beCycle is a fully volunteer-run project repairing donated bikes and lending them out. Anyone borrowing a bike is expected to take care of it. The skills they need to fix their bike can be learnt at the beCycle workshop. Getting more people, especially in urban centres, to use active travel is a key element in a sustainable transport system. Reusing and recycling is the basis for a zero waste Scotland.

**For more information**  
[www.becycle.wordpress.com](http://www.becycle.wordpress.com)

## Introduction

This report represents the end of a cycle. The Sustainable Development Commission Scotland came into existence as a full team just a few months before the 2007 election. Since then we have reported annually on Government performance on sustainable development and worked with Government to support more sustainable outcomes.

Our previous reports have reviewed the actions of the current Government since coming to power. In this report

## What progress has been made over this term of Government on sustainable development?

Looking at outcomes as shown by indicators the picture is mixed. Many economic and social indicators are showing negative trends or flat-lining at best, with the global economic downturn having a significant impact over the last two years. Trends in transport are also disappointing. Health indicators show more positive trends, waste recycling is up and waste production is down, while carbon emissions continue to fall.<sup>43</sup>

Overall Scotland can be judged to be more sustainable than in 2007 though progress is in general slow and by no means uniform.

**Governance** has been transformed since 2007 with a new Cabinet Structure, a Purpose, a National Performance Framework (NPF) and the development of new ways of working in the civil service. All have improved the way in which decisions are made but there remains much to do to ensure that the machinery of Government is consistently aligned with sustainable development objectives. In particular there is confusion about how to define 'sustainable economic growth' and whether the Purpose is 'sustainable economic growth' or a 'flourishing Scotland'. The latter is far better aligned with sustainable development.

Further improvements should also be made to the NPF to ensure it covers all main sustainability issues and is more effectively used to inform policy. Finally, beyond central Government there is a challenge in ensuring that the whole public sector is fully aligned to Government objectives on climate change, planning and other sustainability concerns.

In our first report on this Government<sup>44</sup> we identified five challenges that we believed should be addressed as a

we have assessed the totality of these actions over the term. Elections to the Scottish Parliament will take place in May next year and we have also proposed a range of actions that the next administration should undertake to further embed sustainable development.

matter of urgency if we are to move towards a sustainable Scotland. As we near the end of this term of Government our view on performance on each is as follows:

### Provide clarity over the way in which sustainable economic growth is to be pursued, its relationship with sustainable development and how it is supported by a performance framework

The Purpose and the National Performance Framework have provided a clearer framework for action and one that is better aligned with sustainable development. However Government is still not clear as to whether it's Purpose is 'a flourishing Scotland' or 'sustainable economic growth' and also what it means by 'sustainable economic growth.' The next administration will have to look again at this issue and consider adopting a wider range of measures of progress that better reflect the true sustainability of the economy and Scottish communities.

### To enact a Climate Change Bill and associated delivery framework that moves Scotland to a low carbon economy over a short time horizon

Government has delivered climate change legislation as strong as any in the world, with Government and Parliament working together to strengthen the draft Bill in a number of areas. The final legislation, and in particular the 42 per cent carbon reduction target for 2020, will require concerted action across all areas of policy. Through the Delivery Plan and the Report on Proposals and Policies Government now has the evidence of what actions are required – now the challenge is to deliver.

The actions to address climate change will lead to a range of positive outcomes – creating employment,

encouraging a more active and healthy society, reducing pollution and improving the quality of our homes and settlements. It will also necessitate taking certain actions that may prove unpopular in the short term. Holding to the action required will therefore require strong leadership from Government and the backing of all parties in the Scottish Parliament.

### To recognise the growing problem of fuel poverty and take action to get work towards ending fuel poverty back on track

The Energy Assistance Package has led to a more joined up approach to fuel poverty than has previously been the case. What is clear however is that current levels of funding are not sufficient to meet the 2016 target or to deliver the transformational change in domestic energy performance required by the Climate Change (Scotland) Act. The next administration will have to consider how to achieve a step change in performance. This will require use of new and innovative funding mechanisms.

### To build the right infrastructure to foster sustainable development actions and choices

Performance on infrastructure has been mixed. On renewable energy the Government has shown real commitment and worked to reduce the bottlenecks in the planning system that have slowed uptake of clean electricity technologies. Recycling rates have increased significantly but progress on recycling will have to be maintained and greater action taken on waste reduction.

Elsewhere things have not progressed to the same extent. Insufficient progress has as yet been made on energy efficiency and demand reduction, areas which should be at the heart of energy policy. It is too early to say if the renewable heat and energy efficiency action plans will lead to in the radical change in performance that is required.

