

2007

# Sustainable Development in Scotland

A review of progress by the Scottish Executive



Sustainable  
Development Commission  
Scotland







# Sustainable Development

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Development Commission  
**Scotland**



# Contents

<b>Executive Summary</b>	<b>5</b>
<b>1 Introduction</b>	<b>10</b>
1.1 The SDC and its role in Scotland	10
1.2 The aim of the first assessment	10
1.3 The Scottish Sustainable Development Strategy	10
1.4 Methodology of research	11
1.5 Structure of the Report	12
<b>2 Delivering a Sustainable Scotland – Performance on individual sustainable development issues</b>	<b>15</b>
<b>2.1 Building a Strong Sustainable Economy</b>	<b>17</b>
2.1.1 Findings	17
2.1.2 Is Scotland going in the right direction?	18
2.1.3 Analysis	19
2.1.4 Recommendations	21
2.1.5 The SDC's Role	22
<b>2.2 Travel</b>	<b>22</b>
2.2.1 Findings	22
2.2.2 Is Scotland going in the right direction?	24
2.2.3 Analysis	24
2.2.4 Recommendations	26
2.2.5 The SDC's Role	26
<b>2.3 Wellbeing</b>	<b>26</b>
2.3.1 Findings	27
2.3.2 Is Scotland going in the right direction?	28
2.3.3 Analysis	29
2.3.4 Recommendations	29
2.3.5 The SDC's Role	30
<b>2.4 Food</b>	<b>30</b>
2.4.1 Findings	31
2.4.2 Is Scotland going in the right direction?	32
2.4.3 Analysis	32
2.4.4 Recommendations	33
2.4.5 The SDC's Role	33
<b>2.5 Supporting thriving communities</b>	<b>34</b>
2.5.1 Findings	34
2.5.2 Is Scotland going in the right direction?	35
2.5.3 Analysis	36
2.5.4 Recommendations	38
2.5.5 The SDC's Role	38
<b>2.6 Environmental Justice</b>	<b>38</b>
2.6.1 Findings	39
2.6.2 Is Scotland going in the right direction?	39
2.6.3 Analysis	40
2.6.4 Recommendations	41
2.6.5 The SDC's Role	41



<b>2.7</b>	<b>Protecting Scotland's natural heritage and resources</b>	<b>41</b>
2.7.1	Findings	42
2.7.2	Is Scotland going in the right direction?	43
2.7.3	Analysis	44
2.7.4	Recommendations	44
2.7.5	The SDC's Role	45
<b>2.8</b>	<b>Waste</b>	<b>45</b>
2.8.1	Findings	45
2.8.2	Is Scotland going in the right direction?	46
2.8.3	Analysis	46
2.8.4	Recommendations	47
2.8.5	The SDC's Role	48
<b>2.9</b>	<b>Scotland's Global Contribution</b>	<b>48</b>
2.9.1	Findings	48
2.9.2	Is Scotland going in the right direction?	49
2.9.3	Analysis	50
2.9.4	Recommendations	51
2.9.5	The SDC's Role	52
<b>2.10</b>	<b>Making the Links – Built Environment</b>	<b>52</b>
2.10.1	Findings	52
2.10.2	Is Scotland going in the right direction?	53
2.10.3	Analysis	53
2.10.4	Recommendations	55
2.10.5	The SDC's Role	55
<b>2.11</b>	<b>Learning to Make Scotland Sustainable</b>	<b>55</b>
2.11.1	Findings	56
2.11.2	Is Scotland going in the right direction?	56
2.11.3	Analysis	57
2.11.4	Recommendations	58
2.11.5	The SDC's Role	58
<b>3</b>	<b>Measuring Progress: Indicators of Sustainable Development</b>	<b>59</b>
<b>3.1</b>	<b>Findings</b>	<b>60</b>
<b>3.2</b>	<b>Introduction</b>	<b>60</b>
<b>3.3</b>	<b>The Scottish Sustainable Development Indicator Set: Analysis</b>	<b>62</b>
3.3.1	Are we going in the right direction?	62
3.3.2	Are we taking the lead?	65
3.3.3	Are there gaps in the indicator set as it currently stands?	67
3.3.4	Are there indicators in the current set that are not informative?	67
3.3.5	Additional measures of progress	68
<b>3.4</b>	<b>Recommendations</b>	<b>68</b>
<b>3.5</b>	<b>The SDC's Role</b>	<b>68</b>



<b>4</b>	<b>Sustainable Development Governance</b>	<b>69</b>
4.1	Findings	70
4.2	Introduction	71
4.3	Review of the current situation	71
4.4	Recommendations	75
4.5	The SDC's Role	76
<b>5</b>	<b>Leading by Example: How the Executive manages its own impacts</b>	<b>77</b>
5.1	Findings	78
5.2	Introduction	78
5.3	Summary of Findings	79
5.4	Recommendations	80
5.5	The SDC's Role	80
<b>6</b>	<b>Summary of Progress</b>	<b>82</b>
6.1	Summary of Progress to Date	82
6.2	What the Scottish Executive has done well	82
6.3	What the Scottish Executive has not yet achieved	84
<b>7</b>	<b>Overall Conclusions</b>	<b>87</b>
	<b>Appendices</b>	<b>91</b>
	<b>Appendix One: How the Executive Manages its Own Impacts</b>	<b>92</b>
	Environmental Management	92
	Energy and Emissions	93
	Procurement	94
	Waste	95
	Water	96
	Transport and Travel	97
	Biodiversity	98
	Other Commitments	98
	<b>Appendix Two: Acknowledgements</b>	<b>99</b>
	<b>Appendix Three: Review of Sustainable Development Government Governance</b>	<b>101</b>
	<b>Appendix Four: List of Relevant Scottish Executive and Scottish Parliament Strategies, Acts, reports and schemes reviewed</b>	<b>108</b>
	<b>Appendix Five: Abbreviations</b>	<b>109</b>



# Executive Summary

## Introduction

The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising future generations. The Scottish Executive has set out how it plans to progress toward this in its strategy *Choosing Our Future*.

The Sustainable Development Commission Scotland (SDC) is the Scottish Executive's independent advisor on sustainable development and has responsibility for producing an annual assessment of Scotland's progress.

To do this we have considered a) how Scotland's Government is delivering on actions set out in *Choosing Our Future*, b) performance against indicators of sustainable development and c) overall

progress toward a sustainable Scotland for current and future generations.

We have also taken the opportunity to assess governance structures and the Scottish Executive's own environmental performance. Both issues are important aspects of leadership for sustainable development.

This report is intended to cover the first year's delivery of *Choosing Our Future*. However we are aware that our Assessment was conducted whilst the Scottish elections were underway and that a new Scottish Government is now in place. We have therefore sought to focus on what steps this new Government should take to build on progress to date and to move further toward a sustainable Scotland.

## Key Findings – Governance

***Choosing Our Future* is a significant document. It has been well received by stakeholders, is respected as a key strategy within Government and sets out a coherent approach to moving Scotland toward sustainability.**

For the first time economic, social and environmental issues are addressed together and the document is supported by an indicator set which compares well with other sets in use throughout Europe.

However, it is not yet clear that sustainable development is the key driving principle behind government policy and action.

Through the Cabinet Sub-Committee on Sustainable Scotland (CSCSS), the previous Administration established an effective structure for (a) involving external stakeholders and (b) co-ordinating delivery of sustainable development across Government. Many internal and external stakeholders highlighted this achievement. The new Government should review the success of CSCSS and put in place an equivalent decision-making structure that fits within the new Government's organisational framework.

Our Review has highlighted that Parliamentary scrutiny of the Executive's delivery of sustainable development remains inadequate. If the Parliament is to effectively hold Government to account, there is

a need for proper scrutiny and greater understanding of sustainable development across the committee structure.

Our review of the Executive's own performance shows mixed progress has been made on tackling the environmental impact of its own estate. Government must be seen to practice what it preaches, so needs to do more to deliver best practice across its operation. The Government should also demonstrate good practice against wider sustainability criteria, not just environmental concerns.

The use of indicators is welcome and the trends are generally positive. However there are a number of areas where progress is slow or moving in the wrong direction and these must be addressed. We also have reservations in how the indicators are used to inform policy-making. The new Government's commitment to an Annual Health Check for Scotland is therefore welcome and we would recommend the current indicator set for use within this exercise.

Finally, too many targets and actions focus on outputs instead of delivery of outcomes and measurable changes to the sustainability of Scotland. Our Assessment has shown that in the first year of delivery, the Scottish Executive has made good progress in hitting output targets set out in *Choosing Our Future*, but it is not yet clear that the Strategy is influencing the overall work and



direction of Government and in the longer term, of Scotland itself. We urge the new Government to focus on outcomes and to ensure policy measures

are systematically linked to achieving sustainable development outcomes.

## Key Findings – Economy

The nature of the Scottish economy is pivotal to the delivery of sustainable development in Scotland. Within *Choosing Our Future* there is a clear recognition that economic development is not an end in itself but a means of ensuring a strong, healthy and just society, while living within environmental limits.

However, in practice the delivery of economic development policy in Scotland has only been partly integrated with these wider objectives.

A positive sign is the growing recognition within Government that Gross Domestic Product (GDP) alone is not a sufficient measure of progress and that, in isolation, the current sustainable development indicator set cannot chart overall progress toward a sustainable economy. Alternative measures of progress must be developed to allow a strategic and evidence-based approach to sustainable development. Government must support this more holistic vision of the economy by including such measures of progress in decision-making.

The creation by the new Government of the post of Cabinet Secretary for Finance and Sustainable Growth is a promising step and the vision of sustainable growth (underpinned by the three themes of solidarity, cohesion and sustainability) offers the potential for economic development policy to be directed along more sustainable lines.

The conversion of this vision into policy delivery would be a significant demonstration of the commitment to sustainable development. In particular, a roadmap of what sustainable growth entails is necessary if rhetoric is to be matched by actions.

Likewise, the Council of Economic Advisers – which considers the long term position of the Scottish economy and works toward transforming the economy in the medium and long term – has the potential to inform the Scottish Government’s vision of sustainable economic development, provided it advises on growth that is sustainable. We urge that this group fully integrate their advice with the conditions for sustainable development.

The commitment of the new Government to bring forward a Scottish Climate Change Bill is welcome. While there is evidence that Scotland has achieved some success in “decarbonising its economy” (given that greenhouse gas emissions have fallen while GDP has continued to rise) these reductions must be merely the start of a longer, more fundamental adjustment to the economy. The need to reduce greenhouse gas emissions by 80% by 2050 is a significant environmental challenge facing Scotland’s economy. Strong leadership will be needed from Government to move Scotland to a low carbon and sustainable economy.

## Key Findings – Society

The wellbeing of people and the strength of the communities in which they live are at the heart of the sustainable development agenda. While there has been good progress on addressing aspects of social exclusion and tackling poverty, indicators on homelessness and anti social behaviour are showing negative trends. There is also a need to link action more clearly to other sustainability concerns.

Scotland has long-standing inequalities in health, and poor diet has been a significant contributor to this. Scotland needs a joined up approach that addresses social inclusion, food supply and agricultural policy. It must also recognise that production, distribution, consumption and

disposal of food results in significant energy use and greenhouse gas emissions.

A particular area where action can be taken is in the public sector, where large sums of money are spent each year on food. Government must make more concerted steps to ensure the sustainability of food procurement through the use of healthy, locally produced food wherever possible.

Likewise, an integrated approach to development at a community level is essential to the creation of a sustainable Scotland. The challenge for the new Government is to build on initial work already underway to establish a joined-up approach to crime, regeneration, planning, greenspace provision



and community participation. Community planning offers significant potential to deliver integration but evidence to date shows its effectiveness has been variable across the country. Government needs to work with other public agencies to ensure that community planning can deliver sustainable development objectives effectively.

In building sustainable communities, the social justice benefits of better public transport should not

be overlooked as 34% of Scottish households do not have access to a car<sup>1</sup>. Significant investment in public transport and increases in use are to be welcomed, but this needs to be offset against increasing car use. The challenge for the new Scottish Government will be to build on initial progress and establish a public transport network that is fast, reliable, accessible and affordable both within cities and between different parts of Scotland.

## Key Findings – Environment

Current performance on environmental sustainability is mixed.

Addressing greenhouse gas emissions must be a key priority for the Scottish Government. Furthermore, Government must realise that greenhouse gas reductions cannot be delivered in isolation but only through tackling unsustainable policies and actions across Scotland.

Scotland is making very good progress in terms of renewable capacity, but there has been insufficient focus on energy efficiency and demand reduction.

Of most concern is that emissions from transport continue to rise coupled with the failure to hit the traffic stabilisation target. This suggests insufficient effort is going into addressing behaviour change and supporting car drivers in moving to alternate means of travel. Against this failure, the proposal in the National Transport Strategy to introduce a Carbon Balance Sheet is significant and is something that the new Government should ensure is delivered.

Likewise, the projected large-scale expansion of air transport infrastructure in Scotland is not consistent with sustainable development or greenhouse gas reduction targets. While overall policy for air transport is reserved, Scotland has significant levers to hand and at present the National Transport Strategy downplays the serious challenge of emissions from aviation and the role Scotland's Government can play in addressing them.

The environmental performance of the built environment also has a significant impact on

carbon emissions and resource use. Overall energy performance of Scotland's domestic and commercial buildings is still poor, causing significant waste of energy and a lack of comfort for many of Scotland's people. While the integration of sustainable development criteria – including higher energy performance standards – within the new Scottish Building Regulations is welcome, further tightening is required for new build. Given that most of our existing buildings will still be in use in 2050, a step change in energy standards will only be achieved by a more concerted programme of insulation and energy performance investment in the existing building stock.

The final area where progress needs to be made is that of waste production. There has been substantially increased investment in waste minimisation and prevention programmes over recent years by both the Executive and local authorities and there has been good progress on household recycling. However, Scotland's overall production of waste and the amount of material being sent to landfill remains a major problem, with waste from the commercial sector being of particular concern. The announcement by the new Government that Scotland should aspire to be a zero waste economy is therefore very welcome. The conversion of this vision into policy delivery would be a significant demonstration of the commitment to sustainable development.



## Key Findings – Conclusions

*Choosing Our Future* has set out, for the first time, a clear vision of what is needed to create a sustainable Scotland.

- The previous administration is to be commended for taking this major step and the new Government must ensure implementation of this Strategy continues at a pace
- Our Assessment shows that there are a number of economic, social and environmental challenges facing us all.
- If we are to tackle these challenges successfully, we need further action to translate the vision of *Choosing Our Future* into real policies across Government
- Continued action will be essential if Scotland is to live within its environmental limits, ensure a strong, healthy and just society and achieve a sustainable economy.

## What needs to improve?

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### 1 Clarifying the message

- Sustainable development needs to be at the centre of Scottish Executive policy and delivery. Ministers and senior civil servants must make it clear that sustainable development is the overarching strategy that informs action on the economy, social inclusion and the environment
- Ministers and senior civil servants must also be clear in their communication and action that sustainable development is about aligning economic, social and environmental policy: it is not about environmental sustainability alone, or about trade-offs
- It is essential that sustainable development and climate change be worked on together, within the unified machinery of Government. Sustainable development is the only policy framework able to tackle the problem of climate change over the long term.

### 2 Priority topics which need further development

- Climate change is a key priority and ongoing and more extensive action is required on transport, energy and buildings. If Government is to deliver significant cuts in greenhouse gas emissions then it must embrace the wider challenge of sustainable development
- There is a need to strengthen the commitment to a sustainable transport policy, looking in particular at social inclusion, road transport and aviation policy
- Indicators are not showing positive change in anti-social behaviour, homelessness and car use. Though it is recognised that these are long term complex issues, action is required to ensure future improvement in these indicators
- Links between environmental and social justice must be strengthened. Social inclusion and tackling poverty must be seen as integral to sustainable development
- Food policy should be clearly set within a sustainable development framework.



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### 3 Securing more effective delivery

- The Scottish Government needs to support leadership on sustainable development using integrated delivery and assessment mechanisms at strategic and operational levels, including full incorporation of sustainable development into spending reviews
- The Scottish Government should adopt additional measures of progress to better monitor progress toward a sustainable Scotland. It must also report regularly on progress, and ensure it uses these indicators to inform overall policy development
- The Scottish Government could better mainstream sustainable development by focussing on more integrated programmes. Government should encourage easily replicable good practice to scale up the positive impact and bring action which will be measurable
- The Scottish Parliament must look at how it can better scrutinise the Government's delivery of sustainable development.

### 4 Demonstrating leadership

- The Scottish Government should raise the profile of sustainable development to demonstrate the importance of combined action on economic, environmental and social issues
- Government could better demonstrate commitment through placing greater emphasis on sustainable procurement and delivery of best practice in its own travel choices and estate management
- Government should enhance training and development programmes on sustainable development. It is recommended that further training and capacity building is needed for civil servants and public sector leaders.



# 1 Introduction

## 1.1 The SDC and its role in Scotland

The Sustainable Development Commission (SDC) is the Government's independent advisory body on sustainable development, responsible for scrutiny of the Government's performance. Established in 2000, the Commission is chaired by Jonathon Porritt and comprises nineteen Commissioners and a secretariat of over fifty staff.

There are two Commissioners for Scotland, Professor Jan Bebbington and Hugh Raven.

The Commissioners are supported by a secretariat team which expanded to five staff in January 2007 to take forward an enhanced role in Scotland. The Sustainable Development Commission Scotland reports to the First Minister on key policy areas and is also responsible for the scrutiny of Scottish Government policy on sustainable development, as well as advice and capacity building.

## 1.2 The aim of the first assessment

A central role for the SDC in Scotland, as set out in *Choosing Our Future* – Scotland's Sustainable Development Strategy, is to provide an annual independent review of progress on sustainable development. This report represents the first review of the strategy. It provides an evaluation of progress against the Strategy itself along with an assessment of governance structures, sustainable development

indicators and the extent to which the Executive manages its own estate in a sustainable manner. It is intended that a second annual assessment will be published in 2008 leading to a more detailed three year review in 2009. The three year review should help inform the new Government's work on sustainable development and guide the development of a revised strategy.

## 1.3 The Scottish Sustainable Development Strategy

Launched in December 2005 by the previous administration, *Choosing Our Future* is the first Scottish Sustainable Development Strategy. It follows on from *Meeting the Needs*, the Executive's earlier statement on sustainable development which was published in 2002.

*Choosing Our Future* ('The Strategy') is much broader in scope than *Meeting the Needs* :

- It sets out the Scottish Executive's vision for sustainable development and action across a broad range of policy areas
- It is supported by an Implementation Plan which has been reported on quarterly
- It is accompanied by a wide set of sustainable development indicators published in 2006 and updated at regular intervals
- It has close links to a range of other Executive strategies and action plans
- It is intended to be delivered by the Executive itself, by other public agencies and wider Scottish society.

*Choosing Our Future* sits within the context of a shared UK framework for sustainable development, *One Future, Different Paths*, published in March 2005. This framework was signed by the Prime Minister and First Ministers<sup>2</sup> of each branch of government. It is intended to provide continuity to action on sustainable development across the UK while acknowledging that different approaches can be taken in different parts of the UK post-devolution.

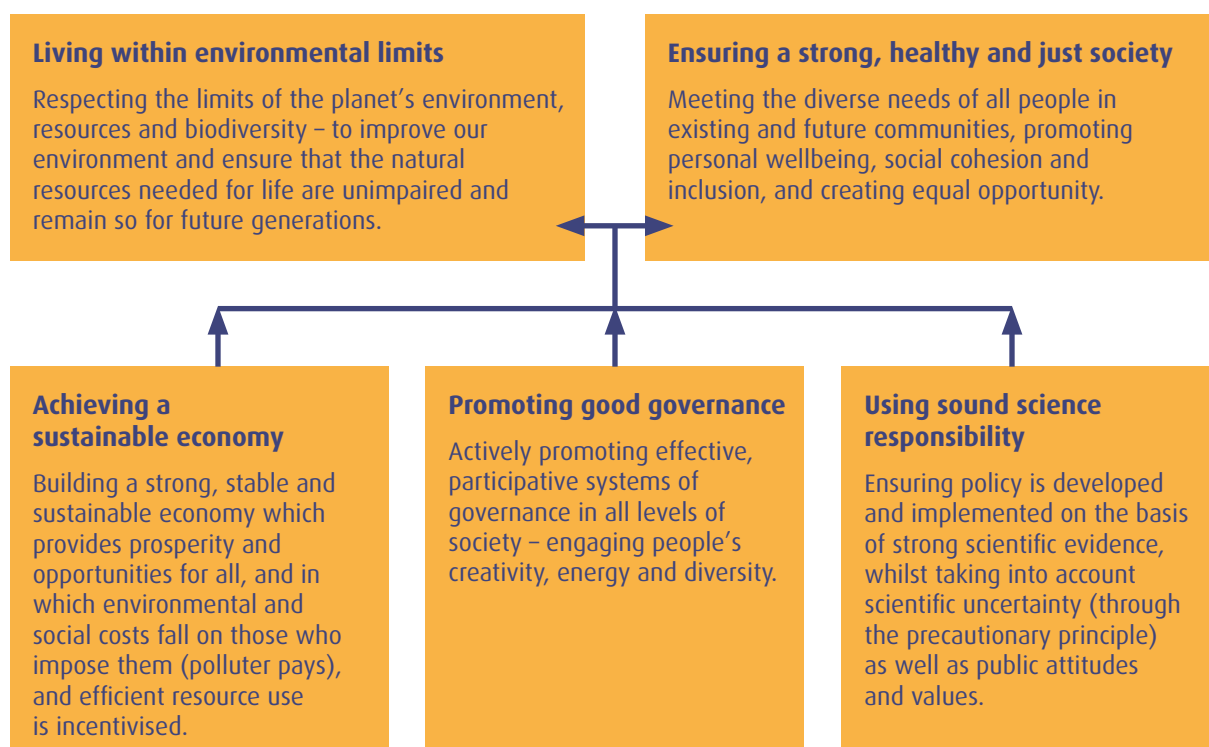
The UK Framework sets out:

- A shared understanding of sustainable development
- A common purpose outlining shared goals and guiding principles
- Sustainable development priorities for action
- Indicators to monitor the key issues on a UK-wide basis.

*One Future, Different Paths* set out five principles for sustainable development to be delivered through the Scottish Strategy. These are shown in Figure 1, right.



**Figure 1** The Five Principles of Sustainable Development



*Choosing Our Future* and the UK Framework also identified four priority areas for sustainable development. These are:

- **Sustainable Production and Consumption:** achieving more with less. This includes reducing the inefficient use of resources, looking at the impact of products and materials across their whole lifecycle and encouraging people to think about the social and environmental consequences of their purchasing choices
- **Climate Change and Energy:** securing a profound change in the way we generate and use energy and reducing greenhouse gas emissions
- **Natural Resource Protection and Environmental Enhancement:** protecting our natural resources, building a better understanding of environmental limits and improving the quality of the environment
- **Sustainable Communities:** creating communities that embody the principles of sustainable development locally.

## 1.4 Methodology of research

This report draws on independent research commissioned by Sustainable Development Commission Scotland.<sup>3</sup> The research involved a quantitative and qualitative appraisal of the sustainable development strategy and associated documents, an analysis of indicators and a mapping of the sustainable development sector in Scotland.

The research was informed by interviews with senior officials and key policy staff within the Scottish Executive and stakeholders from across Scottish society. These interviews helped to inform this report and the SDC is grateful to everyone who gave their time (a full list of those interviewed can be found in Appendix Two of this report).



## 1.5 Structure of the Report

This report is divided into sections addressing the following aspects of the Executive's overall approach to sustainable development as laid out in Table 1.

**Table 1** Summary of Report Structure

<b>Section Two</b> Delivering a Sustainable Scotland – Performance on individual sustainable development issues	<i>Choosing Our Future</i> set out actions for a wide range of policy areas. This section of the report provides a critique of progress in each policy area, using the chapter headings of <i>Choosing Our Future</i> . Given that it has close links to other Scottish strategies, these strategies are also noted and commented on where relevant.
<b>Section Three</b> Measuring progress: Indicators of Sustainable Development	The final outcomes of all work taken forward through <i>Choosing Our Future</i> must be to move Scotland toward a more sustainable future. This section assesses the sustainable development trends illustrated by the Scottish indicators of sustainable development.
<b>Section Four</b> Sustainable Development Governance	Governance is vital to the delivery of a sustainable Scotland. Sustainable development must be fully integrated into the processes and mechanisms used to develop, scrutinise and review policy across all areas of Government. This section of the report reviews the previous administration's decision-making structures against an internationally recognised framework.
<b>Section Five</b> Leading by Example: How the Executive manages its own impacts	Demonstrating leadership on sustainable development is essential in encouraging others in society to act. The previous administration developed a plan of action to make its own operations more sustainable. This section reviews progress on this plan.
<b>Section Six</b> Summary of Progress	A summary of what the Scottish Executive has done well and what it has yet to achieve with regard to sustainable development.
<b>Section Seven</b> Overall Conclusions	Overall conclusions, drawing together all the strands of analysis.








To aid understanding of progress on each aspect of sustainable development a simple scoring system has been employed throughout this report. For each sustainable development issue addressed in the 'Delivering a Sustainable Scotland' section a score is awarded for each of the following:

- Performance against strategy i.e. how well the Executive has delivered the specific commitments set out in *Choosing Our Future*
- Performance as shown by indicators i.e. to what extent relevant indicators are moving in the right direction

- Overall progress towards sustainable development i.e. how far we are toward achieving sustainability for the issue in question

The sections on 'Sustainable Development Governance' and 'How the Executive manages its own impacts' also include scores of performance on the issues they respectively address.

For each chapter of the report the scoring system is as follows:

Icon	Definition
	Limited action
	Basic progress
	No change or mixed performance
	Steady progress
	Significant progress
'Target points' includes a potential to score bonus points for very good performance over and above meeting the target. This effectively offsets lesser performance elsewhere.	







# Delivering a Sustainable Scotland

Performance on individual sustainable development issues





Chapters 3 to 13 of *Choosing Our Future* set out the Executive's vision of how individual areas of policy, from economic development to education and wellbeing, can be made more sustainable.

As recognised by the Scottish Executive, *Choosing Our Future* is an aspirational strategy, it blends strategic issues such as tackling climate change

and promoting sustainable transport with points of detail, such as the use of community wardens. This therefore makes a detailed analysis of all the commitments more challenging. However we have sought as far as possible to adopt a consistent approach to the review of each chapter.

#### **Our approach to each chapter is as follows:**




- Score action on the policy area (out of five) in terms of what the chapter seeks to achieve, what the indicators show and overall progress toward sustainable development for that issue
- Set out our key findings on the chapter
- Provide an overview of the wider policy framework governing action in that policy area
- 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 SDC intends to do to facilitate progress
- Where appropriate we have also used case studies of good practice in Scotland.

A summary of progress against all the policy chapters is provided below. As regards our scoring of progress, it must be strongly noted that we are assessing performance to date against long-term sustainability objectives. The low scores given for many of the chapters indicate that we are a long

way from sustainable development, however it does not imply that good progress is not being made. Progress to date can be judged from our assessment of Government performance against established indicators and against actions set out in *Choosing Our Future*.



## 2.1 Building a Strong Sustainable Economy

Performance against strategy		<ul style="list-style-type: none"> <li>FEDS and <i>Smart, Successful Scotland</i> 'refreshed' and sustainable development better integrated.</li> <li><i>Going for Green Growth</i>: a green jobs strategy for Scotland is delivered.</li> </ul>
Performance as shown by indicators		<ul style="list-style-type: none"> <li>GDP trend positive although this does not indicate sustainability of economy.</li> <li>Employment trend positive.</li> <li>Levels of NEETS still high and not declining significantly.</li> </ul>
Overall progress toward sustainable development		<ul style="list-style-type: none"> <li>Still need for far more significant reductions in GHG emissions.</li> <li>Need for economy to deliver a higher level of social inclusion and opportunity for all.</li> </ul>

### 2.1.1 Findings

- There is a clear recognition that economic development is not an end in itself but a means toward ensuring a strong, healthy and just society, while living within environmental limits. **In practice however, economic development policy in Scotland has not made strong links with these wider objectives**
- There has been growing recognition within the Executive that GDP alone is not a sufficient measure of progress and that, in isolation, the current Sustainable Development Indicator Set cannot chart progress to delivering a sustainable economy. **Interest in wellbeing and alternative measures of progress is encouraging and needs to be followed through**
- The development of a consistent approach to sustainable economic development in Scotland is a significant challenge for the new Scottish Government. **The creation of the post of Cabinet Secretary for Finance and Sustainable Growth is a promising step** and the vision of sustainable growth (underpinned by the three themes of solidarity, cohesion and sustainability) offers the potential for economic development policy to be directed along more sustainable lines. **The conversion of this vision into policy delivery would be a significant demonstration of commitment to sustainable development**
- The creation of a **Council of Economic Advisers** to "harness the most impressive academic and business advice to consider the long term position of the Scottish economy" and "to impact on the medium and long term"<sup>4</sup> is welcome. This Council **must be tasked with the same vision as the Scottish Government: delivering economic success that is sustainable**
- Going for Green Growth*: a green jobs strategy for Scotland focussed on growing business in sustainable energy and resource efficiency fields, not on greening the overall workings of business in Scotland. The result has been support for the development of new marine renewable technologies. While this support is laudable and supports commitments in *Choosing Our Future* to create a "vibrant low carbon economy, with Scotland a leader in green enterprise", this focus has ignored the wider opportunities that may be present across a range of business sectors.



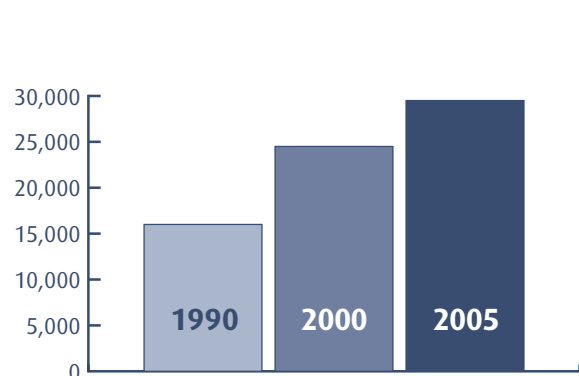
## Policy Framework

Action on the economy is also guided by a number of other government documents:

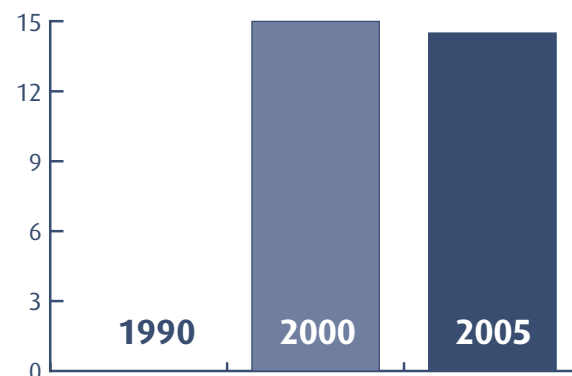
<b>The Framework for Economic Development in Scotland (FEDS)</b>	FEDS sets the overall framework for economic development in Scotland. It stresses the importance of economic growth within environmental limits. It informs the key Strategy for the Enterprise Networks: <i>A Smart Successful Scotland</i> .
<b>A Smart Successful Scotland (SSS)</b>	This strategy is the key guidance document for Scottish Enterprise and Highlands and Islands Enterprise. When it was refreshed in November 2004 sustainable development was included as a cross-cutting theme. In its refreshed version the Scottish Executive presents sustainable development as a means to address the challenge of achieving sustainable economic growth.
<b>Closing the Opportunity Gap</b>	<i>Closing the Opportunity Gap</i> is the Executive's social inclusion strategy. It aims to direct resources toward employment and training for the vulnerable and disadvantaged sections of Scotland's population.
<b>Going for Green Growth: a green jobs strategy for Scotland</b>	This strategy published in June 2005 aims to improve resource efficiency within Scottish industry and exploit the opportunities for 'green' businesses through the application of innovation and exploitation of Scotland's advantage in renewables.
<b>Other Relevant Strategies</b>	The <i>Draft Energy Efficiency and Microgeneration Strategy</i> , <i>Changing Our Ways: The Climate Change Strategy</i> and the <i>Business Waste Framework</i> .

### 2.1.2 Is Scotland going in the right direction?

**Figure 2** Economy Indicator 1  
GDP per head of population (£)

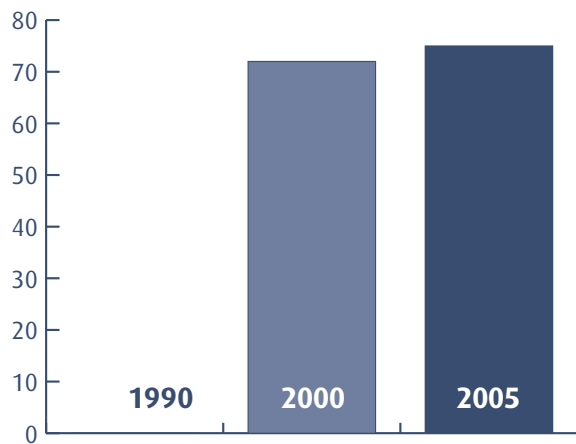


**Figure 3** Economy Indicator 2  
Percentage of all 16-19 year olds not in education, employment or training (NEET)





**Figure 4** Economy Indicator 3  
**Percentage of working age people in employment**



Overall the indicators show a positive trend in the last five years. The use of GDP as an indicator is, though, contentious as it does not include the wider economic, social or environmental impacts of development. In this sense it does not allow assessment of progress toward the Executive's stated

intention of a sustainable economy or of the extent to which a decoupling of economic development from increased resource use has been achieved. **The ongoing consideration by the Executive of alternative measures of progress is therefore welcome.**

### 2.1.3 Analysis

Over recent years, sustainable development has been more effectively integrated into the policy framework for economic development. *Choosing Our Future* sets out a vision for a sustainable economy and *FEDS* and *Smart Successful Scotland* both identify sustainable development as a cross-cutting theme underpinning economic policy. In addition, *Going for Green Growth* marked out actions intended to improve resource efficiency and to promote new clean technologies such as renewable energy.

Despite this progress at the strategic level, to date there has not been a clear sense that this integration of sustainable development into strategy and structure has helped guide economic development policy to the desired extent. This view was backed by many of the stakeholders interviewed for this research who also commented

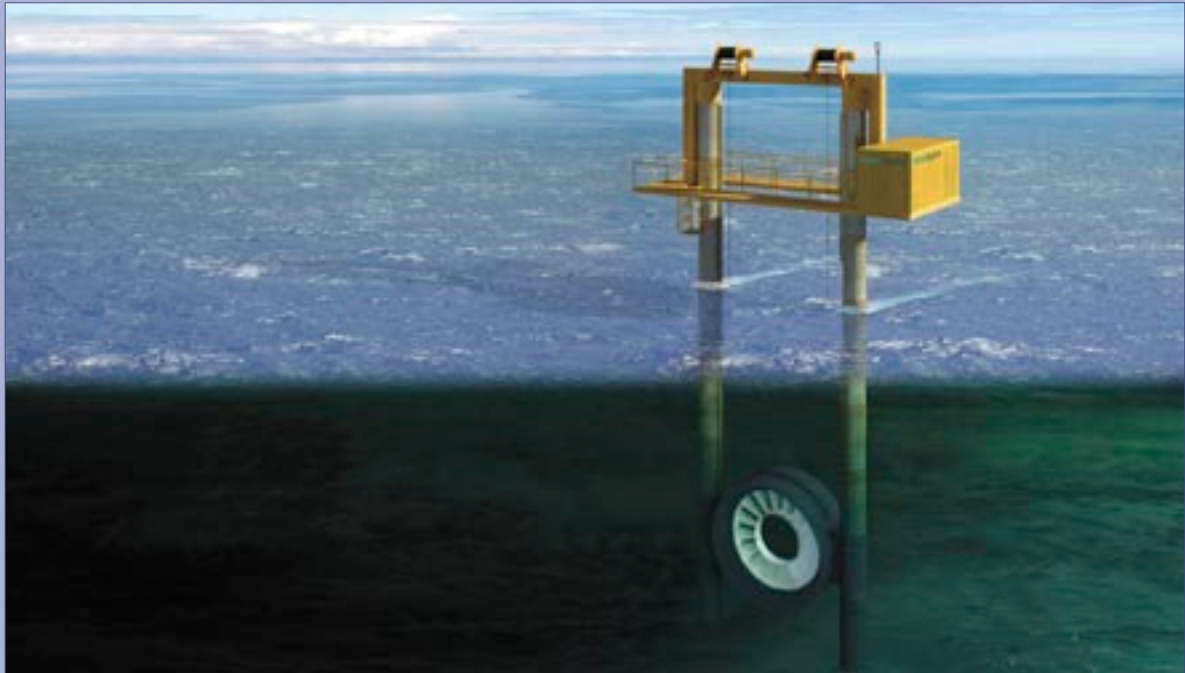
on the lack of consistency in the terminology that Ministers had used to refer to economic policy: sometimes referring to 'sustainable economic development' but at other times simply to 'economic growth' as the key policy aim.

Also, there has been no clear link between economic development policy and the social aspects of sustainable development. While *Smart, Successful Highlands and Islands* has an objective on community development, this is not true of *Smart, Successful Scotland*. It is also apparent that *Closing the Opportunity Gap* has not made links between regeneration, inclusion and other sustainable development objectives.

There are some areas where practice is strong or improving, such as renewable energy and business resource efficiency.



## Case Study: The European Marine Energy Centre



The European Marine Energy Centre (EMEC) based at Stromness in Orkney was the first centre of its kind to be created anywhere in the world. It was established to help the evolution of marine energy devices before launch in the commercial market place to generate electricity for homes and businesses.

EMEC provides purpose-built, open sea test facilities for wave and tidal marine energy converters, with operations spread over three sites, connected to the national grid. This means developers have access to wave test sites with uninterrupted Atlantic waves of up to 15m, as well as sites with tides among the fastest in

Europe. Without EMEC, it would be much harder for individual developers to test new devices and achieve independent accreditation.

With Scotland possessing a huge marine energy resource, EMEC has a crucial role in Scotland's drive to become a world leader in these technologies. The creation of the centre and its two marine laboratories has been supported by Government and other public sector organisations through the investment of over £15 million. This investment has helped to create high value jobs in a comparatively isolated area as well as helping industry to innovate by enabling the development of new technologies.

The clear pairing of Finance and Sustainable Growth by the new Scottish Government is a welcome development, as is the coming together of shared portfolios of energy, tourism, transport and climate change. The challenge for the new Government is to ensure this new organisational structure functions in an integrated fashion and leads to sustainable economic outcomes. Ministers

in the new Scottish Government should set a clear and consistent vision of a sustainable approach to the economy.

In turn, the enterprise agencies and other delivery bodies need to address the sustainable development impacts of all future investment and support in a consistent fashion.



The creation of a Council of Economic Advisers to ensure the Scottish Government can take account of advice from a range of experts is welcomed. In his statement to the Scottish Parliament the First Minister announced that:

“I shall appoint a Council of Economic Advisers to provide independent advice that can help us make the most of the opportunities within the global economy.

“This Council will have internationally acclaimed participants analysing, questioning, criticising and suggesting policy in the Scottish national interest.

“We have some phenomenal business success stories in Scotland and many individuals who are respected across the globe. But we also have to be open to advice and perspective from abroad

– driving economic growth in the modern world is fundamentally more complex than it was even 20 years ago.

“We will harness the most impressive academic and business advice to consider the long term position of the Scottish economy. And we will seek the support of this chamber for their recommendations and thus offer all parties in this chamber the chance to be part of that dynamic process”.

The Council must be tasked with the same vision of the Scottish Government – delivering economic success that is sustainable – so that it can help the Scottish Government respond to the long term challenges and opportunities within sustainable development.

#### 2.1.4 Recommendations

- **The new Scottish Government must adopt a consistent approach to its references to and encouragement of economic development.** It is legitimate for economic development to be a priority but this must be sustainable economic development (i.e. economic development that ensures a strong, healthy and just society while living within environmental limits). In this context the commitment of the new government to “Sustainable Growth” is welcome. There is now a need to define more clearly how this will be delivered and how the sustainability of that growth will be measured
- **The Council of Economic Advisers must support the delivery of sustainable growth**
- The Administration should work with enterprise agencies and related delivery bodies to ensure that all their actions help contribute to a more sustainable economy
- The new Administration’s commitment to sustainable growth based on three measurable Scottish standards (solidarity, cohesion and sustainability) is welcome. **The Scottish Government should assess how existing commitments to developing additional and improved measures of progress can support measurement of these standards**
- The Scottish Government to investigate the potential for social enterprises to further contribute to the delivery of more sustainable local economies
- The Scottish Government to review the *Green Jobs Strategy* to a) set out a clearer focus on what the priority industries are for Scotland and how they will be supported and b) set out how the wider economy will be encouraged and supported to become sustainable.






### 2.1.5 The SDC's Role

We will support the Scottish Government in its objective to deliver a Sustainable Economy as follows:

- We will commence research and make recommendations on how the new Scottish Government can better integrate sustainable development into policy development and decision-making surrounding economic development decisions. We will report initial findings by October 2007
- We will support the SDC at a UK level with work on redefining prosperity. This will include the latest thinking on how to define and measure prosperity of the UK and devolved nations. The goal of this project is to open up political space to examine the assumptions about economic growth and provide alternative visions of progress toward sustainability. This work will commence in the current financial year and will report in 2008
- We will provide expertise to support work on additional measures of progress for Scotland
- We will provide expertise and advice relating to carbon measurement, offsetting and carbon neutrality as they relate to the operation of the public and private sectors.

## 2.2 Travel

<b>Performance against Strategy</b>		<i>National Transport Strategy</i> delivered. It is based on a more sustainable approach than before, although includes many policies that can not be deemed sustainable.
<b>Performance as shown by indicators</b>		Significant deterioration in the total vehicle kilometres indicator since 1990.
<b>Overall progress toward sustainable development</b>		Improved support for rail and bus services, cycling and walking, along with a commitment to consider the potential to assess carbon impacts of transport policies. However still significant investment in road building.

### 2.2.1 Findings

- **The failure to hit the Traffic Stabilisation Target is of concern and signals that insufficient effort is going into addressing behaviour change and supporting car drivers in moving to alternative means of travel.** However, the SDC was pleased to see the 2006 *National Transport Strategy* retained this indicator
- **The previous Administration's proposal to introduce a Carbon Balance Sheet was very welcome and is strongly recommended to the new Government**
- **There is a strong commitment from Government to invest in new rail infrastructure.** The challenge for the new



Scottish Government will be to build on the initial progress made and establish a public transport network that is fast, reliable, accessible and affordable both within cities and between different parts of Scotland

- The bus remains the main alternative to the car for many urban journeys. The free bus service for the over '60s and the disabled is a major step forward and the investment in improving quality and service levels is welcome and should be extended
- Conspicuous investment in strategic road schemes appears to contradict the commitment to stabilise traffic levels by 2021. This will place additional pressure on action in other areas if greenhouse gas emission reduction targets are to be met. While some ongoing and future investment in strategic road schemes is necessary, **sustainable development principles must be used rigorously to assess decision-**

#### **making on individual proposals and to consider the overall impact of our transport system**

- The projected large scale expansion of air transport infrastructure in Scotland is not consistent with sustainable development or greenhouse gas reduction targets. While overall policy for air transport is reserved, the Scottish Executive has significant powers and responsibilities here and at present the **National Transport Strategy does not address the serious challenge of how emissions from aviation are factored into action in reducing greenhouse gas emissions in Scotland**
- There is insufficient recognition of the social justice issues inherent within transport policy. Over 34% of Scottish households do not have access to a car and thus any sustainable transport policy must take account of social and environmental impacts.

## **The Policy Framework**

Action on travel is also guided by a number of other government documents:

<p><b>National Transport Strategy</b></p>	<p>The <i>National Transport Strategy</i> was published in December 2006. It sets out Executive policy in relation to all areas of transport policy including investment in infrastructure across road, rail, air, walking and cycling and softer measures to manage demand and congestion.</p> <p>The strategy focuses on three strategic outcomes:</p> <ul style="list-style-type: none"> <li>• Improved journey times and connections between cities, towns and global markets</li> <li>• Reduced emissions to tackle climate change</li> <li>• Improved quality, accessibility and affordability of transport.</li> </ul> <p>These are accompanied by five high level objectives for transport covering economic growth, environment and health, social inclusion, safety and integration.</p>
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### 2.2.2 Is Scotland going in the right direction?

The one indicator in the Scottish sustainable development indicator set that specifically addresses transport impacts – total vehicle kilometres – shows a consistently negative trend since 1990.

Other transport related indicators published by the Executive do not offer much that is positive. The percentage of people using public transport to travel to work remained static at 16% between 1990 and 2005. The percentage of miles travelled by walking or cycling compared to other transport modes halved from 6% to 3% over the period between 1990 and 2005 and is below the UK average of around 3.6%. After a long downward trend, serious road accidents also increased in the last year.

### 2.2.3 Analysis

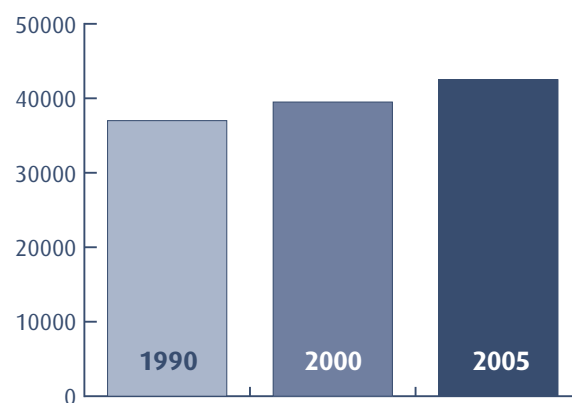
The *National Transport Strategy* (NTS) constitutes one of eight main delivery programmes for *Choosing Our Future* and actions on transport for *Choosing Our Future* are largely addressed through the NTS. It sets out the Executive's long term vision for transport based around three strategic outcomes and five objectives (see Policy Framework above). The strategic outcomes and objectives are largely consistent with a sustainable approach to transport although they are not placed within an overarching goal of promoting sustainable transport.

In terms of policy the NTS contains a number of positive commitments including:

- Scotland-wide free bus scheme for over one million older and disabled people
- Commitment to increasing the uptake of sustainable travel plans
- The expansion of the *Safe Routes to School* network
- Retention of the target to stabilise road traffic volumes at 2001 levels by 2021
- The development of a carbon balance sheet to assess the carbon impacts of transport decisions.

However, elsewhere the NTS committed the Executive to large scale investment in new infrastructure for road and air transport. If followed through, such actions are likely to result in significant increases in CO<sub>2</sub> emissions and also to result in negative social impacts in terms of noise, pollution

**Figure 5** Travel Indicator 1  
**Total Vehicle Kilometres**



and the dividing of communities through which new roads are built.

There is currently no mechanism to establish a balanced assessment of the overall impacts of new transport investment in terms of the economy, society and the environment. This has led to criticism from stakeholders about the weight given to sustainable development criteria in necessary decisions on individual parts of our national infrastructure.

**The proposal to introduce a carbon balance sheet, if taken up by the new Scottish Government, would be one means of ensuring the environmental as well as socio-economic impacts of infrastructure investment are considered.**

The creation of regional transport partnerships has addressed a weakness in the transport planning system; namely the lack of ability to develop integrated transport across regions and travel to work areas. Regional transport strategies were recently finalised. It is important that these regional strategies also take forward a sustainable approach to transport management.

At a broader scale there is a need to ensure the planning system is properly integrated with transport. This will help to reduce, where possible, the need to travel and encourage a modal shift to more sustainable means of travel. Despite improvements in spatial planning many large business and retail developments continue to be built on sites only realistically accessible by road.



Much new housing development is disconnected from employment centres. Failure to develop integrated and sustainable communities now will make the achievement of traffic reduction and CO<sub>2</sub> targets more difficult in future.

Finally, there should be more focus in the NTS on demand reduction measures. The new Government should investigate the potential for appropriate schemes to reduce demand through road pricing and other fiscal measures.

## Case Study: Dundee Quality Bus Network

Dundee is the fourth largest city in Scotland. It has a population of 145,000 and serves as a regional centre for more than 325,000 people from the surrounding areas. The city itself is undergoing significant redevelopment and regeneration.

Public transport in Dundee is important, as approximately half of all households do not have access to a car. Almost all bus services in the area pass through the city centre. The annual total of bus passengers is 15 million, and 70% of them board or alight in the city centre. A further one in ten of all passenger journeys target Ninewells Hospital.

With the increasing prosperity of the city there is a latent potential for a significant increase in car ownership. Therefore after local consultation regarding public transport, Dundee City Council saw a need to improve the bus network. They aimed to: provide high quality bus passenger facilities to address the needs of those without access to a car and encourage those who do have cars to use bus travel more often; and provide safe reliable services with real time information to help travel choices.

Two initiatives supported financially by the Scottish Executive, *Bringing Confidence into Public Transport* (BCPT) and the *SmartBus Initiative*, aimed to achieve these objectives. The initiatives included: upgrading bus stops and shelters; improving accessibility; reducing noise pollution; real-time electronic information displays; static information panels; audio information for the visually impaired at individual bus stops and CCTV



on all buses operating in Dundee (which resulted in a 75% reduction in vandalism).

Although other cities have introduced some of the elements in BCPT and SmartBus, implementation of the full package of sustainable transport measures and facilities is rare. Through these initiatives, Dundee City Council is well on the way to achieving a barrier-free city for bus users, not only in physical terms, but also in terms of information, personal safety and security.



## 2.2.4 Recommendations




- **The commitment in the *National Transport Strategy* to introduce a Carbon Balance Sheet is welcome.** If followed through by the new Government this would provide an indicator of the transport system as a whole, encouraging more transparent and sustainable choices on transport investment. If the Scottish Government is to deliver commitments on carbon reduction, tackling emissions from transport will be critical. **We recommend the Executive commences work on a Carbon Balance Sheet**
- **Individual decisions on strategic transport investments must make better use of sustainable development criteria,** so the benefits to Scotland's economy, environment and society from proposals are better understood.

## 2.2.5 The SDC's Role

We will support the Scottish Government in its objective to deliver Sustainable Travel as follows:

- We will commence research and make recommendations on how the Scottish Executive can better integrate sustainable development into policy development and decision-making surrounding investment decisions. We will report initial findings by October 2007
- We will provide expertise and advice relating to carbon measurement, offsetting and carbon neutrality and support the Scottish Government in any work to develop a Carbon Balance Sheet for transport
- We will contribute to the work of the SDC at a UK level in delivering a more sustainable approach to air travel, through an engagement programme involving the Scottish Government, Scottish transport providers and other Scottish stakeholders alongside other UK participants.

## 2.3 Wellbeing

<b>Performance against Strategy</b>		Most Strategy commitments implemented on time
<b>Performance as shown by indicators</b>		<ul style="list-style-type: none"> <li>• Limited improvements in life expectancy</li> <li>• Limited improvement in healthy life expectancy</li> <li>• Air Quality Management Area indicator unclear</li> </ul>
<b>Overall progress toward sustainable development</b>		Good progress on some aspects of policy on greenspace, health and wellbeing. Fuel poverty still a major problem for many in Scotland



### 2.3.1 Findings

- **Action on the social agenda is an integral part of sustainable development.** However, while there is good progress on addressing social exclusion and tackling poverty, there is a need to link this action more clearly to other sustainability concerns
- **The commitments in *Choosing Our Future* to link wellbeing, health and sustainable development, and to look at alternative measures of progress are welcome. However, both these areas of work are currently behind schedule and further action is therefore required**
- Over the course of the last Administration there was a growing understanding of the links between wellbeing, warm and safe homes, thriving communities and meaningful work. The new Government needs to continue the process of integration between these policy areas
- The existing indicator on air quality management areas is weak. While there is merit in increasing monitoring of air quality, what is important in assessing progress is an understanding of changes in air quality
- Fuel poverty remains a pressing social problem in Scotland. Tackling it is also a useful example of sustainable development. Significant investment in the energy performance of Scotland's housing has been undertaken. However, in recent years the rising level of fuel poverty demonstrates how vulnerable many Scots still are to high fuel prices
- More concerted action is required through energy efficiency work. We look forward to a *Scottish Energy Strategy* encompassing energy efficiency and microgeneration.