Government invested significantly in rail but the bulk of transport investment has still been directed at road projects. Looking forward this is set to continue, with huge funds committed to a new Forth crossing and the Aberdeen Western Peripheral route despite budget austerity. Of equal concern has been the lack on investment in cycling and walking – the most sustainable (and low cost) forms of transport.

A significant change in infrastructure investment priorities must be made. Of equal importance will be to ensure that local planning decisions are consistently aligned with Government planning guidance as relates to low carbon and sustainable communities. Government has made significant positive steps in transforming the framework for planning and in promoting exemplar projects on sustainable communities. The test will be to ensure this is followed through into all planning decisions across the country.

### To use the power of public sector spend to deliver more sustainable outcomes

Delayed by a year, the Scottish Sustainable Procurement Action Plan has now been published as has the Government's Sustainable Procurement Delivery Plan. There is an expectation that the wider public sector will also develop ambitious delivery plans for sustainable procurement. It is imperative this is achieved. The Commission intends to review this issue in 2011.

## Looking forward

As we near the end of this term of Government it is clear that significant changes have been made to the policy framework for Government and to how Government takes decisions. Many of these changes have been positive in terms of promoting sustainable development. However, huge challenges still face Scotland in cutting our emissions, addressing chronic health problems and health inequalities, creating sustainable communities and a sustainable economy and promoting a transport system that properly serves wider needs.

There is clearly much for Scotland's Government to work on up to and beyond the next election. The next Government will need to build on progress that has been seen over the last four years, and indeed since devolution. However, as we highlighted to Government when we launched our first assessment in November 2007, the pace and scale of action needs to be stepped up. Achieving this will require innovation in policy delivery and in funding action. The prize will be a healthier and more prosperous Scotland that better meets the needs of all its citizens now and into the future.

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The report was written by Phil Matthews, Sasha Trifkovic, Maf Smith, Anne Marte Bergseng, Caroline St. Johnston, Jan Bebbington, Shelagh Young and Ruth Bush.

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## Expert Advisory Groups

We would like to thank the following for their input and participation in our topic-specific advisory groups. It should be noted however that the opinions expressed in this Assessment are those of the Sustainable Development Commission and do not necessarily reflect the views of anyone listed below.

- Anil Gupta, Convention of Scottish Local Authorities
- Bill Band and Clive Mitchell, Scottish Natural Heritage
- Bob Christie, Improvement Service
- Bryan Harris, Dundee City Council/ Sustainable Scotland Network
- Prof Carol Tannahill, Glasgow Centre for Population Health
- Clair Wright and John Crawford, Scottish Enterprise
- Colin Howden, Transform Scotland
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- Duncan McLaren, Friends of the Earth Scotland
- Duncan Ray, Forestry Commission
- Sylvia Grey, Sustainable Scotland Network
- Grahame Buchan, Glasgow and Clyde Valley Structure Plan
- Hamish Trench, Cairngorms National Park
- Dr Helen Zealley, Scottish Environment Link
- Ian Thomson, University of Strathclyde
- James Curran and Evan Williams, Scottish Sustainable Development Forum
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- Stuart Nichol, Fife Council
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# List of Abbreviations