### The Policy Framework

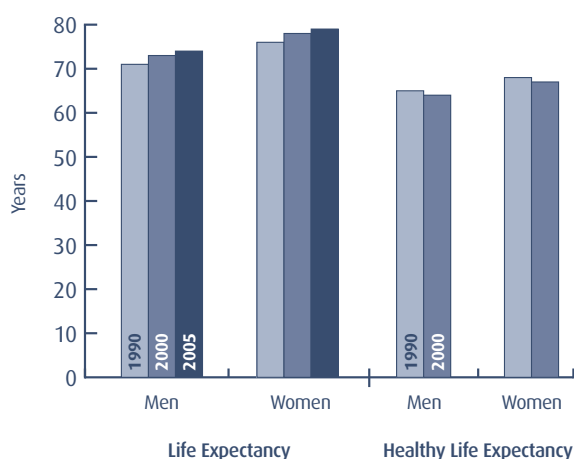
Action on wellbeing is also guided by a number of other government documents:

<b>The Way Forward:</b> Framework for Economic Development in Scotland (FEDS)	FEDS sets the framework for economic development in Scotland. It stresses the importance of economic growth within environmental limits and informs <i>A Smart Successful Scotland</i> ; the key strategy for the enterprise networks.
<b>The Employability Framework for Scotland</b>	This is the Scottish Executive framework document setting out actions at the national and local levels to help more people get back to work.
<b>More Choices, More Chances:</b> A strategy to reduce the proportion of young people not in education, employment or training in Scotland	This strategy focuses on the eradication of poverty and disadvantage by getting young people into employment, education or training.
<b>Warm Deal Initiative</b>	This is a Scottish Executive insulation grant scheme aimed at making homes warmer and more energy-efficient, targeting low-income families and pensioners.
<b>Central Heating Programme</b>	This Scottish Executive-funded Programme aims to address fuel poverty by providing central heating, insulation and advice to all households in the private sector that lack central heating and where the householder is aged 60 or over.
<b>Other relevant strategies and funding mechanisms</b>	<i>Healthy Working Lives – a plan for action</i> ; National Programme for Improving Mental Health and Wellbeing; <i>Let's Make Scotland More Active: A Strategy for Physical Activity</i>



### 2.3.2 Is Scotland going in the right direction?

**Figure 6** Wellbeing Indicators 1 and 2  
Life Expectancy and Healthy Life Expectancy

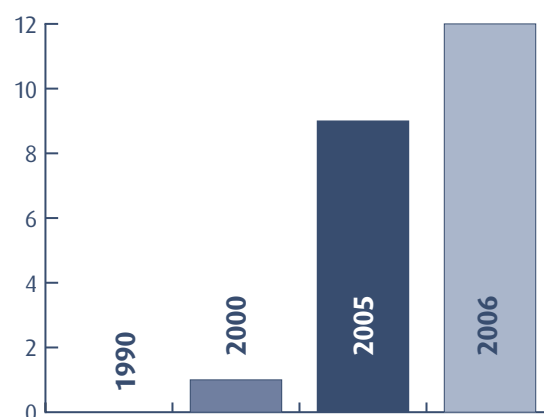


There had been no clear connection between the Executive's indicators and many aspects of wellbeing. However, measures of wellbeing have recently been published to underpin the UK framework<sup>5</sup>.

Indicators that do link to wellbeing show there has been a small increase in overall life expectancy. However the life expectancy indicator does not show whether the extent to which the gap in life expectancy between poorer and more affluent communities is closing or becoming wider.

In *Building a Better Scotland* (2004)<sup>6</sup>, the Executive set out its targets for reducing health inequalities by increasing the rate of improvement across a range of indicators for the most deprived communities by 15% by 2008. Data shows some of these targets will be met, with a narrowing of the inequality gap in regard to suicide rates in young people and Coronary Heart Disease (CHD) mortality in under 75s.<sup>7</sup>

**Figure 7** Wellbeing Indicator 3  
Number of Air Quality Management Areas



The air quality indicator – number of Air Quality Management Areas (AQMAs) – is ambiguous. The number of AQMAs can either be interpreted as a sign of improving or declining air quality and this indicator needs to be rethought. There is a clear case for this indicator to be replaced by one that is outcome focused.

One indicator present in the previous Scottish set but not in the present set was on fuel poverty. The Scottish House Condition Survey shows the Scottish Executive has made good progress toward the previous administration's target to improve domestic energy efficiency by 20% by 2006. Between 2002 and 2005 the energy efficiency of Scotland's housing stock has improved. During this time, the percentage of dwellings which achieved a "good" NHER<sup>8</sup> rating rose from 31% to 44%. Correspondingly fewer dwellings were given a poor rating in 2004-5 than in 2002.<sup>9</sup>



### 2.3.3 Analysis

Personal wellbeing is a core aspect of sustainable development, linking as it does action to improve health, quality of life, employment, local environments and community. *Choosing Our Future* committed the Executive to actions including:

- The development of a strategic framework that maps the connections between health outcomes and environmental factors
- Improvement in the quality of Scottish greenspace through the undertaking of a Greenspace Review
- Development of a better understanding of the components of personal wellbeing
- Work with Defra to explore the concept of wellbeing and how policies might change to have an explicit focus on wellbeing issues
- Development of an indicator on wellbeing in collaboration with Defra.

The Strategy also linked action on wellbeing to the work being undertaken by the Executive on fuel poverty and employment; particularly action on young people who are “Not in Employment, Education or Training” (NEET).

In terms of the actions set out in the Chapter, progress has been mixed:

- On the **Environment and Health Strategic Framework**, workshops have been held with stakeholders and a consultation has taken place but it is not clear when the strategic framework will be published. Establishing the links between environment and health is, as the Executive has acknowledged, a vital aspect of sustainable development. The satisfactory completion of this review is therefore vital to this

- On the Greenspace Review, Scottish Natural Heritage (SNH) has completed its final report and the implications of the review are currently being considered by the Scottish Government
- As yet, there has been no reporting on the wellbeing indicators.

More generally, the extent to which the concept of wellbeing is becoming integrated into policy and strategy is variable. Promoting wellbeing is a key theme in the *Scottish Forestry Strategy* (2006). Organisations such as **BTCV**, **Forward Scotland**, **Greenspace Scotland** and **Keep Scotland Beautiful** are using the broad-based approach of *Choosing Our Future* to support and underpin their activities. Elsewhere, some local authorities and **Community Planning Partnerships** (CPPs) are delivering good work in this area including the development of joint health improvement plans involving a number of partners. The performance of CPPs on this agenda is however mixed.

More promising has been the development of wellbeing within health policy such as the Healthy Working Lives action plan and the National Programme for Improving Mental Health and Wellbeing. However, links from these policy areas to the wider sustainable development agenda have been weak.

Finally, there is as yet no definitive set of community wellbeing indicators or alternative measures of progress. The development of these indicators, a commitment of the Executive and the UK Government, would enable a better assessment of progress in this important area.

### 2.3.4 Recommendations

- The new Government’s commitment to sustainable growth based on three measurable Scottish standards (currently defined as solidarity, cohesion and sustainability) is welcome. **The new Scottish Government should assess existing commitments to developing additional and improved measures of progress and investigate their use in measuring these standards.**

The SDC is supportive of work on additional measures of progress and looks forward to this commitment being delivered

- The wellbeing indicators to be included with the Scottish sustainable development indicator set once made available. Indicators on alternative measures of progress should also be developed





- The current air quality indicator needs to be reviewed. We would recommend its replacement with an indicator that assesses actual air quality and not just its monitoring
- **We note the new Government's wish to publish an annual Health of the Nation report and we would commend the use of sustainable development indicators to deliver this**
- More concerted action is needed on fuel poverty to reduce this long term problem. Clearer links are needed between action on energy efficiency and fuel poverty. The *Energy Efficiency & Microgeneration Strategy* and/or *Scottish Energy Strategy* must set out a clear vision for how Scotland will reduce energy use and improve the condition of our poorest performing housing stock
- The new Scottish Government to consider the reintroduction of fuel poverty as an indicator within the Scottish set.

### 2.3.5 The SDC's Role

We will support the Scottish Government in its objective to deliver wellbeing as follows:

- We will provide expertise to support work assessing additional measures of progress and wellbeing for Scotland
- We will respond to the outstanding consultation on the *Energy Efficiency & Microgeneration Strategy* and provide a view to the Scottish Government on how it can
- set a clearer framework for action on energy efficiency, microgeneration and distributed energy
- We will provide advice on the development of a measurement based indicator of air quality.

## 2.4 Food

<b>Performance against Strategy</b>		Most of the actions set out in the Strategy have been completed or are well underway. However, the chapter is weak in establishing links between sustainable development and the wider work of the Executive on food
<b>Performance as shown by indicators</b>	n/a	No indicators in current set relate to food
<b>Overall progress toward sustainable development</b>		Some good work underway on school food. However, major challenges in tackling the wider issues around Scotland's poor diet and in tackling the unsustainable production and consumption systems for food



## 2.4.1 Findings

- To date there have been weak links between the *Scottish Food and Drink Strategy* and *Choosing Our Future* and more generally between sustainable development, food and health
- The Review of the Scottish Diet Action Plan has clearly shown a need for more concerted action on improving the nation's diet. Scotland has longstanding inequalities in health and poor diet has been a significant contributor to this. We need a joined up approach that addresses social inclusion, food supply and agricultural policy**
- The public sector in Scotland spends large sums of money each year on food. **Further action should be taken to ensure the sustainability of food procurement through the use of healthy, locally produced food wherever possible.** While some positive steps have been taken to improve the sustainability of food provided in schools, this is not so apparent elsewhere in the public sector and the commitment to action of the new Scottish Government in this area is therefore welcome
- The production, distribution, consumption and disposal of food results in significant energy use and greenhouse gas emissions. Food miles need to be cut wherever possible and more sustainable transport systems used to distribute food
- There is a need for more concerted action to address the serious issues of food waste and the over-use of packaging in food supply.

## The Policy Framework

Action on food is also guided by a number of other government documents:

<b>Scottish Diet Action Plan (SDAP) including Eating for Health, Meeting the Challenge (1996)</b>	The SDAP aims to address the improvement in Scotland's diet through a concerted approach to dietary improvement. It sets out 71 recommendations for action to improve the diets of Scots and established a series of dietary targets for achievement by 2005. A Review was conducted in 2006.
<b>Scottish Food and Drink Strategy (1999)</b>	The <i>Scottish Food and Drink Strategy</i> is an industry-led strategy that aims to increase the competitiveness of the food and drink industry in Scotland by 2010. It looks at Scotland's strengths but also addresses the challenges faced by the food and drink industry. The vision it sets out is one of a thriving industry with profitable growth that is consumer focused, market led and globally successful.
<b>A Forward Strategy for Scottish Agriculture: Next Steps (2006)</b>	The strategy builds on and updates the 2001 strategy <i>A Forward Strategy for Scottish Agriculture</i> . It sets out a revised vision with emphasis on a sustainable farming industry which will take the lead in the protection and enhancement of the environment and help achieve goals relating to food production/marketing and the rural environment.
<b>Organic Action Plan (2003)</b>	The <i>Organic Action Plan</i> was launched in 2003 with the aim of boosting Scotland's organic sector. A target that 30% of Scotland's organic area will be comprised of good quality farmland (made up of arable, fruit and vegetable and improved grassland) by 2007 has been set.



<b><i>Hungry for Success (2003)</i></b>	The report sets out a whole-school approach to food in all schools in Scotland and provides several recommendations on linking school meals with health education and promotion as part of the curriculum.
<b><i>Improving Health in Scotland: The Challenge (2003)</i></b>	This document builds on <i>Toward a Healthier Scotland</i> (1999) and provides a strategic framework for delivering a more rapid rate of health improvement in Scotland through actions to be carried out by the Executive, NHS, local government and private and voluntary sectors.
<b><i>Eating for Health: Meeting the Challenge (2004)</i></b>	<i>Eating for Health: Meeting the Challenge</i> is the strategic framework for food and health in Scotland. It is intended to bridge the gap between the SDAP and future strategies.

### 2.4.2 Is Scotland going in the right direction?

No indicators within the current Scottish set relate to food or agriculture directly.

In terms of the sustainability of production, in 2006 around 4.5% of agricultural land in Scotland was devoted to organic farming. This compared to a UK average of 3.6%.<sup>10</sup>

In terms of the quality and sustainability of food consumption patterns, in 2004/5 a third of 12-year-olds in Scotland were overweight in the 2004/05 school year, while more than one in ten was classed as severely obese. Some 20% of those aged three-and-a-half were overweight, 8.6% were obese and 4% were severely obese. These figures

are significantly higher than the UK average. Data also suggests that although the *reported* average consumption of fruit and vegetables has risen from 2.8 portions a day in 1996 to 3.6 portions a day in 2004<sup>11</sup>, there has been no increase in the mean actual consumption of fruit and vegetables in the population from 1996 to 2004. Furthermore, the SDAP Review highlighted that there had been no change in the intake of oil-rich fish and a fall in consumption of foods such as bread and potatoes over the past ten years. Also noted was the rising intake of sugar, linked to changing patterns of eating and drinking outside the home.

### 2.4.3 Analysis

The sustainability of our food is now a significant issue of concern for the Scottish public and there is a clear need for action. Published in Autumn 2006, the ten year *Review of the Scottish Diet Action Plan* (SDAP), which has guided much food policy over recent years, concluded “despite the considerable progress that has been made in implementing the SDAP recommendations, overall the action taken has not had a significant impact on population trends in food consumption and nutrient intakes in Scotland over the last 10 years.”

The SDAP review panel concluded that one of the overarching strategic themes to guide future policy in Scotland should be “closer integration between the policy goals of improving Scotland’s diet-related ill-health and those of social justice, sustainable development and agriculture.”

*Choosing Our Future* recognises this concern

and the need to develop an integrated approach to food production, distribution and healthy lifestyles. The Strategy links together a variety of work on food being taken forward through different mechanisms by the Executive.

A *Food and Health Delivery Plan* is under development, with priorities and a delivery plan due for publication later in 2007. This plan will be crucial to the direction policy in this area takes in coming years and it is therefore essential it adopts an integrated approach encompassing diet, health, environmental impacts and social inclusion.

*Choosing Our Future* also made a commitment to work on legislation that builds on the progress achieved by the *Hungry for Success* school food programme. The *Schools (Health Promotion and Nutrition) (Scotland) Act (2007)* includes a requirement that local authorities have regard to



sustainable development. **It is important this requirement is used by local authorities in food procurement and supply.**

In *Choosing Our Future* the Executive also committed to working with other public bodies on their food procurement decisions. This work is underway but has not been reported so it is difficult to ascertain progress.

There is also a clear need for action by the food industry. The Food and Drink Industry Strategy Group established by the Executive has reviewed the implications of sustainable development on food businesses. However the Group has not as yet reported and it is thus not yet clear what actions will be forthcoming.

#### 2.4.4 Recommendations

- **There is a need to create stronger links between the Food and Health Delivery Plan and Choosing Our Future** and more generally between sustainable development and food policy. The publication of a Scottish Food and Health Strategy presents a potential significant opportunity to develop an integrated approach to these issues
- **Public procurement policies should be developed further** to encourage the local sourcing of food and to prevent excessive food miles. We welcome a commitment by the new Scottish Government to look more closely at opportunities within procurement policy to create sustainable approach to food
- **Policy support to improve the sustainability of the food chain to be strengthened.** Links to be established to action on energy efficiency, fair trade and organic food production
- There is a need to reduce transport impacts (e.g. cleaner vehicles, improved logistics, rail freight) to ensure we can reduce the carbon impacts of our food chain
- There is a need encourage the food industry to reduce their use of packaging
- **Social justice, as part of food policy, to be addressed. There is a need for a consistent policy approach to improve access to, availability and affordability of healthy foods particularly for those living in low-income communities.** The Executive should build on the existing work of Community Food and Health (Scotland) to develop sustainable policies in the future.




#### 2.4.5 The SDC's Role

We will support the Scottish Government in Food Policy:

- By building on existing work started in March 2007 and conducting open discussions with experts from the food sector, NGOs, Government and academia on how to strengthen links between sustainable development and food policy. We will report to the Scottish Executive by the end of 2007
- Engaging in the process of preparation of the priorities and delivery plan for the Food and Health Delivery Plan
- Using the findings from the SDC's review of supermarkets (UK-wide) to inform our advice to the Executive on creating the necessary conditions in Scotland for a sustainable food system.



## 2.5 Supporting thriving communities

<b>Performance against Strategy</b>		Progress against some actions but slower than anticipated in building environmental links into Regeneration Outcome Agreements.
<b>Performance as shown by indicators</b>		<ul style="list-style-type: none"> <li>• Apparent decline in volunteering</li> <li>• No significant change on neighbourhood satisfaction</li> <li>• Some improvement in vehicle theft figures but anti-social behaviour worsening</li> <li>• Mixed picture on housing.</li> </ul>
<b>Overall progress toward sustainable development</b>		Signs that many types of crime are decreasing and that fewer children live in poverty. However, there is a need for more action on homelessness and anti-social behaviour. The decline in volunteering is also of concern.

### 2.5.1 Findings

- **An integrated approach to development at a community level is essential to the creation of a sustainable Scotland.** The challenge for the new Government is to build on work already underway to establish a joined-up approach to crime, regeneration, planning, greenspace provision and community participation. **Community Planning offers significant potential to deliver integration but evidence to date shows its effectiveness is variable across the country**
- The integration of Regeneration Outcome Agreements (ROAs) and Community Planning is a positive step that will assist in the development of a joined-up approach. However, it is important that all Community Planning Partnerships (CPPs) have the capacity to guide regeneration along truly sustainability lines
- The commitment to build environmental outcomes into ROAs is also to be supported. Progress has been slower than anticipated and should be addressed by the new Scottish Government
- The move toward community control of land and assets in the Highlands and Islands over recent years is welcome. The lack of access of urban communities to support was inequitable but is now being addressed. Through the Growing Community Assets Programme this has been addressed. The introduction of a system that is more consistent across the whole of Scotland is a step forward
- A decline in volunteering within Scotland is apparent from the sustainable development indicators although a change in calculation method rather than an actual fall may be responsible. As such it is hard to verify progress on this indicator. Any apparent decline would be concerning. In light of this, the recent announcement of additional funding support for volunteering is welcome.



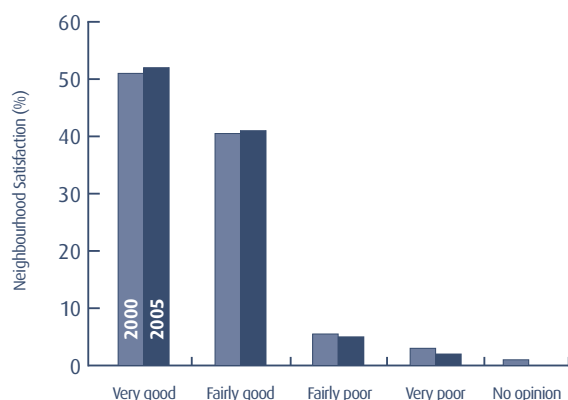
## The Policy Framework

Action on communities is also guided by a number of other government documents:

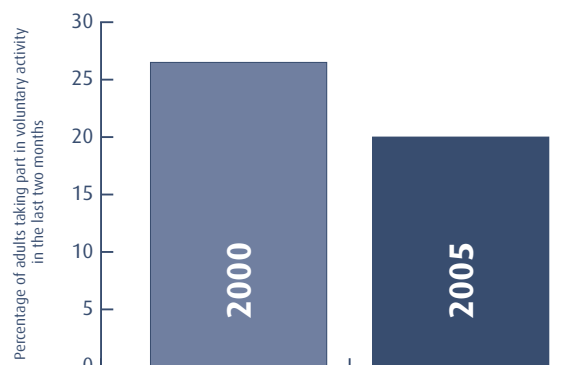
<b>Closing the Opportunity Gap</b>	<i>Closing the Opportunity Gap</i> is the Executive's social inclusion strategy. It aims to direct resources toward employment and training for the vulnerable and disadvantaged sections of Scotland's population.
<b>Planning etc (Scotland) Act 2006</b>	The Act, passed in the last session of Parliament, is the most significant modernisation of the planning system in 60 years. It is intended to create a system that is fit for purpose, efficient, inclusive and sustainable. The Executive has also recently consulted on 'Statutory Guidance on Planning and Sustainable Development'.
<b>Other relevant strategies and funding mechanisms</b>	<i>Community Regeneration Fund, Community Land Fund, Quality of Life Fund, Growing Community Assets Programme.</i>

### 2.5.2 Is Scotland going in the right direction?

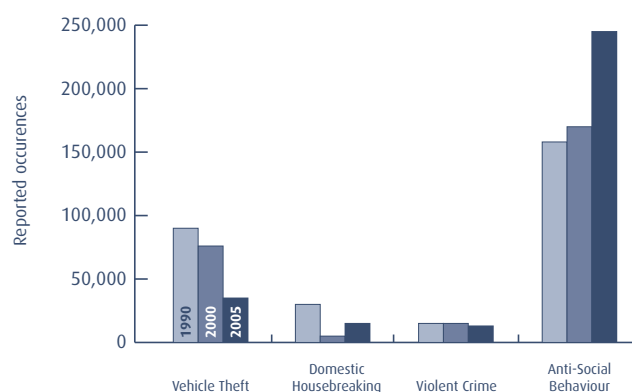
**Figure 8** Communities (Community) Indicator 1  
**Neighbourhood Satisfaction**



**Figure 9** Communities (Community) Indicator 2  
**Volunteering**

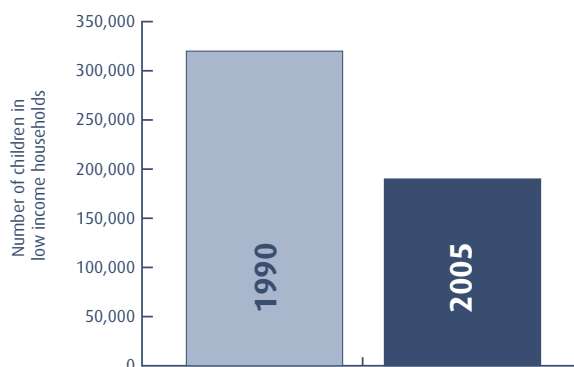


**Figure 10** Communities (Crime) Indicators 1 to 4  
**Reported occurrences of crime**



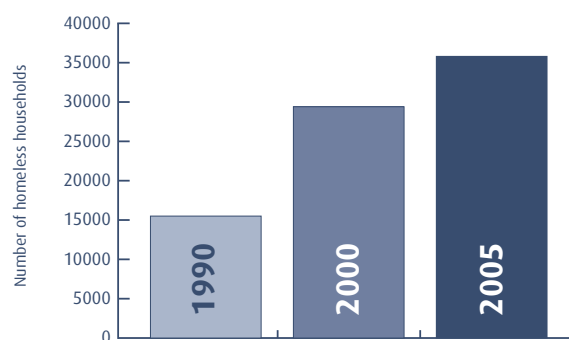


**Figure 11** Communities (Households) Indicator 1  
**Childhood Poverty**



Eight indicators within the Scottish set relate to communities, by far the greatest number corresponding to any single chapter of the Strategy. The indicators present a mixed picture in terms of trends. Progress has been made on childhood poverty and some aspects of crime while the

**Figure 12** Communities (Households) Indicator 2  
**Homeless Households**



figures on anti-social behaviour and on homeless households show a negative trend.

Volunteering also shows an apparent negative trend, although the actual picture is hard to determine as the methodology used to calculate the indicator changed between 2000 and 2005.

### 2.5.3 Analysis

Scotland's communities are extremely diverse in terms of their size, socio-economic profile, environment and proximity to other settlements. Despite this, certain common themes for thriving communities can be identified: they have an active and involved local population; they are planned so that work, retail and leisure facilities are easily accessible to all, reducing the need for travel; they have easy access to high quality green and open space; they are communities where social exclusion is minimised and where crime and anti-social behaviour is at a minimum.

The thriving (i.e. sustainable) community agenda is thus a complex one and the Executive's action in this area covers a variety of policy strands. *Choosing Our Future* makes the links to a range of Executive initiatives but contains only a few direct commitments monitored by the Action Plan.

*Choosing Our Future* does commit the Executive to build environmental regeneration into the performance management framework for Regeneration Outcome Agreements (ROAs).

*Choosing Our Future* also commits the Executive to a review of finance for regeneration with the intention of simplifying funding arrangements and delivering joined up outcomes. Completed in October

2006, this work will be taken into consideration as part of the Spending Review. It is too early to assess the impact of this on the sustainability of regeneration funding but this is an issue the SDC will monitor in future annual reviews of Scottish sustainable development policy.

One significant success in recent years has been the move toward community land ownership in the Highlands and Islands, supported by the Community Land Unit at Highlands and Islands Enterprise (HIE) and by a number of funding streams (North Harris case study). Urban communities in Scotland can also benefit from being able to own and manage land and other assets. The launch of the *Growing Community Assets Programme* in August 2006 is therefore very welcome, directing as it does £275m toward community development across urban and rural Scotland by 2009.

At the broader scale, creating sustainable or thriving communities requires that all government expenditure – not just that specifically earmarked for regeneration or community development – encourages more sustainable outcomes. As such it is essential that all procurement decisions taken by the Executive, Community Planning Partnerships and other public bodies support as far as possible



healthy local economies, employment and social and environmental enhancement. This is not the case at present.

Creating sustainable communities also requires an active and involved population. Access to information on the sustainability of the local area is important to local people in identifying what

priorities for action are. The Strategy commits the Executive to undertake research on the demand for and provision of environmental information and to engage stakeholders in the process. While this was reported on in August 2006, no further discussions with stakeholders have taken place.

## Case Study: North Harris Estate



In 2003 the local community of 700 people in North Harris, Outer Hebrides joined with businessman Ian Scarr-Hall to purchase 55,000 acres of the North Harris Estate, forming The North Harris Trust. This was the first such partnership to take control of a Scottish estate. The purchase was supported by £2.2 million from the New Opportunities Fund, Highlands and Island Enterprise, The John Muir Trust, Scottish Natural Heritage and Comhairle nan Eilean Siar.

The aim of the Trust is to achieve the regeneration and development of the North Harris community by managing the North Harris Estate as an area of outstanding natural beauty, through local participation and working with other partners where appropriate, all for the benefit of the local community and the wider public.

Current objectives include projects designed to manage, conserve and develop estate assets in a sustainable way; generate awareness,

understanding and appreciation of the cultural and Gaelic heritage of the area; facilitate appropriate community development by providing land and other resources for local housing, business and community needs; and to work with statutory bodies to improve local infrastructure and services.

The local community has been extensively involved in developing a 20-year plan to improve the assets of the estate. There has been increased community management of local resources and an increase in employment opportunities and capacity building in land-based skills (e.g. footpath maintenance and forestry works).

Following the successful early management of the estate, the residents of the neighbouring 7,500 acre Seaforth Estate decided they wished to own their land also and asked the North Harris Trust to negotiate a purchase on their behalf. This was completed in March 2006. Communities in South Harris are now considering a similar move.



#### 2.5.4 Recommendations


- Further capacity is needed within Community Planning Partnerships to promote and deliver sustainable development across all their work including on ROAs. The Executive – along with The Improvement Service, CoSLA, Sustainable Scotland Network and Audit Scotland – should consider how this can be achieved
- Public procurement wherever possible to be used to secure local employment and training opportunities, support local economies and enhance local communities and the environment
- One area of concern emerging from the sustainable development indicators set has been the apparent decline in volunteering within Scottish communities. The new Government should assess if this is due to changes in measurement or if it represents an actual decline. If so it should commission an investigation as to the possible causes of this and the means by which this situation can be addressed.

#### 2.5.5 The SDC's Role

We will support the Scottish Government:

- By supporting the Scottish Government and other agencies as appropriate on integrating sustainable development into the Community Planning process
- By assessing any changes made to the performance management framework of ROAs to deliver sustainable regeneration
- Seek to engage with the Scottish Government on public procurement with the aim of integrating local economic and social considerations into procurement criteria.

### 2.6 Environmental Justice

<b>Performance against Strategy</b>	n/a	No clear commitments in the Strategy to assess progress against.
<b>Performance as shown by indicators</b>	n/a	No indicators to measure progress.
<b>Overall progress toward sustainable development</b>		Some actions taken forward elsewhere by the Executive have helped to address elements of environmental injustice. However, the environmental justice agenda not given priority by Executive.



### 2.6.1 Findings

- Environmental justice is a useful means of highlighting the links between environmental degradation and social and economic deprivation, both in Scotland and across the world
- The *Review of Progress on Environmental Justice*, published by the Executive in December 2005, details a wide range of actions undertaken in Scotland in recent years that could be framed as being part of progress toward environmental justice, from cleaning up contaminated land to action on health and housing. More importantly
- Executive surveys of public attitudes also show progress is being made in tackling these issues though significant disparities remain between least deprived areas and Scotland as a whole
- Despite the strengths of environmental justice as a concept and Executive support for action through the *Environmental Justice Fund*, engagement with stakeholders undertaken for this evaluation suggests the concept has not taken root across relevant organisations or among the public.

### The Policy Framework

Action on environmental justice is also guided by a number of other government documents:

<b>Closing the Opportunity Gap</b>	<i>Closing the Opportunity Gap</i> is the Executive's social inclusion strategy. It aims to direct resources toward employment and training for the vulnerable and disadvantaged sections of Scotland's population.
<b>Review of Progress on Environmental Justice</b>	Review by the Executive of progress on a range of policy areas linked to the Environmental Justice agenda.
<b>Other relevant strategies and funding mechanisms</b>	Environmental Justice Fund, Contaminated Land Fund, Vacant and Derelict Land Fund, Environment and Health Strategic Framework.

### 2.6.2 Is Scotland going in the right direction?

There are no sustainable development indicators on environmental justice. There is quantitative data on issues related to environmental justice such as contaminated land. The most recent Scottish Vacant and Derelict Land Survey (2006) showed that 27% of Scotland's population is estimated to live within 500m of a derelict site. Within certain local authority areas this figure is far higher – Glasgow City (57%), Midlothian (52%) and West Dunbartonshire (51%). Since 2002, there has been a small decrease in the total amount of derelict and urban vacant land recorded, from 10,596 hectares in 2002 to 10,386 hectares in 2006.

However, there has been some success in increasing the quality of the environment of the most deprived areas in Scotland as discussed below.

Life expectancy data shows there remain significant differences between areas of Scotland. However, overall life expectancy is rising. For 2003-05 life expectancy at birth for Scotland was 74.2 years for males and 79.2 years for females. The Council area with the highest male life expectancy was East Dunbartonshire at 77.7 years, but the lowest was Glasgow City at 69.9 years<sup>12</sup>.



### 2.6.3 Analysis

Environmental Justice is a concept used to explain the connections between the environmental blight of communities and socio-economic disadvantage. It has considerable merit as a way of looking at sustainability at a community level, stressing the link between the economic, social and environmental aspects of sustainable development.

Research in 2005 by the Scottish Executive on public attitudes<sup>13</sup> found that of most concern to people were “street level incivilities” such as cat and dog mess, street litter and rubbish etc rather than “infrastructural incivilities” such as landfill sites or overhead power lines.

The study found clear evidence that street level incivilities tended to be linked to inequality, but that this was not the case for infrastructure incivilities. Furthermore, those reporting street level incivilities were more likely to report they felt anxious, depressed and consider their health poor.

The study suggested that environmental policy in Scotland should give priority to reducing the incidence of street level incivilities and that absence of greenspaces and other aspects of environmental quality appear to be more important than potential infrastructural incivilities.

However, these findings conflict, at least partially, with the research undertaken by the Scotland and Northern Ireland Forum for Environmental Research (SNIFFER) into the extent to which communities of people in Scotland living at different levels of deprivation also live in proximity to factors affecting environmental quality.<sup>14</sup>

The SNIFFER research showed that:

- People in the most deprived areas are far more likely to be living near industrial pollution, derelict land and rivers of poorer water quality than people in less deprived areas
- For landfills, quarries and opencast sites the patterns of relationship between deprivation and population proximity are less distinct. At a national scale there is no evidence to suggest that deprived populations are more likely than others to live near to landfill sites
- People living in deprived areas are less likely to live near to areas of woodland. However, for areas of new woodland the analysis shows there has been a tendency in planting toward deprived populations

- For greenspace, the analysis showed that both the least and most deprived areas in Scotland have high percentages of people living near to a local designated wildlife site, indicating there is no simple relationship.
- People living in the most deprived areas are more likely to experience poorer air quality than those living in less deprived areas.

While there is some variation in the conclusions of the two pieces of research cited, both highlight the links between environmental justice, wellbeing and sustainable development.

It is also clear that there has been progress in tackling the problem of vacant and derelict land. Survey data shows that there has been some improvement in how people in Scotland’s most deprived areas rate their local environment.

The Scottish Household Survey shows that in the 15% most deprived areas, people who rate their neighbourhood as a poor or fairly poor place to live has fallen from 26% in 1999 to 22% in 2005. While this reduction is welcome significant disparities remain.

Despite positive steps and strong programmes such as *Closing the Opportunity Gap*, the Vacant and Derelict Land Fund and the Contaminated Land fund, engagement with stakeholders undertaken for this report suggests the concept of environmental justice has not taken root either within Government or within related stakeholder organisations to the desired extent.

The challenge for the new Scottish Government is therefore to reassess the validity and usefulness of environmental justice as a way of encapsulating the issues around local environmental quality. The options are to either embrace the concept more fully as a way of guiding policy in this area or to integrate the concept further into the approach to social justice. There are also significant opportunities to strengthen links through the proposed Environment and Health Strategic Framework which explicitly references the relevance of sustainable development.

Whichever policy direction is chosen, it will be necessary for the Government to demonstrate how progress on indicators (particularly wellbeing, greenspace, derelict land, water quality and air quality) impacts on different social groups, to ensure priority is given to reducing overall inequalities of impact.



#### 2.6.4 Recommendations




- The new Scottish Government to evaluate the potential of environmental justice as a concept underpinning its work, and seek to use the concept consistently or to integrate it into action on social inclusion and social justice
- Any future revision or refreshing of *Closing the Opportunity Gap* to be used as an opportunity to more closely integrate environmental justice with social inclusion.

#### 2.6.5 The SDC's Role

We will support the Scottish Government as follows:

- We will provide advice to the new Government on the best means of integrating action to enhance local environmental and social quality and to narrow the gaps between communities in terms of their environment.

### 2.7 Protecting Scotland's natural heritage and resources

<b>Performance against Strategy</b>		Many actions on track but some slippage on <i>Marine and Coastal Strategy</i> and in work on precautionary principle.
<b>Performance as shown by indicators</b>		<ul style="list-style-type: none"><li>• Decline in some aspects of biodiversity</li><li>• Improvement in fish stocks</li><li>• Improvement in river quality.</li></ul>
<b>Overall progress toward sustainable development</b>		<ul style="list-style-type: none"><li>• Water quality and fish stock improving although much action still required</li><li>• Concerning declines in some aspects of biodiversity</li><li>• Climate change will present new challenges to Scotland's natural heritage.</li></ul>



## 2.7.1 Findings

- Protection for Scotland's land and marine ecosystems and habitats and for the nation's landscapes has been strengthened in recent years. Despite this, there are significant challenges ahead in enhancing fish stocks and dealing with the decline in some aspects of biodiversity
- Climate change poses a further threat to Scotland's natural environment. This will have to be factored into all action on the management of natural heritage in the future
- At present the Executive has an overarching economic strategy (*Smart, Successful Scotland*) and an overarching social strategy (*Closing the Opportunity Gap*) but no integrated environment strategy. The view of some stakeholders is that this creates an imbalance and leads to *Choosing Our Future* being perceived as an environment strategy rather than one addressing all sustainability issues.

## The Policy Framework

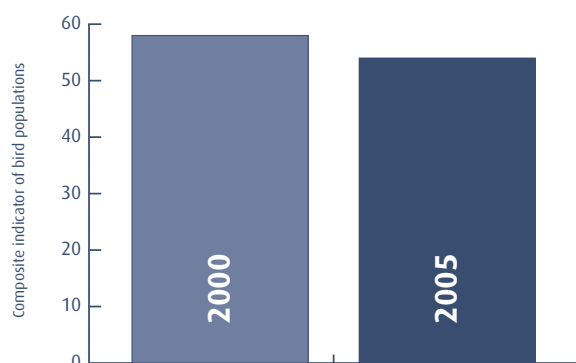
Action on natural heritage and resources is also guided by a number of other government documents:

<b>Scotland's Biodiversity: It's In Your Hands – A strategy for the conservation and enhancement of biodiversity in Scotland (2004)</b>	The <i>Scottish Biodiversity Strategy</i> represents Scotland's response to its obligations under the Convention on Biological Diversity and to the <i>UK Biodiversity Action Plan</i> . Its aim is to conserve biodiversity for the health, enjoyment and wellbeing of the people of Scotland. By 2030, the vision is for Scotland to be recognised as a world leader in biodiversity conservation.
<b>Seas the Opportunities – A Strategy for the Long Term Sustainability of Scotland's Coasts and Seas (2005)</b>	The strategy set out a vision for clean, healthy, safe, productive and biologically diverse marine and coastal environments, managed to meet the long term needs of nature and people. This vision is founded on the principles of sustainable development.
<b>A Sustainable Framework for Scottish Sea Fisheries (2005)</b>	The vision of the Scottish Executive's <i>Sustainable Framework for Scottish Sea Fisheries</i> was to secure a sustainable and profitable future for the Scottish sea fishing industry.
<b>Scottish Forestry Strategy (2006)</b>	Revised in 2006, the <i>Scottish Forestry Strategy</i> set out the Executive's framework for taking forestry forward over coming decades. The strategy's vision is of a sector that is diverse and strong, is in tune with the environment and provides employment, services and other benefits for people.
<b>Other Relevant Strategies and Funding Mechanisms</b>	<i>A Forward Strategy for Scottish Agriculture, A Strategic Framework for Scottish Aquaculture.</i>

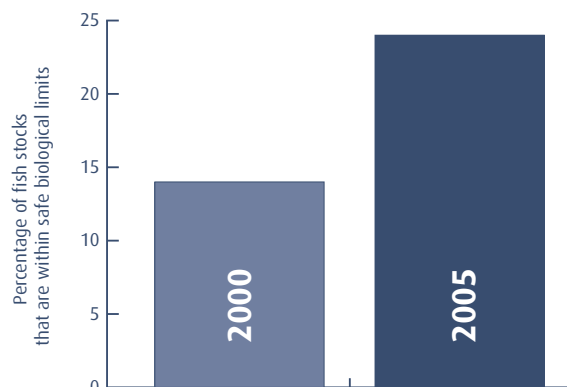


## 2.7.2 Is Scotland going in the right direction?

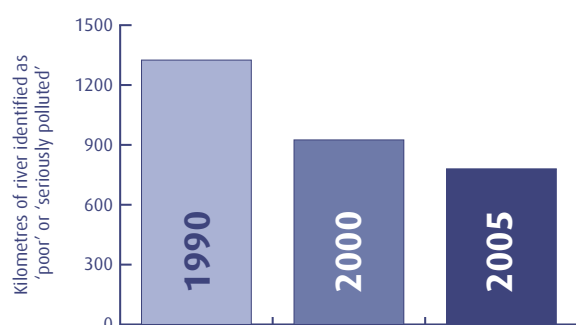
**Figure 13** Natural Resources (Biodiversity) Indicator 1  
Bird Populations



**Figure 14** Natural Resources (Marine) Indicator 1  
Fish Stocks



**Figure 15** Natural Resources (River Quality) Indicator 1  
River Quality



Indicators on Scotland's natural heritage and resources show a mixed picture. Recent years have seen an improvement in river water quality and in the percentage of fish stocks that are within safe biological limits, although for the latter indicator it should be noted that 76% of stock is still not within safe limits. The Executive's three biodiversity indicators all relate to bird populations. Of these two are improving while the third is in decline.



### 2.7.3 Analysis

Scotland has a great variety of land and marine habitats and ecosystems, many of which are of international environmental significance. The economic and social value of Scotland's mountains, forests, moorlands, lochs and farmlands, coastline and seas has also been increasingly recognised.

Protection of biodiversity, habitat and landscape has been enhanced but challenges remain. The sustainable development indicators show that some aspects of our biodiversity are still in decline. For fish stocks, while the trend is positive, the great majority of the resource is still not being managed in a sustainable fashion, threatening the communities that rely on fishing as the basis of their economy.

Much action on natural heritage is governed by the strategies noted at the start of this section. The specific commitments on natural heritage and resources set out in *Choosing Our Future* are to:

- Develop implementation plans for the biodiversity strategy
- Convene an advisory group to take forward the *SEAS the Opportunity Strategy*
- Integrate the five sustainable development principles outlined in *Choosing Our Future* into new or revised sectoral strategies on forestry, fisheries, aquaculture and agriculture
- Adopt an ecosystems approach to environmental management that links to the vision set out in the Water Framework Directive
- Develop practical guidance on how to apply the precautionary principle to administrative and regulatory functions of government.

These specific actions have been largely achieved although there has been some slippage in the reporting of the advisory group on *SEAS the Opportunity* and in preparation of guidance on the precautionary principle.

One suggestion made by stakeholders consulted for this report is that there is a case for having a Scottish environment strategy on a similar footing to the *Framework for Economic Development and Closing the Opportunity Gap*. This would provide an overarching framework for what at present is a significant number of sectoral strategies addressing biodiversity, forestry, agriculture, aquaculture and marine resources. In the absence of such an environmental strategy, *Choosing Our Future* has to fulfil this role as well as conjoining economic, social and environmental concerns.

It was felt by some that this reinforced the ambiguity about whether sustainable development was primarily concerned with environmental and resource use or, as the SDC believes, is about the development of policy that achieves positive economic, social and environmental outcomes.

Looking forward, climate change presents a major challenge to Scotland's natural heritage. This has been addressed to some degree in recently revised strategies in this field and will also form part of the climate change adaptation strategy currently under development by the Executive. Further action is required to ensure the impacts of climate change are fully integrated with all work of the Executive on natural heritage. The potential for Scotland's forests, peatlands and soils to be employed as carbon sinks or protected to avoid additional carbon emissions should also be considered in more depth.

### 2.7.4 Recommendations

- Guidance on the effective application of the precautionary principle, developed by SNIFFER and other public bodies, to be formally adopted by all relevant Government agencies
- While climate change is addressed within recently revised or refreshed strategies in

this policy area, further consideration to be given to the impact of our changing climate on natural resources and ecosystems, how negative impacts can be ameliorated and the extent to which forests, peatlands and soils can be effectively used as carbon sinks or reserves.






### 2.7.5 The SDC's Role

We will support the Scottish Government:

- By monitoring the adoption of guidance on the precautionary principle by Government agencies
- Contribute to the Executive's work on climate change adaptation and advise the Government on an effective approach to the use of Scotland's natural resources as carbon sinks or reserves.

## 2.8 Waste

Performance against Strategy		The <i>National Waste Plan</i> on track toward targets but some slippage in specific deliverables.
Performance as shown by indicators		<ul style="list-style-type: none"> <li>• Total waste arisings roughly constant</li> <li>• Step change improvement in domestic recycling.</li> </ul>
Overall progress toward sustainable development		Good increase in domestic recycling but overall waste arisings still unsustainable and not in decline.

### 2.8.1 Findings

- **There has been substantially increased investment in waste minimisation and prevention programmes over recent years by both the Executive and Local Authorities**
- **There has been good progress on household recycling.** However, some stakeholders have expressed concern that the Executive is not releasing *Strategic Waste Fund* (SWF) monies quickly enough to allow local authorities to put in place the necessary infrastructure to meet the next round of more demanding targets
- **Scotland's overall production of waste and the amount of material being sent to landfill continues to increase.** Waste from the commercial sector is a particular concern
- There is untapped potential for the enterprise networks to work with the waste industry to promote the creation of businesses and jobs in sustainable waste management and thus contribute to resource efficiency
- **The SDC welcomes the aspiration of the new Government that Scotland will become a zero waste economy.** The SDC supports the intention to consult on new national standards for waste management.



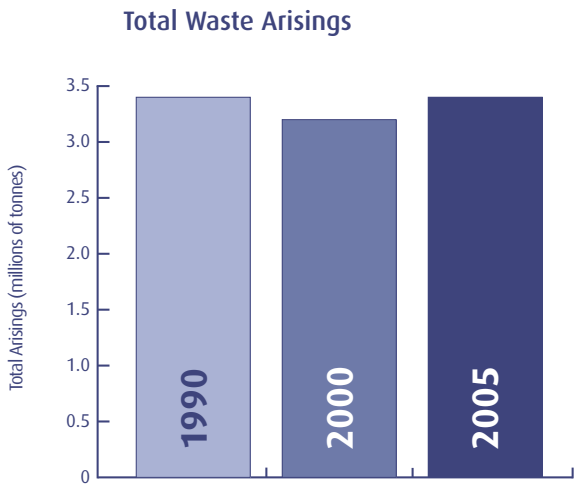
The Policy Framework

Action on waste is also guided by a number of other government documents:

<b>The National Waste Plan (2003)</b>	Scotland's <i>National Waste Plan</i> established the direction of the Scottish Executive's policies for sustainable waste management. It is built around a commitment by the Executive to transform Scotland's record on waste reduction, recycling, composting and recovery. The plan outlines objectives for the sustainable management of Scotland's waste. The aim is to deliver an integrated waste management system, which by 2020 will recycle or compost more than half of Scotland's waste, landfill less than a third and recover energy from the remainder.
<b>Business Waste Framework (2007)</b>	The framework sets out a strategy for addressing commercial and industrial waste.

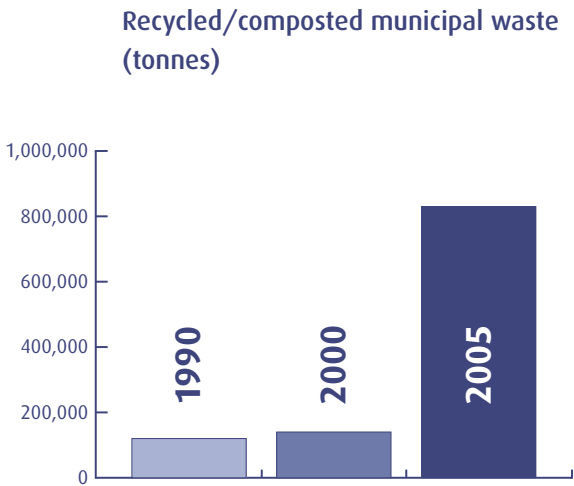
2.8.2 Is Scotland going in the right direction?

Figure 16 Waste Indicator 1



The indicators show that significant progress is being made on municipal waste recycling. Despite this, an appraisal of the broader picture reveals that overall trends on waste are still negative. Domestic waste arisings continue to grow at 1.5 – 2% per

Figure 17 Waste Indicator 2



annum. It should also be noted that municipal waste represents just three million (15%) of the 19 million tonnes of waste that Scotland produces each year and that far less progress has been made in addressing industrial and commercial waste.

2.8.3 Analysis

Scotland's historic performance on waste management has been poor both in absolute terms and in comparison with our European neighbours. The publication of the *National Waste Plan* in 2003 and European requirements for action heralded a new approach to waste management. Recent years have seen a significant rise in domestic recycling

in Scotland with the EU target of 25% recycling of domestic waste by 2006 achieved. Despite this, performance across Scotland varies greatly and it is clear that more action is required if we are to meet the target of 55% recycling and composting of municipal waste by 2020.

It is also important to note that performance



on waste minimisation and on industrial and commercial waste has been far less impressive. Sixteen million tonnes of commercial, industrial and demolition waste is produced in Scotland every year,<sup>15</sup> dwarfing the three million tonnes produced domestically.

Our analysis of Government progress toward building a strong and sustainable economy has shown that *Going for Green Growth: a green jobs strategy for Scotland* – has had limited success in helping green Scotland's economy, because its focus has been on priority industries rather than coordinating action across the economy. There is substantial scope for the enterprise networks to play a bigger role in supporting resource efficiency in Scotland's economy.

The *National Waste Plan*, which sets the strategic framework for action in this area, predates *Choosing Our Future*. Given this, the specific commitments to action on waste within the sustainable development strategy are limited. Commitments made in *Choosing Our Future* were to:

- Continue investment in more sustainable waste solutions
- Work with SEPA to decrease business waste to landfill
- Consult on a domestic waste prevention plan
- Review by spring 2006 how best to support businesses in making more efficient use of resources
- Promote consumer awareness of waste issues.

These objectives have all been achieved although progress on some has not been as rapid as

intended. In terms of action on commercial waste, the recently published *Business Waste Framework* does set out a programme of action and a target to reduce business waste by at least 200,000 tonnes a year. While welcome, the scale of the challenge dictates that far more will have to be achieved in this sector in coming years. Enterprise Networks have an important role to play in helping business address waste production.

Action to increase consumer awareness of waste issues has also been limited. Given that future domestic waste reduction targets will require behaviour change and public support to be achieved, more action is required in this area. Packaging waste is a particular area of concern, requiring action by government, retailers and consumers.

The key challenge for the new Scottish Government is to build on what has been achieved to date by engineering a transformation in waste management. In this context the commitment of the new Government to the vision of a 'zero waste' economy is very welcome. A step change in performance will however be required if we are to move significantly toward this goal of waste minimisation rather than recycling.

The role of energy from waste in reducing the amount of waste going to landfill remains a contentious issue. There is a clear role for energy from waste but it has to be the final element of any sustainable approach, with the priority being waste minimisation, then reuse and then recycling.

The new Scottish Government should set out a clear strategy aimed at moving Scotland incrementally toward zero waste with an emphasis on waste reduction as the basis of the strategy.

#### 2.8.4 Recommendations

- Procurement policies and activities to continue to develop requirements to specify the use of recycled products and to drive down waste
- The *Green Jobs Strategy* to be revised to give a clearer role to enterprise networks to support the commercial sector in delivering significant waste reductions
- The new Government to work actively with retailers, manufacturers and others to reduce packaging waste
- **Work should be undertaken to build on the concept of a zero waste economy, similar to the way in which the concept of 'carbon neutral' has taken root.** This should draw on international examples of best practice
- The Scottish public have an important role to play in increasing recycling rates. Further engagement with the public on these issues is required if we are to achieve further significant progress on recycling.






### 2.8.5 The SDC's Role

We will support the Scottish Government:

- By advising the Government on the means of achieving a zero waste economy in Scotland
- By advising the Sustainable Procurement Team at the Executive on the best means of integrating sustainable waste management into procurement.

## 2.9 Scotland's Global Contribution

<b>Performance against Strategy</b>		Progress against many actions in strategy but slippage on energy efficiency strategy development.
<b>Performance as shown by indicators</b>		<ul style="list-style-type: none"> <li>• Improvement in greenhouse gas emissions</li> <li>• Significant progress on renewable electricity</li> <li>• Increase in transport kilometres and therefore emissions.</li> </ul>
<b>Overall progress toward sustainable development</b>		While good progress in some areas far more action required to achieve the long term cuts in emissions that are required.