<b>A4S</b> Accounting for Sustainability	<b>NDPB</b> Non-Departmental Public Body
<b>CAPS</b> Cycling Action Plan for Scotland	<b>NGO</b> Non Governmental Organisation
<b>CAT</b> Carbon Account for Transport	<b>NHS</b> National Health Service
<b>CCF</b> Climate Challenge Fund	<b>NPF</b> National Performance Framework
<b>CCS</b> Carbon Capture and Storage	<b>NTS</b> National Transport Strategy
<b>CERT</b> Carbon Emissions Reduction Target	<b>PFI</b> Private Finance Initiative
<b>CfE</b> Curriculum for Excellence	<b>RBMP</b> River Basin Management Plan
<b>CGCoPE</b> Central Government Centre of Procurement Expertise	<b>ROS</b> Renewables Obligation Scotland
<b>CLD</b> Community Learning and Development	<b>RPP</b> Report on Proposals and Policies
<b>CO<sub>2</sub></b> Carbon Dioxide	<b>RSL</b> Registered Social Landlord
<b>CoSLA</b> Convention of Scottish Local Authorities	<b>SAOS</b> Scottish Agricultural Organisation Society
<b>CPD</b> Continuous Professional Development	<b>SD</b> Sustainable Development
<b>CPP</b> Community Planning Partnership	<b>SDC</b> Sustainable Development Commission
<b>CRC</b> CRC Energy Efficiency Scheme	<b>SDE</b> Sustainable Development Education
<b>CRTP</b> Community Regeneration and Tackling Poverty	<b>SEABS</b> Scottish Environmental Attitudes and Behaviours Survey
<b>DEFRA</b> Department for Environment, Food and Rural Affairs	<b>SEPA</b> Scottish Environment Protection Agency
<b>DFID</b> Department for International Development	<b>SFC</b> Scottish Funding Council
<b>EAP</b> Energy Assistance Package	<b>SME</b> Small or Medium Enterprise
<b>ECT</b> Environmental and Clean Technologies	<b>SNH</b> Scottish Natural Heritage
<b>EEAP</b> Energy Efficiency Action Plan	<b>SNP</b> Scottish Nationalist Party
<b>EfW</b> Energy from Waste	<b>SOA</b> Single Outcome Agreement
<b>EMS</b> Environmental Management System	<b>SPP</b> Scottish Planning Policy
<b>FSF</b> Fairer Scotland Fund	<b>SSN</b> Sustainable Scotland Network
<b>GCCAM</b> Good Corporate Citizenship Assessment Model	<b>SSPAP</b> Scottish Sustainable Procurement Action Plan
<b>GDP</b> Gross Domestic Product	<b>SSSI</b> Site of Special Scientific Interest
<b>HEA</b> Higher Education Academy	<b>STPR</b> Strategic Transport Projects Review
<b>HESF</b> Health, Environment and Sustainability Framework	<b>TICC</b> Transport, Infrastructure and Climate Change Committee
<b>HFS</b> Health Facilities Scotland	<b>UKCP09</b> UK Climate Projections
<b>HIE</b> Highlands and Island Enterprise	<b>UNDESD</b> United Nations Decade of Education for Sustainable Development
<b>HMIE</b> Her Majesty's Inspectorate of Education	<b>URC</b> Urban Regeneration Company
<b>ITE</b> Initial Teacher Education	<b>URC</b> Urban Regeneration Company
<b>LHS</b> Local Housing Strategy	<b>ZWP</b> Zero Waste Plan
<b>LTS</b> Learning and Teaching Scotland	<b>ZWS</b> Zero Waste Scotland
<b>MTCCI</b> Mitigating Transport's Climate Change Impact in Scotland	