### 2.9.1 Findings

- **Scotland is making very good progress in terms of renewable capacity and output. The previous Administration's target of meeting 18% of our electricity capacity by the end of 2010 has already been met. It is important that progress is maintained**
- **There has been insufficient focus on energy efficiency and demand reduction within the Executive. The need to develop low carbon sources of energy should not divert attention from reducing demand across homes, businesses and the transport sector**
- The commitment by the previous Administration to develop a Renewable Heat Strategy was a positive step. Significant opportunities exist for using renewable sources – in particular bioenergy sources – to provide heat in Scotland. However, the major opportunity in heat is likely to be in providing more carbon-efficient sources of heat from conventional fuel sources through the development of decentralised heat networks
- **There is evidence that Scotland has achieved some success in "decarbonising its economy". Greenhouse gas emissions have fallen while GDP has continued to rise.** This is a potential success story. However, it must be recognised that a) a proportion of initial success has come from a decline in manufacturing output within Scotland and b) increased reliance on importing manufactured goods means that **Scotland's overall carbon footprint is unlikely to have fallen as far as suggested by the headline indicator**
- There is a need to develop independent reporting of carbon emissions in Scotland. The commitments to monitor delivery of policies set out in *Changing Our Ways*



is welcome but would benefit from independent assessment and reporting, as is the case for sustainable development policy

- **The commitment of the new Government to bring forward legislation on a Scottish Climate Change Bill is welcome.**

- There is concern among stakeholders that action on climate change may obscure the need for wider work on delivery of a sustainable Scotland.

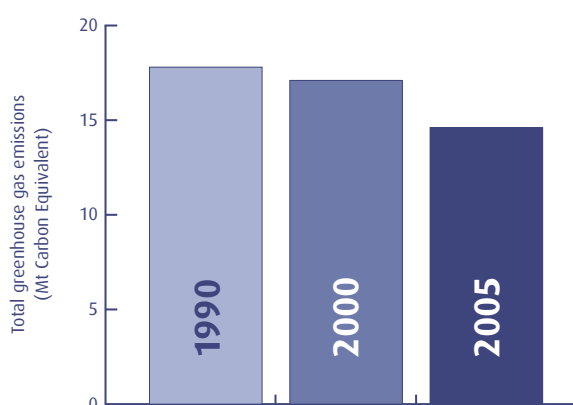
## The Policy Framework

Action on Scotland's global contribution is also guided by a number of other government documents:

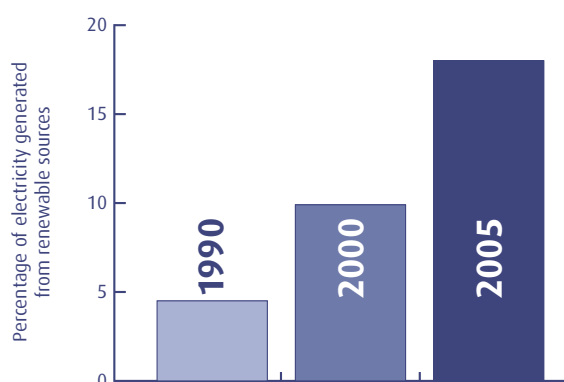
<b><i>Changing Our Ways: Scotland's Climate Change Programme (2006)</i></b>	The Programme details action being taken by the Scottish Executive (and partners) to tackle climate change. It set a framework to deliver carbon savings (benchmarked by the Scottish target to exceed Scotland's fair share of UK carbon emission savings by 1 million tonnes of carbon in 2010) and to reduce Scotland's vulnerability to climate change through a series of voluntary, regulatory and educational measures.
<b><i>The Renewables Obligation (Scotland) (2002)</i></b>	<i>The Renewables Obligation (Scotland) (ROS)</i> has been the Executive's main policy instrument for delivering more renewable electricity generating capacity in Scotland. The previous Administration's target was for 18% of electricity generated in Scotland as a proportion of demand to be from renewable sources by 2010, rising to 40% by 2020.
<b><i>Millennium Development Goals (2000)</i></b>	The eight <i>Millennium Development Goals (MDGs)</i> represent commitments to reduce poverty and hunger and to tackle ill health, gender inequality, lack of education, lack of access to clean water and environmental degradation. All 191 United Nations Member States made a commitment to the MDGs in 2000 with an aim to achieve them by 2015.

### 2.9.2 Is Scotland going in the right direction?

**Figure 18** Global Contribution Indicator 1  
Climate Change



**Figure 19** Global Contribution Indicator 2  
Renewable Energy





Indicators on climate change and energy show positive trends. Scotland's greenhouse gas emissions declined by 10% between 1990 and 2003, a greater reduction than that achieved in the UK as a whole and close to the 2008-12 target set for Kyoto. Emission cuts are the result of a variety of factors – some are the result of direct government action but the greater part of the reduction can be attributed to changes in the mix of fuels used for energy generation and to the decline of Scotland's heavy industrial base. This context is important. To continue progress toward the UK Government's 60% target and the 80% reduction target proposed

for the upcoming Scottish Climate Change Bill will require far more concerted action on the part of government, business and wider society.

On renewable energy generation progress has been impressive. Scotland has already achieved the 2010 target of 18% renewable electricity set by the previous Administration. It is vital that this progress is maintained.

Much more disappointing has been progress on transport. Total vehicle kilometres travelled have risen steadily since 1990 and the high level of emissions from the transport sector threatens to cancel out the good work being done elsewhere.

### 2.9.3 Analysis

Sustainable development is a global agenda. The action we take in Scotland therefore needs to be driven by global concerns as well as direct impacts within Scotland itself. Perhaps more than any other issue, climate change illustrates the international nature of sustainable development both in terms of the action required to reduce emissions and the international impacts that our changing climate will have.

Action on climate change must be placed within a wider context of global sustainability. We need to support international development and action against poverty and we need to ensure the Earth's resources are more equitably shared between nations and people.

*Choosing our Future* set out a range of actions intended to progress work on climate change and sustainable energy, to gain a better understanding of our global footprint and to contribute to the Millennium Development Goals. The main actions are to:

- Develop a Scottish Climate Change Programme
- Publish an Energy Efficiency Strategy
- Meet the commitment to generate 18% of electricity from renewable sources by 2010 and 40% by 2020
- Roll out work on ecological footprinting to local authorities and schools across the country
- Embark on wider engagement, education and communication with the public around the sustainability of goods and services.

*Changing Our Ways: Scotland's Climate Change Programme* was published in March 2006. It establishes the principle of a 'Scottish Share' of UK emissions and commits the Executive to reduce those Scottish emissions over which it has control more rapidly than those of the rest of the UK.

In taking forward *Changing Our Ways* there have been moves to embed climate change at a strategic level within the Executive through the setting up of a high level delivery group for the strategy.

However, it will also be important to translate some of the high level goals into tangible action and progress with outcome driven targets.

Other positive initiatives on climate change over the last year include the *Scottish Climate Change Declaration* and the *Scottish Business Leaders Group on Climate Change*.

Looking forward, the SDC welcomes the proposed Climate Change Bill for Scotland and plans for a monitoring body to oversee progress on reductions on greenhouse gas emissions.

All this action on climate change is to be commended although again the urgency of the issue requires more significant and more rapid cuts in emissions to be made than are presently being delivered. In terms of the machinery of government, one concern, supported by a number of stakeholders, is that climate change as an issue has the potential to become disengaged from the rest of the sustainable development agenda. The Sustainable Development Commission is keen that climate change remains within a wider sustainable development framework and does not become separate from it.



Publication of the *Energy Efficiency and Microgeneration Strategy* has fallen behind the original timetable and consultation on a draft strategy is only just complete. The view of the Commission is that energy efficiency and demand reduction should be at the heart of any sustainable energy policy.

There has been a lack of leadership on energy efficiency to date resulting in uncoordinated policy initiatives and a lack of direction being set for Executive agencies (in particular the Scottish Building Standards Agency). It is hoped that a finalised *Energy Efficiency & Microgeneration Strategy*, either separate to or as part of a proposed Scottish energy strategy, will provide that necessary direction from Government.

Progress on renewable electricity is to be commended, the Executive having met its 18% target ahead of schedule with significant additional capacity likely to come on stream in the next few years. The Commission believes this demonstrates the great potential of renewable energy within Scotland and would encourage the new Scottish

Government to review current targets to assess the potential for an even more rapid expansion of the sector.

Measuring our global impacts is essential if we are to play our part in addressing unsustainability. The Executive's support for work on ecological footprinting has proved useful in increasing understanding of the concept and thus in increasing appreciation of the extent to which Scotland, like other Western nations, uses more than its fair share of global resources. The extension of the footprinting programme to all Scotland's local authorities and its use elsewhere is welcome.

On information and awareness raising, the Executive's approach has centred on the *Its Our Future* social marketing and awareness raising campaign. The campaign met with a mixed reaction from stakeholders involved in the preparation of this report. An evaluation of the effectiveness of the first phase of the campaign has been carried out and will be published shortly. It is hoped the results of the evaluation help focus future engagement on these important issues.

## 2.9.4 Recommendations

- The Scottish Government must build on the progress made on renewable energy and seek to establish Scotland as a world leader both in the sustainability of our energy and electricity supply and in terms of the production of renewable energy technologies
- **A sustainable energy strategy must be based on demand reduction and efficiency of use.** Not enough emphasis has been placed on this aspect of energy policy. The challenge for the new Government is to publish an *Energy Efficiency and Microgeneration Strategy* that redresses this and puts efficiency of use at the heart of energy policy
- **Transport remains an area where carbon emissions continue to go in the wrong direction.** In this context the commitment of the previous Executive to consider a Carbon Balance Sheet was welcome. If Scotland is to deliver policy commitments on carbon reduction, tackling carbon emissions from transport will be critical. We recommend the Scottish Government commences work on a Carbon Balance Sheet
- **The Scottish Government to develop a further carbon footprint indicator to measure carbon emissions related to Scotland's overall economic activity including imports.** This should include carbon emissions from aviation and shipping and would then sit alongside the current indicator that tracks carbon emissions generated within Scotland and allow tracking of gross and net emissions
- **The planned Scottish Climate Change Bill is to be welcomed. If enacted, mechanisms to independently assess delivery of carbon reductions within Scotland must be established to ensure public confidence in reporting.**





## 2.9.5 The SDC's Role

We will support the Scottish Government in work to deliver Scotland's Global Contribution as follows:

- By providing expertise to support work assessing additional measures of progress for Scotland, including indicators on carbon
- By supporting work on energy efficiency and microgeneration and advising the Scottish Government on setting a clearer framework for action on demand reduction, energy efficiency and decentralised energy
- By providing expertise and advice relating to carbon measurement, offsetting and carbon neutrality to link with work on energy efficiency
- By supporting and advising on development of policy designed to implement an expected Scottish Climate Change Act.

## 2.10 Making the Links – Built Environment

<b>Performance against Strategy</b>		On track against commitments to improve building standards.
<b>Performance as shown by indicators</b>	n/a	No indicators for built environment.
<b>Overall progress toward sustainable development</b>		Far more potential to improve the energy efficiency and resource consumption of the building stock.

### 2.10.1 Findings

- Overall energy performance of Scotland's homes and buildings is still poor, causing significant waste of energy and a lack of comfort for many of Scotland's people
- Buildings are also responsible for huge consumption of resources and for a large part of Scotland's waste stream. More action is required to address this
- In terms of new build, while the revision upwards of energy performance standards within the new Scottish Building Regulations is welcome, much more is required.
- While there are some examples of high sustainable development standards being integrated into public building procurement, this is by no means universal and far more could be achieved.
- Given that only one per cent of the building stock is replaced annually, a major improvement in energy standards will only be achieved by a more concerted programme of insulation and energy performance investment in the existing stock



## The Policy Framework

Action on the built environment is also guided by a number of other government documents:

<b>Fuel Poverty Statement (2002)</b>	The Executive's <i>Fuel Poverty Statement</i> built on the commitments to action in Scotland set out in the 2001 UK Fuel Poverty Strategy. The current target is to eliminate Fuel Poverty in Scotland by 2016.
<b>Building Our Future: Scotland's School Estate (2003)</b>	The joint Scottish Executive/CoSLA strategy, <i>Building Our Future: Scotland's School Estate</i> highlighted sustainable development as a key element in the shaping of the future school estate. It is a long-term strategy that details the principles and processes to consider for developing schools that are centres of excellence in terms of the built environment, as well as learning and teaching.
<b>Building (Scotland) Regulations 2004</b>	Set out energy efficiency standards for buildings in Scotland. Scotland's Building Regulations underwent review in 2006 and new standards that include increased thermal performance as part of wider sustainable development criteria are included. A review of future changes will start in 2008.

### 2.10.2 Is Scotland going in the right direction?

No Sustainable Development indicators are published in relation to the built environment.

### 2.10.3 Analysis

Safe, dry and warm homes are essential to wellbeing. More broadly the built environment is responsible for significant resource consumption in construction, for a high percentage of Scotland's greenhouse gas emissions and for around a quarter of all materials going to landfill.

*Choosing our Future* makes only a few direct commitments to action in this area. The most important commitment is to review Scottish Building Standards to determine how they can be used to further sustainable development. New Scottish Building Standards were published in May 2007. These do set a higher standard for energy performance.

There remains however a lack of a long term vision of low or zero carbon housing in Scotland. This is in contrast to England where the Department of Communities and Local Government is committed to delivery of carbon neutral housing by 2016. Establishing a pathway for Scotland to achieve such an outcome would be of great benefit.

The challenge of climate change and the need

to address the fuel poverty suffered by many Scots also requires significant investment in existing stock. While programmes are in place to improve the quality of insulation and tackle damp and cold homes, the scale of the challenge requires far greater action to be taken. The social, economic and environmental benefits of action in this area are obvious.

More action is also required to integrate other sustainable development principles into building, from the choice of materials to water recycling, the use of passive solar gain, the integration of Combined Heat and Power (CHP) and renewable energy into new and existing developments, as well as the recycling of construction materials. There are examples around Scotland of sustainable buildings, however we are very far from seeing such an approach taken in mainstream construction.

In terms of public building procurement there is some good practice but a distinct lack of consistent implementation of high sustainable development standards. While Aberdeen City Council has integrated



many sustainable development issues into its new school building contract (see case study), elsewhere schools, hospitals and other public buildings funded through PPP (Public Private Partnership) are failing

to do so, despite the emphasis on high standards in the *Building Our Future* strategy. The Scottish Government, alongside CoSLA and other bodies, must act to address this issue.

## Case Study: Aberdeen 3Rs Programme



The 3Rs Project marked the start of the regeneration of Aberdeen City Council's schools estate. The initial phase will see two secondary schools replaced, seven new primary schools built, one refurbished and the incorporation of two special schools within the new developments. The project is being implemented through a Public Private Partnership (PPP) using a Non-Profit Distributing Organisation with support from the Scottish Executive.

The project is intended to Reorganise, Renovate and Rebuild the schools, including community facilities and other Council and public services such as libraries. In addition, Grampian Police are taking space in four of the schools and NHS Grampian will locate two of the three city Child Development teams with the new structures. There is also a partnership arrangement with three charities; namely VSA (formerly Voluntary Service Aberdeen), Barnardos Scotland and the University

of Aberdeen.

Regular meetings with reference groups and workshops with local communities allowed school staff, individuals and other stakeholders to input into the design criteria. In addition, the Council's contract specification set high performance standards related to a range of environmental criteria including energy use and generation, insulation, rain water harvesting, the use of natural light and ventilation and sustainable urban drainage systems (SUDS).

Financial and environmental savings have yet to be fully assessed but it is anticipated that this project will directly benefit Aberdeen City Council through lower energy use and operational savings whilst providing a healthier working environment for pupils and staff. Construction was scheduled to start in July 2007, with the first new school expected to be opened in the summer 2008.



## 2.10.4 Recommendations




- While the revision upwards of energy performance standards within the new Scottish Building Regulations is welcome, higher standards are required. The new Scottish Government to provide clearer leadership and send out a long term signal for industry and the public sector
- The Scottish Government needs to support other public bodies to take a consistent approach to implementing sustainable development principles in new developments and in particular, schools and hospitals
- The Scottish Government must demonstrate leadership by further addressing carbon management, water use reduction and the encouragement of biodiversity within its own estate
- Given the balance of new build versus existing stock, a stronger emphasis to be given to retro-fitting energy efficiency measures to older properties.

## 2.10.5 The SDC's Role

We will support the Scottish Government in work on the Built Environment:

- By supporting the Scottish Government in reviewing work on energy efficiency and microgeneration and providing a view to the new Government on how it can set a clearer framework for action on energy efficiency, demand reduction and decentralised energy to deliver carbon savings
- By providing expertise and advice relating to carbon measurement, offsetting and carbon neutrality in Scotland
- By advising the Scottish Government on the best means to move toward zero carbon buildings in Scotland.

## 2.11 Learning to Make Scotland Sustainable

<b>Performance against Strategy</b>		Most workstreams on track but some limited slippage in producing <i>Learning for Our Future</i> and its associated Implementation Plan.
<b>Performance as shown by indicators</b>		<ul style="list-style-type: none"> <li>• Step change improvement in Eco-Schools</li> <li>• Step change improvement in Green Flag schools.</li> </ul>
<b>Overall progress toward sustainable development</b>		Good progress in schools but still need to embed sustainable development in further and higher education sectors more and to make links between Eco-Schools and other aspects of sustainable development addressed by the curriculum.



2.11.1 Findings

- Early work on raising awareness of sustainable development is bearing fruit: there is a growing understanding among civil servants about the purpose of sustainable development and its role in policy-making
- The Eco-Schools initiative has been highly successful. However, there is a need to consider how to learn from this experience for secondary schools throughout Scotland
- Scotland has world-class educational institutions that could be leading the way in sustainable development education. However, understanding about the relevance of sustainable development and action on this front is lower in the Further and Higher Education sectors.

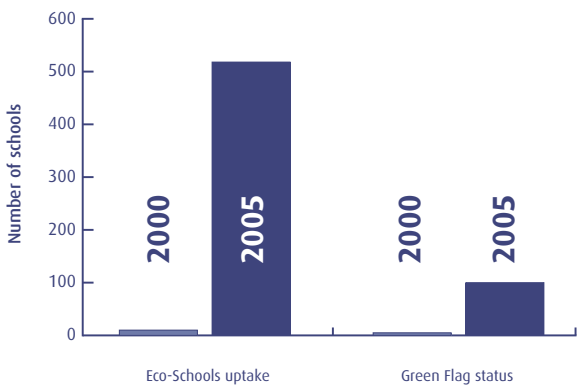
The Policy Framework

Action on learning to make Scotland sustainable is also guided by a number of other government documents:

<b>Learning for Our Future (2006)</b>	<i>Learning for Our Future</i> is the Executive’s Strategy for sustainable development education. It built on the commitment of the United Nations General Assembly that 2005 to 2014 should be the Decade of Education for Sustainable Development (DESD). <i>Learning for Our Future</i> set out a vision for sustainable development education and a commitment to take the agenda forward in schools, colleges, universities and through lifelong learning.
<b>A Curriculum for Excellence (ACE) (2004)</b>	<i>A Curriculum for Excellence</i> (ACE) set out the Scottish Executive’s vision for transforming Scottish education by 2007. It sought to establish the values, purposes and principles of education in Scotland for children between the ages of three and eighteen and will be used to unify the curriculum. Activities such as enterprise, citizenship, sustainable development, health and creativity were to be built into the framework.

2.11.2 Is Scotland going in the right direction?

Figure 20 Education and Learning Indicators 1 & 2  
Eco-Schools Uptake & Green Flag status



Scotland has made significant progress in embedding Eco-Schools in the Primary School sector and in the number of schools with Green Flag status. There are no indicators that relate to wider public awareness of sustainable development or to its integration into further and higher education.



### 2.11.3 Analysis

Awareness raising and behaviour change are important in moving Scotland along a more sustainable path. To achieve this requires that sustainable development is integrated into primary and secondary schooling, to the further and higher education sector and into workplaces and opportunities for lifelong learning. Scotland's action in this field sits within the context of the United Nations Decade of Education for Sustainable Development (ESD) 2005-14.

*Choosing Our Future* includes a number of commitments. These are:

- To ensure the new *Curriculum for Excellence* integrates ESD across subject areas
- To publish a Scottish Action Plan for the UN Decade
- To develop a programme of communication on sustainable development in partnership with a range of other organisations
- To better integrate sustainable development into training for Executive staff.

Progress on these objectives has been largely in line with the timetable set, although the Scottish Action Plan *Learning for Our Future* was published late. The *Curriculum for Excellence* was published on time and along with *Building the Curriculum* (2006) has integrated sustainable development to a more significant degree than before. It is difficult however to track the extent to which this will lead to greater understanding of sustainable development and the Executive should establish processes to monitor the success of this aspect of the *Curriculum for Excellence*.

With regard to wider implementation of the ESD agenda, the Sustainable Development Education (SDE) Policy Network has been established, drawing together educationalists, NGOs and others with a professional interest in this field.

At the further and higher education level the Scottish Qualifications Authority has prepared Guidance for unit writers for higher and further education on how to embed sustainable development within their unit writing. They are

now also looking at methodologies for embedding sustainable development into higher national awards (HNC/HND) and are working with SDE Policy Network to take this forward.

At schools level there has been impressive performance in rolling out the Eco-Schools programme across the primary sector and Scotland can now be viewed as a leader in European terms in the delivery of Eco-Schools. Less progress has been made at secondary level and this remains a challenge for the new administration. It is also important that stronger links are made between Eco-Schools with its environmental focus and programmes on health and citizenship operating at school level.

Progress on raising public awareness of sustainable development has been less impressive. Action by the Executive has largely centred on the *It's Our Future* public awareness campaign. A review of the campaign has taken place and it is hoped this will inform future public engagement. While stakeholder views differed on the effectiveness of *It's Our Future* to date, there was the recognition that to be effective such campaigns need long term commitment.

Training for Executive policy makers and other staff was another commitment within *Choosing Our Future* and such action is important to the integration of the agenda within government. To mainstream sustainable development requires it to form part of job descriptions, induction and regular training for all staff. Other mechanisms could be to include an assessment of the 'contribution to sustainable development' into annual staff appraisals.

To date the Executive has held sustainable development workshops for senior civil servants and policy makers as well as a number of other related seminars. There are plans for the further development of training in this area but it is clear that a more integrated and uniform approach is required to place this agenda at the heart of policy-making.

There is further discussion on these last two points in the Governance section.



#### 2.11.4 Recommendations

- That the excellent progress made on Eco-Schools at primary level is also achieved at secondary school level. It is also important that stronger links are made between Eco-Schools with its environmental focus and programmes on health and citizenship operating at school level
- The integration of sustainable development into *A Curriculum for Excellence* is welcome. It is important the effectiveness of the new approach in changing levels of understanding is monitored
- The Scottish Government to address behaviour change to support sustainable development at a strategic level and uses social marketing techniques to get key messages on sustainable development across to all groups within society
- That the further and higher education sectors be more fully engaged in the sustainable development agenda
- The Scottish Government strengthens existing training programmes on sustainable development for all grades of staff.

#### 2.11.5 The SDC's Role

We will support the Scottish Executive in work on learning to make Scotland Sustainable:

- By co-ordinating an expert working group from across the primary, secondary and tertiary education sectors to advise the Scottish Government on the second phase of its work in the UN Decade of Education for Sustainable Development
- By working with the new Administration to further embed sustainable development in staff training across the Executive.



# Measuring Progress

Indicators of Sustainable Development





### 3.1 Findings

- Indicators are an important means of monitoring progress toward (or away from) sustainable development and a useful tool to communicate sustainability issues to the public and stakeholders
- The Executive's set of indicators allow progress against many sustainability issues to be assessed – the indicator set covers economic, social and environmental issues
- The data provided by the indicators shows positive trends in many areas of policy. Some indicators related to Communities and to Travel show negative trends
- Most indicators are appropriate; some however do not allow a clear understanding of progress to be assessed. For example, the indicator that measures the number of Air Quality Management Areas (AQMAs) does not show whether air quality is improving or declining
- There are gaps in the indicator set in relation to food policy and the built environment. The indicator set could also be strengthened in relation to Travel and Wellbeing
- The Executive's consideration of alternative measures of progress (alongside GDP) is to be welcomed. If appropriate, such measures will add considerably to our overall understanding of sustainability in Scotland.

### 3.2 Introduction

An effective sustainable development strategy must be underpinned by a means of measuring the impact of policy in moving Scotland toward (or away from) sustainability. To this end, the Executive launched a set of sustainable development indicators in 2002 and published a revised set in 2006. In the current set there are 21 headline indicators covering six broad themes:

- Wellbeing
- Supporting thriving communities
- Protecting Scotland's natural heritage and resources
- Scotland's global contribution
- Learning
- Context.

Information on progress with indicators is now available on the Scottish Executive's website<sup>16</sup> and is updated at regular intervals. *Choosing Our Future* also committed the Executive to consider additional indicators on alternative measures of progress and to assess the applicability to Scotland of possible new UK indicators related to social justice, wellbeing and environmental equality being developed as part of the UK Framework.

Table 2 provides a summary of progress on the 21 Headline Indicators set out in *Choosing Our Future*.



**Table 2: Summary of progress in Sustainable Development Indicators (1990 to 2005)**

Choosing Our Future Chapter	Indicator Description	Performance against indicator
<b>Building a Strong Sustainable Economy</b>	Gross Domestic Product per head	●●●●●○
	16-19 year olds Not in Employment, Education or Training	●●●●○●
	Working Age Employment Rate	●●●●●○
<b>Travel</b>	Total volume of traffic on Scotland's roads	●●●○●○
<b>Wellbeing</b>	Life Expectancy at Birth by Gender	●●●●●○
	Number of Air Quality Management Areas	?
<b>Food</b>	No indicators in sustainable development set	
<b>Supporting Thriving Communities</b>	Adults' rating of their neighbourhood as a place to live	●●●●○●
	Proportion of people over 16 who have given up time on an unpaid basis for an organisation	●●●○●○
	Recorded Crime – vehicle crime	●●●●●●
	– domestic housebreaking	●●●●●●
	– serious violent crime	●●●●○●
	– crimes relevant to anti-social behaviour	●●●○●○
	Proportion of children living in low income households	●●●●●○
	Households assessed as homeless	●●●○●○
<b>Environmental Justice</b>	No indicators in sustainable development set	
<b>Protecting Scotland's Natural Heritage and Resources</b>	Composite indicator of bird populations	●●●○●○
	Proportion of fish stocks which are at full reproductive capacity	●●●●●○
	Length of poor and seriously polluted rivers	●●●●●○
<b>Waste</b>	Municipal waste arisings and percentage recycled or composted	●●●●●●
<b>Global Contribution</b>	Net greenhouse gas emissions <sup>17</sup>	●●●●●○
	Percentage of Scottish electricity consumption generated from renewable sources in Scotland	●●●●●●
	Carbon emission indicator	
<b>Built Environment</b>	No indicators in sustainable development set	
<b>Learning to Make Scotland Sustainable</b>	Percentage of schools registering for the Eco-Schools programme and achieving Green Flag status	●●●●●●



### 3.3 The Scottish Sustainable Development Indicator Set: Analysis

An appraisal of the Scottish indicators set needs to consider the following questions:

**Are we going in the right direction?**

What do the indicators show regarding the sustainability of Scotland?  
Are we moving in the right direction?  
Is progress uniform across policy areas?

**Are we taking the lead?**

Is it possible to use the Scottish indicators to compare trends here with those in the UK as a whole or internationally?  
If so, what do comparisons show about the progress we are making in Scotland?

**Are there important gaps in what the indicators tell us?**

Are there gaps in the indicator set as it currently stands: i.e. are there important sustainable development issues that are not measured by the current 21 indicators?  
Are there indicators included in the current set which are not informative?

#### 3.3.1 Are we going in the right direction?

Figures 1 – 4 show data for 1990, 2000 and 2005 for the various indicators. The indicators are grouped by theme with individual graphs for *Wellbeing*, *Thriving Communities* and *Natural Heritage and Resources* and another graph combining *Global Contribution*, *Learning* and *Context*. For each indicator the time series is displayed relative to the 2005 value (which is set to one).

The time-series data shows the majority of indicators have a stable or improving trend; the only indicators showing a deteriorating trend are:

- Volunteering<sup>18</sup>
- Homeless households
- Anti-social behaviour
- Total vehicle kilometres

One of the three biodiversity indicators also shows a deteriorating trend although the other two are moving in a positive direction.

**The indicators suggest progress to date has been weakest in relation to the promotion of sustainable communities and with regard to transport. Additional indicators on transport also show a deteriorating trend** (see Table 2 for further analysis).



Figure 21 Wellbeing Indicators

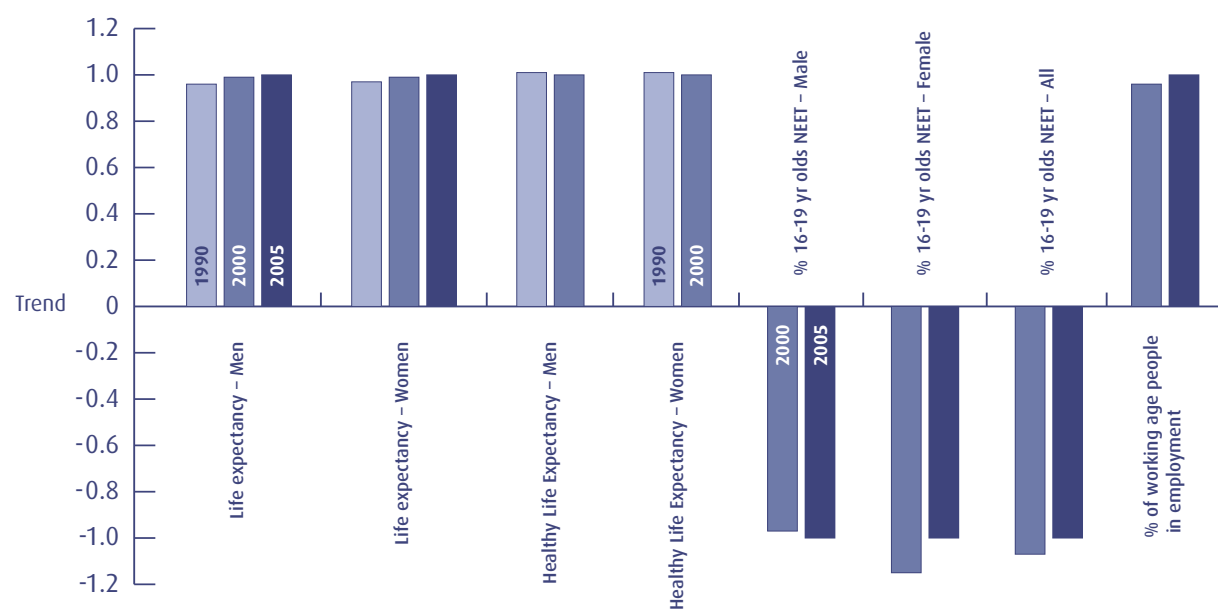


Figure 22 Thriving Communities Indicators

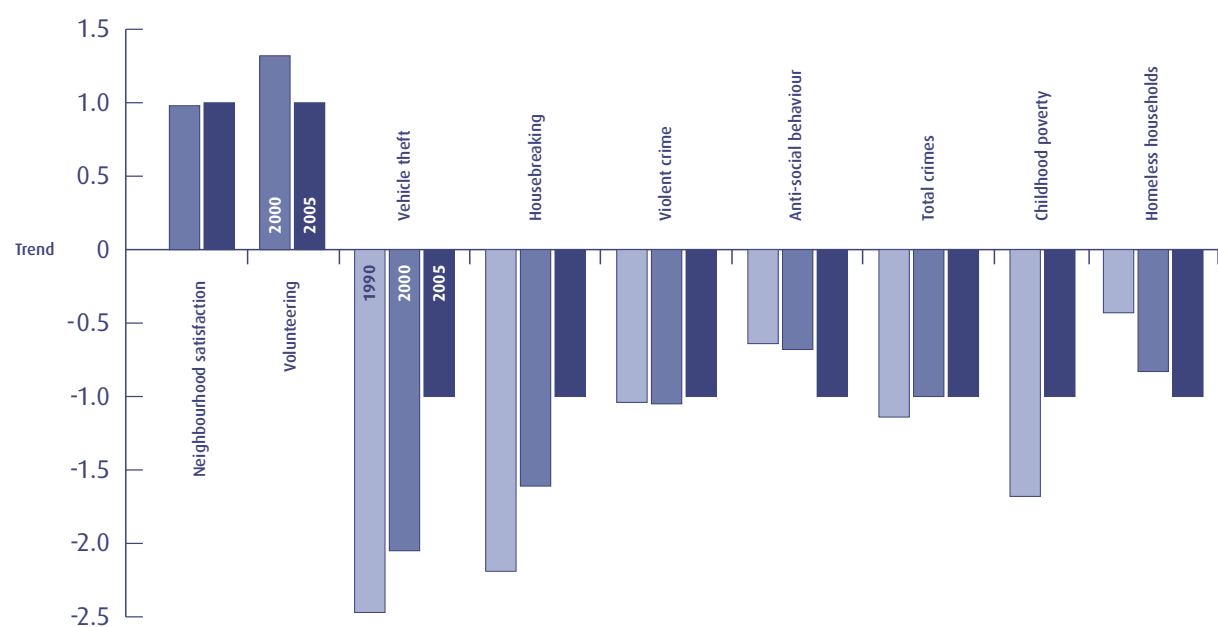




Figure 23 Natural Heritage and Resources Indicators

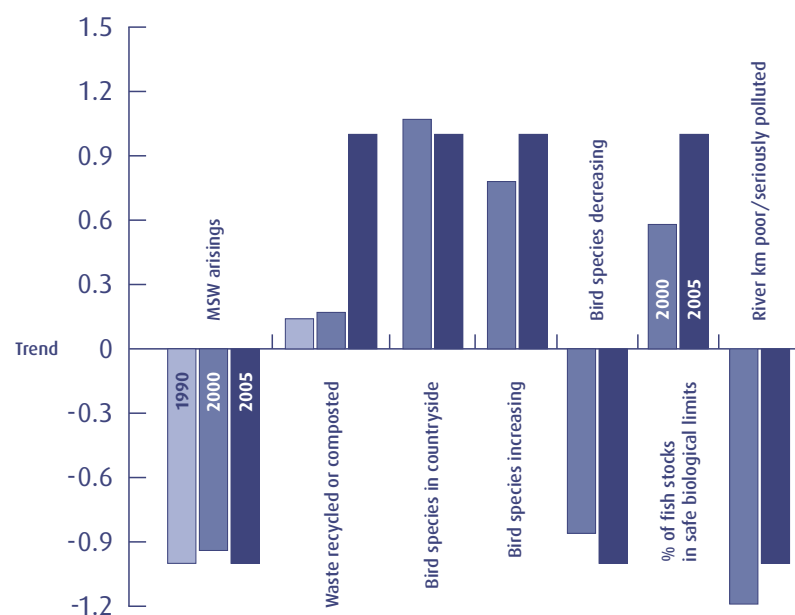
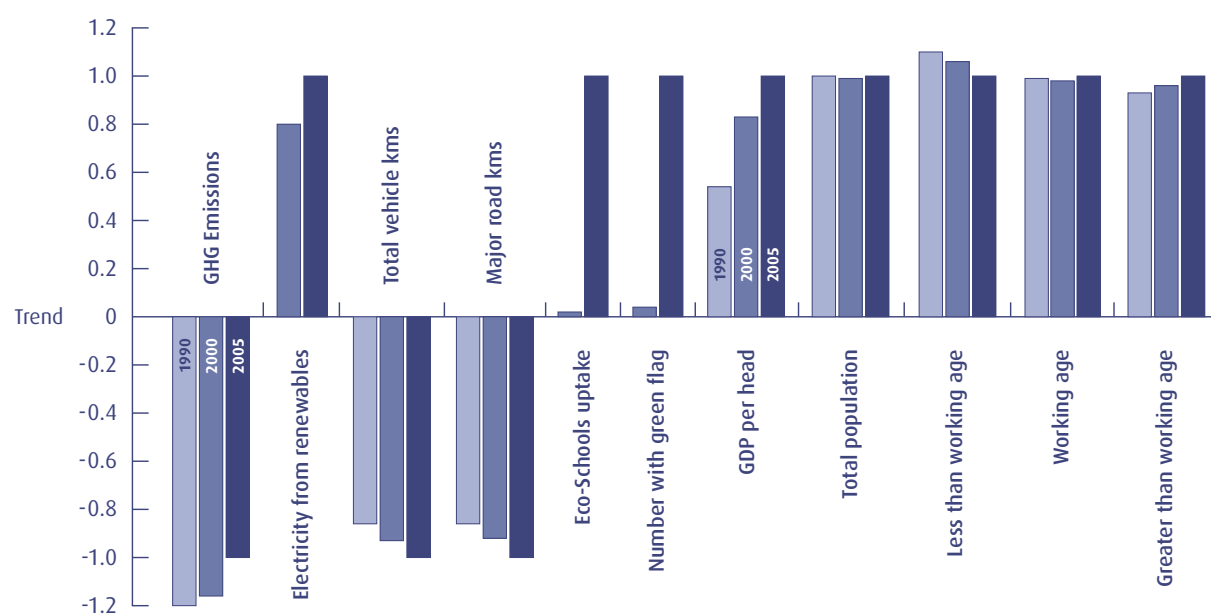


Figure 24 Global Contribution, Learning and Context Indicators





### 3.3.2 Are we taking the lead?

#### a) Comparing Scottish Indicators with other sets

Comparing indicators can be problematic. Any comparison has to be based on indicators that are aligned in terms of what they measure and how data is calculated. It is possible to compare a significant number of Scottish and UK indicators as *Choosing Our Future* was published as part of a UK Framework – there has been a clear attempt to align the Scottish and UK sets.

At the European level there is no direct alignment although the indicators published by the European Environment Agency and by Eurostat are comparable

to some degree.

For about 50% of the individual measures within the Scottish indicator set, it is possible to derive comparable indicators for the UK as a whole. By drawing on wider datasets it is also possible to compare Scotland's performance on biodiversity in terms of species and habitats with that of the UK. It has only been possible to derive comparable European indicators in less than 20% of cases and to make a comparison with the EU indicators on absolute values rather than on trends.

#### b) Comparing Scottish indicators with UK and EU equivalents: Absolute values

On the indicators for which comparisons with the UK can be made (Fig 5), a generally poorer performance in Scotland compared to the UK as a whole can be observed. Scotland performs worse than UK on:

- GDP per head
- Percentage of 16-19 year olds Not in Employment, Education or Training
- Percentage of working age in employment
- Neighbourhood satisfaction
- Volunteering
- Fish stocks
- Municipal Solid Waste total arisings
- Total Greenhouse Gas emissions.

Poor absolute performance for Scotland is not concentrated in one aspect of sustainable development (economic, social or environment) but rather can be seen on some indicators related to all three pillars of sustainability.

The only indicators which show a better value in Scotland than in the UK as a whole are:

- Crime (vehicle-related and house-breaking)
- River quality (both biological and chemical)
- Percentage of electricity from renewable resources
- Some indicators of biodiversity.

There is insufficient data to make broad comparisons with Europe. However, from the limited number of indicators for which a comparison can be made, Scotland generally performs as well as or better than Europe as a whole. The only comparable indicator on which Scotland is noticeably worse than Europe as a whole is:

- Total municipal solid waste generated (per head of population).

#### c) Comparing Scottish indicators with the UK: Trends

On trends (Figure 28) the picture is more positive with Scotland appearing to be making better progress and 'catching up' with the rest of the UK on a number of indicators. The only indicator for which Scotland shows a negative trend where the UK has a positive trend is volunteering, although the true situation is hard to gauge due to a change in the method used to calculate the figure.

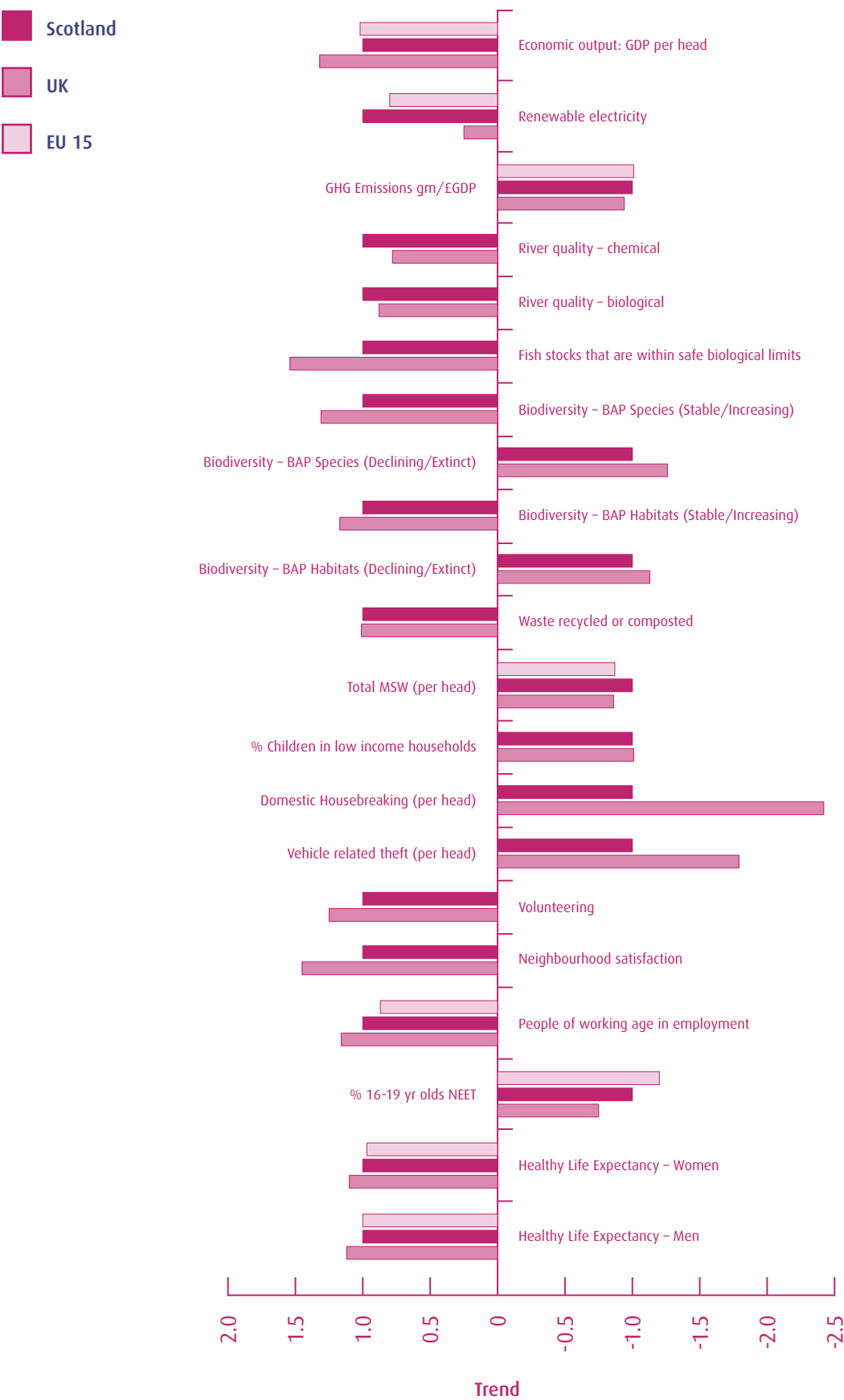
There are also certain indicators of biodiversity that show a negative trend in Scotland compared to the UK as a whole.

Indicators for which there has been a significant improvement in Scotland over the period 2000 – 2005 are:

- Crime – vehicle-related and domestic housebreaking
- Recycling and composting
- Eco-schools.



Figure 25 Indicator Comparison for Scotland, UK and EU 15





3.3.3 Are there gaps in the indicator set as it currently stands?

The current indicator set includes measures of progress that can be related to all but two of the policy chapters. The chapters for which there is no direct relationship to any indicator are *Making the Links: Food* and *Making the Links: Built Environment*. At present only one indicator relates directly to action on *Making the Links: Travel* and there is also an important gap relating to *The Well Being of*

*Scotland’s People* with regard to fuel poverty. Whilst the SDC recognises the need for consistency in the indicators set and the benefits of having a set that is compact, it is suggested that it would be beneficial to the implementation of *Choosing Our Future* to consider the inclusion of the indicators shown in Table 3.

Table 3 Recommended Additional Indicators

Built Environment	<ul style="list-style-type: none"><li>Greenhouse gas emissions from the buildings sector</li><li>Waste arising from construction, demolition and excavation.</li></ul>
Food	<ul style="list-style-type: none"><li>Food miles</li><li>The incidence of diet-related disease.</li></ul>
Travel	<ul style="list-style-type: none"><li>Greenhouse gas emissions from the transport sector</li><li>Walking and cycling as a percentage of total miles travelled per person.</li></ul>
Wellbeing	<ul style="list-style-type: none"><li>Percentage of households living in fuel poverty.</li></ul>

By including these measures in the indicator set (see Table 3) a more balanced appraisal of trends in sustainable development in Scotland and our absolute performance in comparison with the rest of the UK can be made. Taking into account these

additional indicators a generally positive trend can be observed, although with poor performance with regard to transport emissions and in relation to aspects of sustainable communities.

3.3.4 Are there indicators in the current set that are not informative?

To be useful, indicators must illustrate a component of sustainable development in a lucid and easily understandable way; it should be possible from plotting trends in an indicator to appreciate whether we are moving toward or away from sustainability. All but one of the current Scottish indicator set conform to these criteria:

- Air Quality Management Areas (AQMAS)**
  - the trend in recent years has been for more AQMAS to be established in Scotland. However, it is not immediately apparent whether this is a sign that air quality is improving or in decline

**It is suggested the new Scottish Government consider the validity of this indicator and the potential to establish an alternative indicator in this area that enables a more clear assessment of progress to be made.**



### 3.3.5 Additional measures of progress

Within *Choosing Our Future* a commitment was made to review the evidence on additional and alternative measures of progress toward sustainability. This commitment was accompanied by an acknowledgement that conventional income measures such as GDP do not reflect progress in a broad way, ignoring adverse social and environmental impacts that can be caused by economic development.

An **Additional Measures of Progress Steering Group**, drawing together senior executive officials

and outside academics, was established in 2006. The group was expected to report its findings by the end of that year but is not now expected to report until late in 2007.

**The SDC is strongly supportive of the move to develop valid alternative measures of progress. The ongoing work in this field is welcome – we will review its outcomes in our next annual assessment of progress.**

## 3.4 Recommendations

- **That the new Scottish Government assess the means of addressing the gaps in the current indicators set in relation to Travel and Transport, the Built Environment, Food and Wellbeing.** Examples of indicators to consider are provided in this section
- That the new Scottish Government considers the potential to replace the existing indicators on Air Quality (AQMA's) with one that more clearly illustrates the extent of progress toward sustainable development in this area
- That continued support is provided to the Additional Measures of Progress Steering Group and that their findings are given due consideration by the new Government
- That the new Scottish Government seeks to use existing work on Indicators in its proposed 'Health of the Nation' report
- That the Administration monitor progress being made at UK level in developing new indicators relating to Social Justice, Environmental Equality and Wellbeing and include these in the Scottish set if appropriate.

## 3.5 The SDC's Role

We will support the Scottish Government:

- Continue to advise on the indicator set and any possible additions or amendments that should be made, to ensure the Scottish Indicators provide a broad and clear picture of progress, and to support development of 'Health of the Nation' reporting
- Contributing, through Commissioner Professor Jan Bebbington to the assessment of Alternative Measures of Progress and comment on the measures selected in our second Annual Assessment.



# Sustainable Development Governance





Aspect of Sustainable Development Governance	Rating
A Common understanding of sustainable development	
Clear commitment and leadership	
Specific institutional measures to steer integration	
Effective stakeholder involvement	
Effective knowledge management	

## 4.1 Findings

A major achievement of *Choosing Our Future* has been the introduction of a far more coherent approach to sustainable development governance. In particular:

- For the first time **economic, social and environmental issues are addressed together**
- Work is supported by an indicator set and an action plan against which progress is being monitored
- The Cabinet Sub-Committee on Sustainable Scotland (CSCSS) has proved an effective mechanism for assessing progress on sustainable development. **We would recommend the new Government seeks to learn from this success in looking at mechanisms for managing sustainable development and for integrating different responsibilities**
- Within the Executive the division leading on sustainable development has been adequately resourced and has established good linkages across many parts of the Executive. The creation and/or expansion of teams dealing with Climate Change, Sustainable Transport and Sustainable Procurement teams is also welcome.

However, for the effective delivery of sustainable development further work is needed to ensure it is fully adopted as a cross-cutting theme of government.

In particular:

- More could be done to integrate sustainable development across other policy areas; particularly health, tourism and social inclusion
- **While the previous Executive tackled ‘silo’ working in some areas of policy, it remained an issue of concern for both internal and external stakeholders interviewed.** The new Government’s restructuring of the Executive offers the potential to press further on this issue. However this will only be achieved if new working structures fully support and encourage sustainable development across all areas of government
- The integration of sustainable development into the workings of Executive agencies, Non-Departmental Public Bodies (NDPBs), local authorities and the wider public sector has been patchy and greater action is required
- While there has been training and development that takes account of sustainable development, senior staff within the Executive identified a need for further capability building with the Scottish Government’s policy staff and those in other public sector bodies. This is to ensure all relevant staff appreciate the sustainable development agenda and how it interacts with their work area.



## 4.2 Introduction

### 4.2.1 Aspects of Sustainable Development Governance

Sustainable Development Governance<sup>20</sup> can be viewed as the processes and mechanisms by which an organisation delivers sustainable development. A coherent approach to Governance will not in itself ensure that an organisation actually delivers sustainable development; it will however maximise the likelihood of effective delivery of integrated action on the ground.

*Choosing Our Future* requires the SDC to evaluate performance on Sustainable Development Governance against an internationally recognised framework.<sup>21</sup>

We have chosen to use the established Organisation for Economic Co-operation and Development (OECD) Framework. Under this, any evaluation of whether the Executive has fully addressed Governance should consider two central questions:

- Has the Executive set in place the processes and mechanisms required?
- Are these processes and mechanisms functioning properly?<sup>22</sup>

The OECD's checklist on governance was published in 2002<sup>23</sup>. This checklist was derived from the OECD's study into sustainable development governance in five countries, as well as an international seminar on improving governance for sustainable development held in Paris in November 2001.

According to the OECD, effective implementation of sustainable development requires:

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

The OECD identified a number of desirable features under each of the four criteria. These are detailed in Appendix Three along with a commentary on the extent to which the Executive has addressed each. Set out below are the key issues to emerge from the analysis and recommendations for action.

## 4.3 Review of the current situation

Overall the Executive made significant progress in integrating sustainable development into governance structures over the four years of the last Government. With regard to each of the five themes of the OECD framework the following comments can be made:

### 4.3.1 A Common Understanding of Sustainable Development

The production of Scotland's first sustainable development strategy ***Choosing Our Future*** represented a significant improvement on the Executive's previous sustainable development statement ***Meeting the Needs***. *Choosing Our Future* is broad in terms of the issues it addresses and is supported by an Action Plan which is regularly monitored and by a set of sustainable development indicators. It forms the basis for a much more coherent approach to this agenda within government than was previously the case. In terms of structure and general content the following points can be made:

- While some chapters of *Choosing Our Future* include a detailed set of policy actions, others

do not, including instead a set of broad aspirational goals against which progress is difficult to monitor

- The Action Plan in general consists of a set of outputs rather than outcomes. Progress is therefore monitored against the achievement of certain policy actions rather than on whether the overall thrust of government policy action in specific areas is leading to a more sustainable Scotland
- The Scottish indicator set is reasonably comprehensive and therefore does allow some assessment of the overall impact



of policy on the sustainability of Scotland. However, it is not clear that the sustainable development indicators have influenced policy development across the Executive. For example, they have not been reported on annually by the First Minister

The integration of sustainable development governance also requires the awareness and commitment of civil servants both within the Executive and across the public sector. The Executive has taken a number of actions to build internal capacity on sustainable development including working through the **Better Policy-making Programme**.<sup>24</sup> However, the view of some senior staff within the Executive is that further emphasis

on sustainable development within induction and ongoing staff training would assist in this process.