# Endnotes

- <sup>1</sup> The nature of these interconnections and an exploration of the possible way forward is contained in the Commission's publication, *Prosperity Without Growth?*
- <sup>2</sup> See <http://cognexus.org/id42.htm>
- <sup>3</sup> See International Futures Forum's Three Horizon project at [www.internationalfuturesforum.com/projects.php?id=26](http://www.internationalfuturesforum.com/projects.php?id=26).
- <sup>4</sup> Report of the commission of the measurement of economic performance and social progress. See [www.stiglitz-sen-fitoussie.fr](http://www.stiglitz-sen-fitoussie.fr)
- <sup>5</sup> One Future Different Paths (2005). The UK Sustainable Development Framework of the UK Government, Scottish Executive, Welsh Assembly Government and the Northern Ireland Government
- <sup>6</sup> Scottish Government (2007). The Government Economic Strategy.
- <sup>7</sup> This involved representatives of Audit Scotland, Scottish Sustainable Development Forum (SSDF), Sustainable Scotland Network, WWF Scotland, Scottish Environmental Protection Agency (SEPA), Scottish Natural Heritage (SNH) and Scottish Enterprise.
- <sup>8</sup> More detailed reviews of Indicators and Government's own Performance are included as on-line annexes. See [www.sd-commission.org.uk/scotland](http://www.sd-commission.org.uk/scotland)
- <sup>9</sup> A full table showing how each individual issue relates to the section headings of Choosing Our Future is included in the Appendix.
- <sup>10</sup> Based on OECD checklist [www.oecd.org/dataoecd/59/62/1947281.doc](http://www.oecd.org/dataoecd/59/62/1947281.doc)
- <sup>11</sup> Scotland Performs [www.scotland.gov.uk/About/scotPerforms](http://www.scotland.gov.uk/About/scotPerforms)
- <sup>12</sup> [www.communities.gov.uk/publications/corporate/statistics/localspendingreports200607](http://www.communities.gov.uk/publications/corporate/statistics/localspendingreports200607)
- <sup>13</sup> SMART – Specific, Measurable, Appropriate, Realistic and Timed
- <sup>14</sup> DECC (August 2010) Government response: Consultation on local authority power to sell electricity from renewables. ([www.decc.gov.uk/assets/decc/consultations/localauthorityelectricity/361-gov-resp-local-auth-elec-cons.pdf](http://www.decc.gov.uk/assets/decc/consultations/localauthorityelectricity/361-gov-resp-local-auth-elec-cons.pdf) Accessed 3 October 2010)
- <sup>15</sup> [www.scotland.gov.uk/Topics/Business-Industry/Energy/Action/energy-efficiency-policy/ActionPlan](http://www.scotland.gov.uk/Topics/Business-Industry/Energy/Action/energy-efficiency-policy/ActionPlan)
- <sup>16</sup> [www.scotland.gov.uk/Resource/Doc/917/0096142.pdf](http://www.scotland.gov.uk/Resource/Doc/917/0096142.pdf)
- <sup>17</sup> [www.scotland.gov.uk/Publications/2010/11/15085756/0](http://www.scotland.gov.uk/Publications/2010/11/15085756/0)
- <sup>18</sup> The last date for which data is currently available
- <sup>19</sup> [www.scotland.gov.uk/Publications/2009/10/28101012/0](http://www.scotland.gov.uk/Publications/2009/10/28101012/0)
- <sup>20</sup> [www.scotland.gov.uk/Resource/Doc/917/0096142.pdf](http://www.scotland.gov.uk/Resource/Doc/917/0096142.pdf)
- <sup>21</sup> [www.snp.org/node/17386](http://www.snp.org/node/17386)
- <sup>22</sup> [climatecommercial.wordpress.com/2010/03/31/world-economic-forum-wef-designates-climate-change-a-top-global-systemic-risk/](http://climatecommercial.wordpress.com/2010/03/31/world-economic-forum-wef-designates-climate-change-a-top-global-systemic-risk/)
- <sup>23</sup> [www.sd-commission.org.uk/publications.php?id=1091](http://www.sd-commission.org.uk/publications.php?id=1091)
- <sup>24</sup> [www.scottish.parliament.uk/business/research/briefings-10/SB10-62.pdf](http://www.scottish.parliament.uk/business/research/briefings-10/SB10-62.pdf)
- <sup>25</sup> [www.scotland.gov.uk/Publications/2010/11/10110338/0](http://www.scotland.gov.uk/Publications/2010/11/10110338/0)
- <sup>26</sup> [www.scotch-whisky.org.uk/swa/51.html](http://www.scotch-whisky.org.uk/swa/51.html)
- <sup>27</sup> [www.scotlandfoodanddrink.org/61767](http://www.scotlandfoodanddrink.org/61767)
- <sup>28</sup> Scottish Government: Contribution of Housing, Planning and Regeneration Policies to Mixed Communities in Scotland (2010)
- <sup>29</sup> Scottish House Condition Survey 2008
- <sup>30</sup> [www.scotland.gov.uk/Topics/Built-Environment/Housing/access/FP/FPFFirstAnnualReport](http://www.scotland.gov.uk/Topics/Built-Environment/Housing/access/FP/FPFFirstAnnualReport)
- <sup>31</sup> National Housing Federation research (provide full reference)
- <sup>32</sup> [www.sd-commission.org.uk/publications.php?id=1053](http://www.sd-commission.org.uk/publications.php?id=1053)
- <sup>33</sup> <http://www.scotland.gov.uk/Topics/Health/health/Inequalities/inequalitytaskforce>
- <sup>34</sup> Note: In this context 'carbon' refers to the basket of greenhouse gases covered by the 2009 Act
- <sup>35</sup> <http://www.scotland.gov.uk/Publications/2010/09/06092729/0>
- <sup>36</sup> Note: Final report published after this Assessment went to print
- <sup>37</sup> Fostering Sustainable Behaviours, Doug McKenzie-Mohr and William Smith, New Society Publishers, 2008
- <sup>38</sup> MINDSPACE: Influencing behaviour through public policy, Institute of Government and the Cabinet Office, 2010
- <sup>39</sup> Impact monitoring done annually by Transport for London
- <sup>40</sup> The Rebound Effect: an assessment of the evidence for economy-wide energy savings from improved energy efficiency, the UK Energy Research Centre, 2007
- <sup>41</sup> Mainly "light greens" and "shallow greens" in the SEABs typology comprising 44 per cent of the population
- <sup>42</sup> [www.sepa.org.uk/waste/waste\\_data.aspx](http://www.sepa.org.uk/waste/waste_data.aspx)
- <sup>43</sup> Note – Production emissions have fallen significantly but production based emissions have actually risen since 1990 (the baseline year).
- <sup>44</sup> Sustainable Development Commission (2008) Sustainable Development: A review of progress by the Scottish Government 2008

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