Overall:

- There appears to be a good level of awareness and support for **Choosing Our Future** among senior staff across the Executive. The levels of awareness further down the Executive is more variable
- Across Executive agencies, NDPBs and the wider public sector there appears to be less awareness of the Strategy except among those staff with a direct remit to address sustainable development.

### 4.3.2 Clear commitment and leadership

The previous First Minister and the Environment and Rural Development Minister jointly launched *Choosing Our Future* and were ultimately responsible for its delivery. The previous First Minister also made a number of significant speeches on sustainable development and on related agendas such as environmental justice. However, other speeches on for example the economy seemed to contradict the vision set out in *Choosing Our Future*.

Review of progress on *Choosing Our Future* was conducted by full Cabinet although more active monitoring of progress was the responsibility of the Cabinet Sub-Committee on Sustainable Scotland (CSCSS). Mechanisms were established to report

quarterly on progress against the actions set out in *Choosing Our Future* and to assess the sustainable development impacts of other papers placed before full Cabinet.

There is less clarity with regard to the ways in which the Executive has translated the commitment to sustainable development into the work of Executive agencies, NDPBs and the public sector as a whole.

Sustainable Development is also now a part of Best Value; however there is still scope for a clear sustainable development duty to be placed on all public bodies as is already the case in Wales.

### 4.3.3 Specific institutional mechanisms to steer integration

#### a) Co-ordination of sustainable development policy

Over the four years of the last government, leadership was most clearly demonstrated by the establishment of the **Cabinet Sub-Committee on Sustainable Scotland (CSCSS)**. This mechanism, involving the First Minister and other Cabinet Ministers along with three external members, played an important role in demonstrating commitment to sustainable development and in scrutiny of *Choosing Our Future* and other related workstreams. Interviews with stakeholders both within and outwith the Executive indicated that this Sub-Committee was seen to have been a particularly useful means of ensuring

sustainable development was placed at the heart of government. The presence on the Sub-Committee of three external members also won praise as it was viewed as demonstrating the Executive's commitment to openness and to seek external views on policy.

Co-ordination of sustainable development within the Executive has been the responsibility of the Sustainable Development and Biodiversity Division, located within the Environment and Rural Development Department.<sup>25</sup> The Executive also established or expanded teams working on



Sustainable Procurement, Climate Change and Sustainable Transport.

The staff in the Division and the other sustainable development teams are consulted by other policy staff across the Executive as and when appropriate. This relationship appears in general to be satisfactory although it is not always clear that

the Directorate are consulted by policy staff to the extent required to ensure sustainable development is fully integrated into policy. Engagement between the Sustainable Development Directorate and those working in Health and Social Policy is not as strong as it could be (see section on Wellbeing for more on this).

## b) Embedding Sustainable Development within the workings of the Executive

At the strategic level it is not clear that sustainable development has been fully integrated into the mechanisms governing the overall operation of the Executive. CSCSS had a role in scrutiny of the process of budget development but it did not appear that sustainable development impacts were adequately considered for all spending decisions or for every aspect of the budget. The same can be said of the corporate and business planning process.

In terms of procurement the Executive has established a sustainable procurement team and issued guidance on Corporate Social Responsibility and sustainable development for both internal procurement decisions and for the public sector as a whole. Sustainable Development is also included within Best Value Guidance and is audited on this basis. Despite this, evidence to date is that many procurement decisions by both national and local

public sector bodies still do not fully consider sustainable development.

Much of the Executive's influence flows from the enacting of legislation. The sustainability impacts of legislation must be considered by the Executive (or other appropriate bodies or individuals) in drafting legislation while the Parliament should provide effective scrutiny of draft legislation leading to the passing of new law and regulation that properly integrates sustainable development. At present all legislation placed before the Parliament is required to be accompanied by a statement of sustainable development impacts. However these statements are not always detailed or comprehensive in scope – for example on bills on social issues a statement can simply read that the bill has 'no sustainable development impacts.'

## c) Integrating Sustainability into the wider public sector

The Executive also has an important role to play in setting a framework that encourages other public bodies to integrate sustainable development. This can take the form of legal requirements or duties and tools to appraise sustainability impacts. The most developed of these is the requirement to address sustainable development in Best Value.

In terms of tools, the introduction of **Strategic Environmental Assessment (SEA)** as a requirement for a wide variety of plans, programmes and policies has ensured that an appraisal of some aspects of sustainability is conducted and that this assessment

is open to public scrutiny. The weakness of SEA is that it does not address economic impacts or many social impacts and so in itself cannot give a rounded view of sustainable development.

The process of **Sustainability Appraisal** can be viewed as offering a more rounded evaluation of the economic, social and environmental aspects of sustainable development. Sustainability Appraisal has been adopted as a compulsory tool in the assessment of development plans in England.<sup>26</sup> The view of the SDC is that there are merits in such an approach being adopted in Scotland.



#### d) Measuring progress

The previous Administration developed a set of indicators to assess longer term progress in delivering a more sustainable Scotland. Indicators are reviewed regularly and reported on via the Executive's website. The Executive indicator set is reviewed in more detail in Section 3 of this report.

#### e) Audit and review

The Scottish Parliament has a central role to play in the scrutiny of Executive policy against sustainable development. In the last Parliament responsibility for sustainable development sat with a subject committee, the **Environmental and Rural Development Committee** of the Parliament. While this Committee conducted a number of effective enquiries into sustainable development governance and delivery in Scotland it did not have the broad remit of some of the cross-cutting mandatory committees and could not consider finance.

A number of subject committees in the new session of Parliament address aspects of sustainable development. Parliament has also made a commitment that the new subject committees will consider how best to scrutinise sustainable development. The view of the Commission is that sustainable development is best addressed by being integrated fully into all relevant subject

committees but that a cross-cutting scrutiny role, taken forward through a mandatory committee, would add a strategic perspective to the evaluation of progress. We will review this issue in our next annual assessment of progress.

Wider scrutiny of the Executive's performance became the responsibility of the Sustainable Development Commission Scotland in 2005. *Choosing Our Future* defines a number of roles for the SDC in Scotland including the production of Annual Assessments of progress against the strategy, of which this is the first.

With regard to the wider public sector, sustainable development is now part of the Best Value and Community Planning Audits carried out by Audit Scotland on local authorities and other public bodies. SDC is currently working with Audit Scotland to embed sustainable development more fully in the performance assessment process.

#### 4.3.4 Effective stakeholder involvement

The contribution, involvement and support of those across Scottish society are essential to the delivery of sustainable development. In addition to the standard mechanisms used to engage and consult the public, the establishment of the Scottish Sustainable Development Forum (SSDF)<sup>27</sup> was intended by the Executive to involve stakeholders more closely in Executive policy. The Forum has proved useful as a means of promoting discussion and debate but there is no clear evidence the

discussions of the Forum have been taken on board in developing Executive policy.

Access to information is another important means of involving the public in decision-making. The Executive's generally proactive approach to releasing information, together with freedom of information legislation and the associated role of the Information Commissioner have proved useful in placing important information in the public domain.



### 4.3.5 Effective knowledge management

The need to base decision-making on sound science is one of the five principles underpinning *Choosing Our Future*. Through SNIFFER and the Scientific Advisors – as well as engagement with the wider academic community – the previous Administration developed a number of mechanisms to inform policy-making and to link the work of government, universities and wider society.

## 4.4 Recommendations

### The role of the Scottish Government

- **It is essential the new Scottish Government puts mechanisms in place that ensure *Choosing Our Future* is properly monitored and that sustainable development is embedded in the process of Ministerial decision-making.** The mechanism established by the last Executive – the Cabinet Sub-Committee on Sustainable Scotland – received wide support by stakeholders and it is important the role fulfilled by CSCSS is continued by a mechanism appropriate to the new government structures
- To further embed sustainable development into working across **the Scottish Government, the commitment to sustainable development should be more fully integrated into staff** induction training and ongoing development training for policy staff
- There is a need to examine again the budget development process to ensure the wider economic, social and environmental impacts of decisions are fully taken into account
- **The new Scottish Government should consider the establishment of a duty of sustainable development for all executive agencies and NDPBs and the wider public sector.** For NDPBs and Agencies this should be written into revised Management Statements and other guidance. Given expected public sector reform and reorganisation within Scotland such a change would be timely
- The previous Executive strengthened guidance on the sustainable development impacts of procurement decisions both by the Executive and other public bodies. However it is not clear this is tracking through into actual procurement decisions. This needs to be re-assessed
- The new Scottish Government should investigate the potential for extending the requirement to SEA to that of a full Sustainability Appraisal on all important plans, policies and programmes.



## The Role of Parliament

Parliament has a central role to play in the scrutiny of Executive policy. To better meet this objective it is proposed that Parliament:

- Reviews the Legacy Paper<sup>28</sup> of the outgoing Environmental and Rural Development Committee and its recommendation to “consider taking forward this issue and initiating discussions at an early stage in session 3 (the current session) with other stakeholders in the Parliament to establish an appropriate approach” and seeks to ensure the wider Parliament is involved in scrutiny of the Government’s delivery of sustainable development
- Investigate the potential for engagement and capacity building with Committee Clerks, staff in the office of the Presiding Officer and MSPs on better integration of sustainable development into all functions of the Parliament.

## 4.5 The SDC’s Role

We will





- Continue to conduct annual audits of progress on sustainable development
- Seek to advise the new Scottish Government as to how sustainable development can be comprehensively embedded in decision-making, budget processes and procurement
- Work with the Scottish Government to develop a means of building awareness of sustainable development across all areas of the Executive and the wider public sector in Scotland
- Explore with the Parliament the means by which Parliament’s structures can fully ensure the mainstreaming of sustainable development into the scrutiny process and the day-to-day working of the institution
- Continue to work with Audit Scotland and others to better embed sustainable development in the audit of local authorities and other public bodies
- Engage with other bodies including Sustainable Scotland Network, CoSLA and the Improvement Service that have an important role to play in building the capacity of the public sector in relation to sustainable development.



# Leading by Example

How the Executive manages its own impacts



Aspect of Environmental Performance	Rating
Environmental Management	
Energy and Emissions	
Procurement	
Waste	
Water	
Transport and Travel	
Biodiversity	

## 5.1 Findings

- The Executive has been reporting on its environmental performance for six years: in the last two years the process has been made more transparent by the publication of monitoring data as part of independently produced assessment reports
- Targets have been set for a range of environmental impacts. The targets adopted do cover most important areas of environmental performance although there is a need for clear targets on procurement
- Overall progress in meeting targets has been mixed
- **There has been good performance on paper procurement and recycling**
- **There has been poorer performance on CO<sub>2</sub> produced in buildings, waste production and water consumption**
- **Commitments to reduce the impact of travel are welcome but modest**
- Assessment of progress against some targets has been hampered by changes in the methodology used to set a baseline or monitor progress. **Data reporting has been inconsistent and we hope recent changes in methodology have now addressed this problem.**

## 5.2 Introduction

The Government has an important leadership role in the delivery of a sustainable Scotland. Other parts of Scottish society will only be supportive of action to make Scotland more sustainable if they feel government is showing the way and encouraging the wider public sector to mitigate its impacts. As an organisation with over 6,000 staff housed in almost 40 buildings across the country the Executive's direct

impacts are significant. Action to reduce emissions, resource use and waste has wider benefits in terms of cost and supports the development of businesses providing such services.

The Executive has set targets for reducing the impacts of its estate and commissioned an independent verification of the content and accuracy of the data – this being presented in an annual



report which monitors progress toward targets.<sup>29</sup> This section reviews progress against targets set and provides recommendations as to how performance may be improved in future.

For each of the monitored aspects (see progress summary above), further analysis, including an individual summary table of what progress has been made to date is provided in Appendix One.

### 5.2.1 The Executive's Approach to Environmental Performance Management

The Executive's first report on its organisational environmental performance was published in 2001. The number of targets set has increased since the first report. The process has also become more transparent with recent reports including the supporting data used to assess progress.

Action on environmental impacts is focussed on 14 buildings which together account for 90% of the Government estate's total floor area and which house 95% of staff. The Government is also responsible for a further 22 buildings containing several hundred staff which are not covered by the environmental targets set.

The methodology used to calculate some of the environmental impacts has altered over the years. The changes made are logical in that they improve the accuracy of monitoring; the result is however that assessment of progress over time can be problematic. Any changes in methodology are noted in the evaluation of progress against each target.

In addition to changes in methodology, some revised targets have been set in the 2005/6 report. Some changes have resulted in more challenging targets others simply extend the target date for compliance.

In the 2005-06 report the Executive provides a longer term vision of action over the period up to 2020, including a number of longer term targets. The Executive has signed up to this UK-wide vision to establish an estate which:

- Is modern and resource efficient with low energy buildings
- Is well conserved and manages land sustainably
- Makes efficient use of space and ways of working
- Embeds the principles of sustainable development into working practices.

These long term targets are noted and assessed in Appendix Two.

## 5.3 Summary of Findings

The Scottish Executive has made mixed progress toward meeting its environmental performance targets.

While there has been good progress on targets such as paper procurement and recycling there has been poorer performance on waste production, water consumption and CO<sub>2</sub> produced in buildings.

The increased target on CO<sub>2</sub> emission reductions from buildings is welcome but more information is needed on the practical steps that will be taken to deliver this.

Commitments on travel are hard to assess due to a change in monitoring. Overall the targets set are however modest.

Finally, while comparison with previous year's performance has been difficult because of alterations in the methodology used, the changes made are sensible. However, we would want to see the Scottish Government continue to use this monitoring framework from this point forwards and not introduce further changes.



## 5.4 Recommendations

- The Scottish Government should, via a phased approach, extend the assessment to all buildings which form part of the government estate
- Assessment of progress against targets has been hampered by changes in the methodology used to measure progress and the introduction of revised targets. **It is recommended that no future changes in methodology be made to current or future targets until their completion date**, unless there is a compelling case that changes would improve monitoring and delivery
- **The commitment to set targets on environmental impacts is welcome. However, sustainable development is also about economic and social impacts.** It is suggested the Executive consider social aspects such as equality of treatment of staff; also how its impact on the local community and economy can be enhanced through for example volunteering or procurement decisions
- The presentation of data on progress made is not always as clear as is possible. It is proposed that in future annual progress against targets should be summarised as in the example Table 4.








## 5.5 The SDC's Role

We will support the Scottish Executive:

- By monitoring progress on targets and report on this in our next Assessment
- Advising on the use of procurement to deliver progress on sustainable development
- Advising the Scottish Government on developing carbon neutral and carbon offsetting in line with good practice
- The Executive had commissioned an independent report on its performance: this is to be welcomed. However, given its role in providing independent scrutiny and advice to the government, it is suggested the SDC would be best placed to produce future annual reporting on performance against targets. This is a role the SDC takes for the UK Government.



**Table 4 Recommended Reporting Structure on Annual Progress**

	Baseline	Current performance	Target	Action required	By when	Rating
<b>Environmental Management</b>	-	Environmental Working Groups being established in 13 target buildings.	Develop EMS at 13 remaining target buildings with 1st management review. Transfer VQ paper-based EMS to Greencode.	Implement EMS at 13 remaining target buildings. Transfer VQ paper-based EMS to Greencode.	March 2007 and April 2006	
<b>Energy and emissions</b> (tonnes CO <sub>2</sub> )	7,762 (2003/04)	7,871	7,219	Reduce emissions by 652 tonnes CO <sub>2</sub>	March 2011	
<b>Procurement</b>	No data	No data	No data	No data	No data	
<b>Waste</b>	To be set for 2006/07	77% recycling	80% recycling	Increase recycling by 3%	March 2007	
<b>Water consumption</b> (m <sup>3</sup> per person per year)	N/A	7.66	7.0	Reduce consumption by 0.66m <sup>3</sup> per person per year.	March 2006	
<b>Transport and travel</b> (tonnes CO <sub>2</sub> )	3,138	3,138	2,981	Reduce CO <sub>2</sub> emissions by 57 tonnes.	2010/11	
<b>Biodiversity</b>	No data	No data	Biodiversity inventories and local action plans for 14 target buildings.	No data	March 2007	



# 6

## Summary of Progress

### 6.1 Summary of Progress to Date

Recent years have seen a good deal of progress in how sustainable development is addressed by government in Scotland. Scotland now has a sustainable development strategy, *Choosing Our Future*, an associated Action Plan, a set of sustainable development indicators, an independent scrutiny body (the Sustainable Development Commission Scotland) and a number of mechanisms intended to better integrate sustainability into decision-making.

The challenge is now to use the framework as the basis for the delivery of a more sustainable future. The evidence for this is far more mixed. In

some areas the previous Executive made significant progress; in others we have seen a policy agenda that is disjointed or contradictory in terms of the strategic vision and the actions taken on the ground.

The Sustainable Development Commission Scotland would make the following comments on progress to date under two main headings:

- What the previous Scottish Executive did well
- What the Scottish Executive has not yet achieved.

### 6.2 What the Scottish Executive has done well

#### a) Provision of a Strategic Framework

In *Choosing Our Future* the Scottish Executive has delivered a comprehensive strategic framework for sustainable development for the first time. The strategy marshalled a set of existing sectoral strategies such as the Green Jobs Strategy and has also provided direction and a more coherent approach for subsequent strategies.

Examples of this include the National Transport Strategy and *Changing Our Ways*, Scotland's Climate

Change Programme. Furthermore, it has consistently drawn upon and applied *One Future, Different Paths*, the UK's shared framework for sustainable development.

It is a radical improvement on the former WET approach (waste, energy and travel) because it is more comprehensive in scope and is supported by better machinery within Government.

#### b) Established clear 'ownership' of *Choosing Our Future* and linked it to other policy agendas

From our engagement with key senior Civil Servants across the Scottish Executive, it is clear that *Choosing Our Future* has much more ownership and 'buy-in' than previous documents in this policy field. Many, though not all senior Civil Servants we engaged with regard to *Choosing Our Future* as one of the key strategy documents alongside *The Framework for Economic Development in Scotland* and *Closing the Opportunity Gap*. It informs the work of different Departments and is reported from within the Executive to have had a positive effect on work.

Sustainable development is now on the agenda of the senior civil service to an extent that would have seemed unlikely as recently as five years ago, at least in part due to *Choosing Our Future*.

Based on stakeholder engagement and an on-line survey commissioned by the SDC, individuals and organisations across many policy areas have actively used *Choosing Our Future* as a justification and key policy context to implement sustainable development practice and policy. It can therefore be regarded as a catalyst for action.



### c) Developed a Strategy with a comprehensive scope

*Choosing Our Future* reflects the comprehensive scope of sustainable development. It recognises the international context and the importance of addressing climate change and it has set the context for *Changing Our Ways*, Scotland's Climate Change Programme. It has supported and reinforced action on key aspects of waste and energy. There has been strong support for the development of renewable energy and good progress on the recycling of domestic waste.

There has also been a policy shift, to some extent at least, toward more sustainable transport, particularly through the commitment to reduce transport emissions and the future prospect of including carbon balancing in transport decisions. Sustainable development is of course about more than just environmental sustainability and the inclusion in the strategy of economic development, action on communities, wellbeing, health and food is welcome, even if progress has been limited so far.

### d) Improved Government Leadership and Machinery (Governance)

Over recent years the Scottish Executive has demonstrated some leadership on sustainable development. The Cabinet Sub Committee on Sustainable Scotland established by the previous Executive was consistently singled out by both internal and external stakeholders as having provided effective machinery for co-ordination at Ministerial level. It was commended for its inclusion of external members.

*Choosing Our Future* also argued for a stronger SDC in Scotland. This has led to a strengthening of scrutiny that should lead to further action on sustainable development across the Executive and its partner organisations.

The Executive has also established a more substantial sustainable development division and committed further support to some of the key external bodies such as the Sustainable Scotland Network that play a role in the facilitation of sustainable development. In addition, teams have been established within other parts of the Executive to deal with the sustainable development aspects of procurement and transport.

**Other steps taken that are modest in terms of the Executive's financial resources but very significant in terms of the exercise of authority and their potential for large-scale impact are:**

- The requirement in the Planning Act that the National Planning Framework and Development Plans contribute to sustainable development. The Executive has now also

consulted on draft Statutory Guidance on Planning and Sustainable Development

- The auditable requirements in the Best Value regime for local authorities and other public services to contribute to sustainable development
- The performance measure in the national priorities for education (National Priority 4 – Values and Citizenship) that assesses participation in Eco-Schools
- Initial action to align sustainable development principles with Spending Review priorities.

Worthwhile contributions to sustainable development continue to arise through additional actions that were not necessarily directly instigated by *Choosing Our Future*. An example is the inclusion in the Schools (Health Promotion and Nutrition) (Scotland) Act of a requirement to take account of sustainable procurement guidance on school food and catering services.

To summarise, governance for sustainable development has improved. The challenge for the Scottish Government is to ensure that, whatever mechanisms are employed to facilitate decision-making at Cabinet and across government, these structures support the full integration of sustainable development into all policy areas. The Scottish Parliament also has a significant role in scrutiny of policy alongside other bodies including the Accounts Commission and Audit Scotland.



## 6.3 What the Scottish Executive has not yet achieved

### a) Eliminated ambiguities in language and in approach to economic development

Notwithstanding the progress made, the sustainable development message over the last four years has still not been sufficiently clear or urgent.

The challenge for the new Scottish Government is therefore to ensure the 'Sustainable Growth' agenda places sustainable development at the core of all government action on the economy.

### b) Developed an approach that treats economic, social and environmental issues in a balanced fashion

There have been mixed messages about whether sustainable development is environmental sustainability or whether it is about securing a balance of economic, social and environmental policy.

Examples include guidance on the recent round of Structural Funds and consultation on the National Planning Framework. This is compounded by a lack of clarity about whether 'balance' is primarily about having to make trade-offs between competing objectives or whether, as the SDC believes, it

is a means of seeking alignment and harmony wherever possible, so that development aims to deliver economic, social and environmental benefits simultaneously.

Policy commitments on social justice, social inclusion and tackling poverty are to be welcomed but in general only weak connections have been made to wider sustainable development concerns.

Also, the commitment to action on environmental justice has not found root in policy delivery and needs to be reassessed.

### c) Delivered sustainable solutions in some key policy areas

While the comprehensive nature of *Choosing Our Future* is welcome, within its wide scope there is no sense of priority areas for action. In general, the initiatives presented in the Strategy give no sense of their relative scale or importance; nor are difficulties described. This means it is not possible to identify easy wins, nor does it provide the basis for exploring barriers and working to find ways to overcome them.

There is no coherent attempt to engage with the built environment as a whole. Most energy use and therefore human induced greenhouse gas emissions, is for conditioning the environment of buildings (and equipment within them) and for moving people and goods between them. This relationship is not recognised and only addressed in a limited way.

Progress on sustainable transport appears hesitant, even if sound foundations have been started. There are tensions, which it is the task of government to address, between aspirations for mobility and connectivity on the one hand

and proximity and environmental responsibility on the other. This has led to what can be seen as contradictory decisions and delivery: welcome action on rail services and agendas such as *Safe Routes to School*; but elsewhere major commitments to new road building. However, the previous administration's commitment to look at carbon balancing for transport policy was very welcome as it would have set a clear context for the making of individual decisions.

While there has been some good work on regeneration, health and food that has contributed to sustainable development, this is largely incidental to these areas of policy. These too are not seen as part of sustainable development, nor are they driven by sustainable development strategy. Even if they are being pursued for other (and not inconsistent) reasons, they may make a significant latent contribution to sustainable development. As a corollary, work on sustainable health, wellbeing and the role of food in sustainable development all remain at an early, less developed stage.



Despite welcome action of sustainable development governance there are still areas where more action is required.

For example, the matching of sustainable development to the previous Scottish Executive Draft Budget appears to have been a retrofitting exercise rather than one where sustainable development principles had guided spending decisions. Whatever the budget arrangement for the new Government, the challenge will be to ensure that sustainable development is part of the process from the start.

Further, the signals about what is required of the whole public service are not strong or consistent. There is no sense of a strategic overview of the instruments – legislation, regulations, resources, incentives, guidance and targets – by which the Executive can exert influence on others. The new

Government needs to better understand the levers at its control and utilise them in a more concerted way.

This lack of strategic overview is most apparent in relation to climate change. There is potential for climate change to either displace activity on sustainable development or result in duplication and fragmentation of effort. There is a specific risk of developing separate activity, policy and machinery of governance. This relates to several aspects of work on sustainable development, such as health, but it is especially important that sustainable development and climate change must be addressed as part of the same problem. The two must be tackled together to avoid the risk of confused messages or missing opportunities for reinforcement.

#### **d) Shown the way in terms of its own management**

The production by the previous Executive of annual reports on its own corporate performance on aspects of sustainable development was welcome. The last annual report for 2005-06 – reviewed in Section 5 of this document – shows good progress in some areas but there has been a failure to meet targets elsewhere.

If the Scottish Government does not have its own house in order, there is a risk of continuing public attacks on its performance, which jeopardise perceptions of progress and undermine its leadership role.







A woman archer is shown in profile, aiming a red bow. She is wearing a brown arm guard and has a red arrow fletching visible on her arm. The background is a vast green field under a clear blue sky, with a target visible on the horizon.

# **Overall Conclusions**



This report has provided an overview of progress on governance, policy areas, leadership by example and on how we measure progress toward sustainability. Drawing on all this analysis, the six key conclusions we can draw from our evaluation of *Choosing Our Future* and of sustainable development in Scotland are as follows:

## Conclusion One

***Choosing Our Future* is a welcome step forward. It does not encapsulate sustainable development in as integrated and effective a way as possible but it is a milestone on the path to achieving a sustainable Scotland. It is a significant improvement on previous policy documents and has firmly put sustainable development on the policy agenda across the Scottish Executive.**

Opinions on *Choosing Our Future* vary. It is stronger in addressing some sustainability issues than others and the links between the vision provided and practical action also vary in their clarity. However, the document is regarded by several influential senior Civil Servants as one of the Executive's key policy documents. It does draw together many of the strands of sustainable development in an effective way.

## Conclusion Two

**Ambiguity remains over the interpretation of sustainable development: in particular, there is an unresolved tension with economic growth.**

There are several ambiguities over the interpretation of sustainable development. These are whether it concerns balancing economic, social and environmental considerations or is solely about environmental sustainability and whether 'balance' means seeking policy alignment or trade-offs. A critical task going forward is how to align economic growth with sustainable development. Until this key issue is resolved, sustainable development will make slow progress. The move of the new Scottish Government to create a Cabinet Secretary for Finance and Sustainable Growth is a promising step – the challenge will be to ensure economic development policy is truly sustainable.

## Conclusion Three

**There has been significant action on certain aspects of sustainable development. However, it is evident there is a need for greater co-ordination of work and that the pace of change must be increased.**

There are a wide range of policy and implementation initiatives, both ongoing and planned, that will deliver sustainable development outcomes. These include for example the objectives to increase renewable energy capacity and certain aspects of food policy. However, given the scale of the sustainable development challenge, whether on climate change, transport, social inclusion or health, more urgent action is required.



## Conclusion Four

The political and media attention on the specific issue of climate change is rapidly eclipsing the broader sustainable development agenda. Both must be inexorably linked.

Climate change is perhaps the greatest single challenge facing Scotland and the global community at the present time. It is therefore understandable that there has been a strong focus on it within government. There is though a danger that climate change becomes divorced from the wider framework for action on sustainable development. Action on both needs to be conjoined in order to clarify the message, tap into the momentum behind action on climate change and improve the co-ordination of such action at a policy and operational level within the Scottish Executive and its agencies.

## Conclusion Five

While the previous administration did show some evidence of political leadership (such as the creation of the First Minister's Cabinet Sub committee on Sustainable Scotland), there is a need for stronger, more visible and consistent leadership on sustainable development from politicians and senior Civil Servants, as well as other public sector leaders.

The CSCSS sent a powerful message that sustainable development was an issue taken seriously by the previous administration. More broadly however there was not a consistency in terms of either policy or public statement – sometimes sustainable development was at the heart of action; at other times it was peripheral. The challenge for the new Scottish Government will be to develop a consistent message on sustainable development and to ensure mechanisms are put in place to fulfil a role similar to that of the CSCSS across all decision-making processes of government.

## Conclusion Six

To enable the Government in Scotland to take forward its commitment to sustainable development requires capability building at all levels.

Within the Executive and other organisations there is a clear will and enthusiasm to engage in sustainable development but this is not always matched by a knowledge base or specific expertise to implement change. There is a considerable and diverse body of knowledge on sustainable development available in Scotland that provides a resource to draw upon in developing better capability to take sustainable decisions.

**In summary,** Scotland has huge natural advantages over other countries in moving toward a more sustainable future. We have a sound resource base; a highly skilled, educated and adaptable workforce; technological and academic expertise and a diverse and productive environment.

The challenge for the new Scottish Government is to capitalise on this potential and deliver a system of government that adopts a balanced approach to policy-making and a long term vision of a sustainable Scotland.








# Appendices



## Appendix One

### How the Executive Manages its Own Impacts

#### Environmental Management

Overall performance	
Original target	Environmental Management System implementation at 13 remaining target buildings and review by end March 2007. Transfer Victoria Quay paper-based system to Greencode by end April 2006.
Revised target	Develop EMS at 13 remaining target buildings using Greencode software with first Management Review to be produced by end of March 2008. Transfer VQ paper based EMS to Greencode by end of April 2007.
Comment	Networking and software problems have resulted in one year delay for reaching this target. Environmental working groups are being tasked to generate environmental improvement programmes for these buildings.

#### Progress

The Executive's largest building at Victoria Quay (VQ) in Leith has been certified under ISO14001 since 1998. The target set was to develop a similar Environmental Management System (EMS) at thirteen other buildings managed by the Executive by March 2007.

The intention has been to use the software package Greencode to help management of the EMS both corporately and for each independent building. Problems have been encountered with networking

the Greencode system and this has slowed progress in the implementation of the system across the 14 target buildings.


This has resulted in slippage against the original target date of March 2007 for the implementation of the EMS across all buildings. The Executive has now set a revised target date of March 2008 and is confident this will be met. It also made a commitment to transfer the paper based EMS at VQ to Greencode by the end of April 2007.

#### Comment

It is disappointing that the original target was not met. The software and networking problems do now appear to have been resolved and the Executive are confident of meeting the revised target date. **The SDC will continue to monitor progress against the revised target and report on this in our next Assessment.**



## Energy and Emissions

Overall performance	
Original target	Reduce CO <sub>2</sub> emissions caused by energy use in buildings by 7% from 2003/4 levels by March 2011.
Revised target	Reduce CO <sub>2</sub> emissions caused by energy use in buildings by 12.6% from 1999/2000 levels by March 2011.
Vision for the future	Reduce CO <sub>2</sub> emissions caused by energy use in buildings by 30% from 1990/2000 levels by 2020. Ensure that the core Executive estate is carbon neutral by 2012.
Comment	Overall CO <sub>2</sub> emissions remain approximately 1.4% above 2003/4 levels.

### Progress

Emissions of CO<sub>2</sub> from Government buildings fell by 1.8% between 2004/5 and 2005/6. However, against the target base year (2003/4) emissions in 2005/6 were actually higher by around 1.4%. The Scottish Government is therefore not currently on course to comply with the CO<sub>2</sub> emission reduction target.

A revised target to cut emissions by 12.6% by 2011 has been set now, with the base year changes to 1999/2000. As emissions in 1999/2000 were below those of 2005/6 and the target for cuts is more ambitious, this new target is significantly more challenging. A longer term commitment to cut emissions by 30% by 2020 from the same base year has also been made.

### Comment

Government is currently not on course to meet either the current or revised target on building CO<sub>2</sub>. Given the importance placed on action on climate change by the previous Administration, this early lack of progress is disappointing.


There are however some limited signs of encouragement. Emissions fell between 2004/5 and 2005/6 despite an increase in staff numbers of around 5%. An Energy Action Plan for the estate

is in preparation which will look at various no cost, low cost and capital cost measures that could be taken to reduce emissions.

**The setting of a more ambitious new target to reduce CO<sub>2</sub> emissions by 2011 is welcome but there have to be credible measures in place to achieve this. The SDC will continue to monitor progress over the coming years.**



## Procurement

Overall performance	
Original target	No target set. However 2005/6 saw a 13% reduction in the amount of paper purchased by the Executive's core departments for general office applications. 95% of this was from recycled sources, a slight fall from the previous year.
Comment	While no target has been set the reduction in paper purchased is to be welcomed. Further action on procurement is also to be encouraged.

## Progress

No target was set in this area. Despite this, there has been progress in reducing paper consumption. There are no targets for any other areas of procurement. The Executive has undertaken some wider work on sustainable procurement but has not adopted a comprehensive approach as yet.


## Comment

The Executive's expenditure on goods and services has significant sustainable development impacts – particularly energy, resource use, waste and wider economic and social effects – and it is therefore important that sustainability principles are integrated into all procurement decisions.

**It is suggested the Executive consider how targets for the sustainability of procurement could be set and monitored. Targets should also be extended beyond paper to include higher impact items; for example IT equipment. The SDC is happy to advise the Executive on this.**



## Waste

Overall performance	
Original target	Recycling 80% of total waste arising by March 2007.
Vision for the future	Reduce total wastes arising by 25% by 2020 relative to 2006/7 levels.
Comment	77% recycling achieved during 2005/6. On course to meet target.

## Progress

The progress made on recycling waste has been impressive. The achievement of 77% recycling makes it likely the target of 80% recycling by March 2007 will be met when audited figures are produced.

Despite this progress on recycling, the amount of waste generated increased by 18% over 2004/5 levels. The growth of waste arisings is disappointing.

## Comment

The picture on waste is mixed. At one level the Executive is achieving recycling rates higher than for most businesses and is close to meeting its target. The effort involved in delivering the increase in recycling should be applauded.


In terms of sustainable development however the central challenge is to minimise the amount of waste generated. As the Executive itself reports, the evidence is that performance on this is currently getting worse not better. The executive has now committed to set a new baseline for waste

arisings for 2006/7 that will enable progress on waste reduction to be more effectively monitored. The Administration is also committed to establishing a new target for waste reduction by the end of July 2007 and has also set a long-term vision that waste levels will be 25% lower than at present by 2020.

**The SDC welcomes the commitment to set a target for waste arisings. It is suggested that a new target for recycling is also set and stronger links made to procurement to deliver waste reductions.**



## Water

Overall performance	
Original target	Reduce average water consumption to 7m <sup>3</sup> per person per year by March 2006. The Executive's environmental policy also seeks to achieve a target of 3m <sup>3</sup> per person per year for all new office buildings or major refurbishments.
Revised target	Reduce the water consumption in key buildings to 7m <sup>3</sup> per year by March 2009.
Comment	Target missed. During 2005/06, the average water consumption was 7.66m <sup>3</sup> per person per year whereas this figure was at 7.10m <sup>3</sup> in 2003/4.

## Progress

The performance on water efficiency has been the poorest of all the indicators. The target set has been missed and water use has actually increased over recent years. A revised deadline has now been set: that the 7.0m<sup>3</sup> target should be achieved by March 2009.


## Comment

The failure to meet the target set is disappointing. In its report the Executive highlights some weaknesses in the monitoring system that has been put in place and also high water consumption figures for certain buildings that are difficult to explain. Despite this the fact that water use has actually increased in recent years is a sign that a more coherent approach to water management is required.

However, we have recognised the overall performance accords well with good practice in the rest of the UK, meaning that Government has already attained a good position but action is obviously needed to ensure this position is retained and improved upon. **The SDC will monitor progress against the revised target set.**



## Transport and Travel

Overall performance	
Original target	Reduction of 5% in travel-related emissions between 2005/6 and 2010/11. Fully offset emissions from business travel during 2006/7.
Vision for the future	Reduce carbon emissions from travel necessary for the Executive's administrative operations by 25% by 2020 against 2005/6 levels.
Comment	Baseline of 3,138 tonnes CO <sub>2</sub> for 2005/6 set which will allow for monitoring of performance in the future. Setting of new baseline and change in method of calculation of CO <sub>2</sub> emissions makes it difficult to comment on performance at this stage.

### Progress

According to the Executive's own data, emissions of CO<sub>2</sub> from transport increased between 2002/3 and 2005/6. However, changes have been made in the methodology used to calculate emissions that are likely to have caused at least part of the rise recorded. Because of the change in methodology

we have been unable to score overall performance.

Using the new calculation method the Executive has set a baseline for 2005/6 and a target to reduce emissions by 5% by 2010/11. A commitment has also been made to fully offset all emissions from business travel during 2006/7.

### Comment

The transport impacts of any large organisation are significant in terms of greenhouse gas emissions, congestion and local pollution. Comment on the Executive's progress toward its target is difficult given the methodological changes made. However, we would comment that the targets set are modest given the known scale of reductions necessary. For this reason we have scored performance critically.


The SDC welcome the commitment to offset all emissions from business travel in 2006-7 but view offsetting as the last **not** the first step to take: the primary goal must be to reduce emissions at source by as much as possible, then offset any remaining.

The previous First Minister committed to cut flights by Ministers by 50% and new Scottish Government Ministers have signalled their intention to follow suit. This is to be welcomed as it sends a clear signal to civil servants that Ministers are leading the way. The challenge though is how to reduce emissions from all travel; not just high profile journeys.<sup>30</sup>

**Transport impacts are an important element of the Executive's corporate environmental impacts. We will monitor progress against the revised target for emissions and also the commitment to offset.**



## Biodiversity

Overall performance	
Original target	Establish biodiversity inventories for 14 target buildings and develop local action plans, where practical, by end of March 2007 to conserve and enhance biodiversity at these sites.
Comment	Project to improve biodiversity is underway and biodiversity inventories and audits have now been undertaken at 13 target buildings along with Victoria Quay.

### Progress

Progress in undertaking inventories is good and all have now been completed. Based on the findings, an audit for each building has been prepared and will be taken forward by those responsible for grounds maintenance.

### Comment

Targets on biodiversity have progressed well. The SDC welcome this. We will review the Local Action Plans prepared for each site as part of our next Annual Assessment. It is now important the Government establishes monitoring of delivery of these action plans so that changes in biodiversity can be measured.

#### Other commitments

Within the 2005/6 report the Executive also set a further target to ensure the core Executive estate is Carbon Neutral by 2012.

A carbon neutral organisation is one that causes no net accumulation of CO<sub>2</sub> emissions to the atmosphere. This can be achieved solely by offsetting emissions. However, the Commission's

view is that offsetting should only be employed as the final stage in the process, after energy use and emissions have been reduced as far as possible by conservation, efficiency measures and by the use of renewable energy. **We will work with the Scottish Government to develop a policy on carbon neutrality that is in line with good practice.**

The 2005/6 report also provided information on the use of videoconferencing across the Executive. The Commission is supportive of the use of such technology as a substitute to travel where appropriate. **While the setting of targets in this area is problematic, the SDC welcome the inclusion of figures on the use of videoconferencing within the report and suggest this continues in future years.**



## Appendix Two

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The survey was circulated to the members of the SDC Panel and Network in Scotland and via our website and e-bulletin. We were also assisted by several other organisations, namely the **Scottish Sustainable Development Forum**, **Sustainable Scotland Network**, **Forward Scotland** and **Poverty Alliance** who also circulated the survey to their members and networks.



## Appendix Three

### Review of Sustainable Development Governance

Aspect of Sustainable Development Governance	Indicative Actions	Position in the Previous Administration
<b>A common understanding of Sustainable Development</b>		
<b>Are there clear, widely accepted and operational objectives and principles for sustainable development?</b>	<p>Is there a national sustainable development strategy?</p> <p>Does it:</p> <ul style="list-style-type: none"> <li>• Integrate social, economic and environmental objectives?</li> <li>• Consider long term and global impacts?</li> <li>• Identify clear principles and priorities?</li> <li>• Derive from stakeholder involvement?</li> </ul>	<p><i>Choosing Our Future</i> is Scotland's first sustainable development strategy</p> <ul style="list-style-type: none"> <li>• It does consider economic, social and environmental issues although the issues are not always addressed in an integrated and cross-cutting fashion</li> <li>• It adopts a long-term approach and considers global impacts</li> <li>• It sets out clear principles for action (the 5 principles agreed as part of the UK framework) and also 4 priority areas</li> <li>• It was prepared with the involvement of stakeholders. The process of engagement met with general approval from the stakeholders interviewed by the SDC.</li> </ul>
<b>Has action been taken to ensure the concept of sustainable development is well understood by government staff?</b>	<p>Have the principles of the sustainable development strategy been effectively translated to government staff?</p>	<p>The interviews with senior civil servants conducted in preparing this report indicated a generally good level of awareness of the strategy and a perception that it is one of the more important strategies guiding government policy.</p> <p>There is more limited evidence that awareness of the strategy is strong among less senior policy staff across the Executive.</p> <p>MSPs have a crucial role to play in scrutinising Executive policy on sustainable development, with effective sustainable development scrutiny requiring the support of key staff within the Parliament including Committee Clerks, party researchers and the Parliament's Information Centre (SPICe). While SPICe provides regular briefings on sustainable development issues there is potential for further capacity-building among other staff within the Parliament.</p>
<b>Has action been taken to ensure the concept of sustainable development is well understood by other public organisations and other levels of government?</b>	<p>Have the principles of the sustainable development strategy been effectively translated to other public organisations and local government?</p>	<p>Stakeholders in other public bodies and local government who had a direct interest in sustainable development demonstrated a good understanding of the Strategy.</p> <p>It is less clear that this is true of organisations as a whole. While the strategic aims and objectives of some organisations do now place a stronger emphasis on sustainable development this is not true across the board. The performance of Local Authorities on sustainable development is also variable.</p>



<b>Has action been taken to ensure the concept of sustainable development is sufficiently clear and understood by other sectors and the public?</b>	Have (relevant) principles of the sustainable development strategy been effectively translated to business, the voluntary sector, households and others?	The Executive has established the Scottish Sustainable Development Forum (SSDF) to draw together different sectors of Scottish society around sustainable development issues. Other bodies such as Forward Scotland, the Business Environment Network and Sustainable Scotland Network (SSN) also engage with specific sectors of the community around aspects of the sustainable development agenda. The Executive has also supported a public information campaign on sustainable development Its Our Future.
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<b>Clear commitment and leadership</b>		
<b>Is leadership expressed through a sequence of priorities over time?</b>	Are priorities for action set at a national level? Is there a sustainable development action plan linked to the strategy with objectives, actions and timescale? Is this regularly monitored and updated?	An Action Plan that links to the Strategy has been developed. This sets out actions and timescales for completion and is monitored and reported on quarterly. The Action Plan is less clear on overall objectives (i.e. the overall outcomes that need to be achieved to deliver a sustainable Scotland). Instead it is largely a list of specific outputs.
<b>Is there a clear commitment at the highest level for the formulation and implementation of sustainable development objectives and strategies?</b>	Are the First Minister and Cabinet involved in both the formulation and monitoring of the sustainable development strategy and action plan?  Is there a commitment among the Executive's senior managers to implement the sustainable development strategy in their area of work?	The previous administration's First Minister and Environment Minister jointly launched <i>Choosing Our Future</i> . The previous First Minister also made a number of significant speeches on sustainable development and on related agendas such as environmental justice. However, other speeches on for example the economy, seemed to contradict the vision set out in <i>Choosing Our Future</i> . Interviews with senior managers at the Executive indicated that <i>Choosing Our Future</i> was viewed as being one of the key documents of government and that it should be applied across the Executive's work. The evidence in terms of delivery is however more patchy.
<b>Is the commitment effectively communicated to the various sectors of the government machinery and across other levels of government?</b>	Are there effective mechanisms to ensure that responsibility for implementing the Action Plan is translated to: <ul style="list-style-type: none"> <li>• All parts of the Government</li> <li>• Other public sector organisations</li> <li>• Local government.</li> </ul>	The Executive has prepared a Better Policy-making Checklist, which includes some aspects of sustainable development, to assist policy staff in addressing cross-cutting issues in formulating policy. In addition, the Changing to Deliver agenda requires the Executive to develop a more cross-cutting approach to policy at a strategic and operational level within the Executive. NDPBs have their corporate priorities set out in a Management Statement, Agreed Policy Priorities and Financial Statement agreed with the Executive; Executive agencies set out their objectives in a corporate plan agreed with their sponsoring department. Where these Statements and policy objectives have been refreshed in recent years there is evidence that sustainable development is better integrated than before. The picture, however, is mixed. Formal mechanisms to require local government to address sustainable development are limited to guidance on Best Value and to the audit process at the current time. Informal support for local authorities is provided through SSN and other bodies. Current support to Local Government from CoSLA was considered limited by those stakeholders interviewed.



## Specific institutional mechanisms to steer integration

<p><b>Is there an institutional 'catalyst' in charge of enforcing sustainable development strategies?</b></p>	<p>Is there a ministerial committee responsible for monitoring progress on the sustainable development strategy and action plan? Is it effective?</p> <p>Are there dedicated government staff who act as a catalyst or co-ordinator for the sustainable development strategy or action plan? Are they properly resourced?</p>	<p>The Cabinet Sub-Committee on Sustainable Scotland (CSCSS) oversaw progress on Choosing Our Future and the associated Action Plan. It met four times a year and membership included three external members alongside a number of Ministers. It was chaired by the First Minister.</p> <p>The view of stakeholders was that this sub-Committee was an extremely welcome part of the machinery of Government. It had been effective in monitoring progress of Choosing Our Future and in seeking to integrate sustainable development into other areas of government. The presence of three external members was particularly praised as demonstrating transparent and engaged government.</p> <p>In addition to the sub-Committee all papers submitted to full Cabinet were required to include a statement of sustainable development impacts. The evidence is that these statements, while a useful mechanism, have been variable in terms of quality.</p> <p>A Group of senior Executive staff was established to consider the response of the Executive to climate change. However, no similar group is currently addressing sustainable development as a whole.</p> <p>With regard to policy staff support, the previous Administration established a Sustainable Development Directorate in 2004, building on the previous staff resources supporting sustainable development. The evidence is that the Directorate was able to engage with others in the Executive and was consulted in the development of policy across government. In general this process has been effective, although there is less evidence that the Sustainable Development Directorate has influenced social policy.</p> <p>In addition to the Sustainable Development Directorate, resources working on Sustainable Transport and Procurement teams were increased by the previous Administration</p>
<p><b>Is the 'catalyst' located strategically within the Executive (e.g. within the First Minister's office?)</b></p>	<p>Are dedicated sustainable development staff centrally located?</p> <p>Do they carry sufficient authority to influence the work of departments?</p> <p>Is sustainable development incorporated into overall government policy and programmes, rather than treated as a separate activity?</p>	<p>The Sustainable Development Directorate was located within the (then) Environment and Rural Development Department rather than in a central structure such as the Office of the Permanent Secretary. The Directorate has therefore not been in the central office of government, although stakeholders from within and outwith the Executive did not feel this in itself diminished the influence of the Directorate over policy. The move of the new Scottish Government to restructure the Executive may help to further integrate the Sustainable Development Directorate into all areas of policy, provided it is seen as a central aim of policy delivery</p> <p>The one area of weakness with regard to this aspect of Governance is the view, expressed by senior civil servants as well as external stakeholders, that policy staff across the Executive have not always had a full understanding of sustainable development and how it should impact on their work.</p>



<p><b>Are there specific reviews of laws and regulations to check whether they conflict with sustainable development and are sustainable development objectives embedded in new legislation and regulations?</b></p>	<p>Are there mechanisms to ensure that legislation supports and does not conflict with sustainable development objectives?</p> <p>Are these mechanisms effective?</p>	<p>The Parliament, as the legislative body, has responsibility for the scrutiny of legislation and regulation. There is a requirement that an assessment of sustainable development impacts is conducted on all draft legislation put before Parliament. However, this is a limited exercise and it is not clear that it leads to any significant improvement in legislation.</p>
<p><b>Is sustainable development integrated into regular government exercises (e.g. the budget process)?</b></p>	<p>Are the sustainable development principles, strategy and action plan integrated into the government's:</p> <ul style="list-style-type: none"> <li>• Corporate/business planning</li> <li>• Budgeting</li> <li>• Procurement</li> <li>• Performance management and reporting?</li> </ul>	<p>Performance in this area is mixed:</p> <ul style="list-style-type: none"> <li>• Corporate and business planning: in the previous Administration Business Plans for each Department were informed by the commitments made in the Partnership Agreement.</li> <li>• The Partnership Agreement included a 'Green Thread' of sustainable development commitments but also a range of policy commitments that could be deemed less sustainable</li> <li>• Budgeting: the previous Administration made a commitment to embed sustainable development in spending reviews and reported progress on these to the CSCSS</li> <li>• Sustainable Procurement: A sustainable procurement team has been established within the Executive. Guidance on the integration of CSR and sustainable development into procurement has been produced but it is not evident that this is being applied consistently</li> <li>• Performance management and reporting: the previous Administration made a series of commitments to improve its corporate sustainability and this is reported on annually by an independent consultant.</li> </ul>
<p><b>Is there a clear framework for assessing the performance of public organisations with regard to sustainable development</b></p>	<p>Are public organisations and local government asked to regularly report on sustainable development performance?</p>	<p>The Best Value framework used to assess the performance of Local Authorities and other public bodies now includes a duty to contribute to sustainable development through their work. This requirement is welcome but it is not always clear this is significantly affecting action on the ground. SSN is working to build Local Authority capacity in this area. There is a need for capacity building among managers and staff in public bodies as to how this duty can be delivered in practice.</p> <p>Auditing the performance of public bodies with regard to sustainable development is the responsibility of Audit Scotland and the Accounts Commission as part of their wider role auditing Best Value. A commitment that Audit Scotland should work with the SDC to enhance the effectiveness of the sustainable development aspect of the Audit is set out in Choosing Our Future. The SDC is currently working with Audit Scotland on a Local Authority Audit and it is hoped this process will lead to an enhancement of the assessment of sustainable development.</p> <p>Audit Scotland is now undertaking combined audits of Best Value and Community Planning and again these reviews are underpinned by sustainable development.</p>



<p><b>Are there mechanisms to support SEA/sustainability appraisal within the public sector?</b></p>	<p>Is there guidance on how to conduct SEA/sustainability appraisal for government and other public sector staff?</p> <p>Is support available for those conducting appraisals?</p> <p>Are there mechanisms to make sure appraisal is properly carried out and the findings fed back into policy?</p>	<p>SEA was introduced as a requirement for a wide variety of public sector plans, policies and programmes in 2005. SEA is supported by guidance prepared by the Executive. Familiarity with SEA as a tool to engage sustainable development thinking is at an early stage.</p> <p>As regards the process itself, three 'Responsible Authorities' – SNH, SEPA and Historic Scotland – are tasked with screening plans to determine whether an SEA is required and also with responding to consultations on SEA Scoping Reports and Draft Environmental Reports.</p>
<p><b>Does government make effective use of evaluation and reporting mechanisms?</b></p>	<p>Is there regular reporting against long-term sustainable development objectives (e.g. sustainable development indicators) and shorter-term sustainable development action plans?</p> <p>Are there effective mechanisms to ensure that reports on progress inform decision-making by ministers and managers?</p>	<p>The Executive has developed a set of sustainable development indicators covering a range of economic, social and environmental issues. The indicators are reasonably comprehensive in scope although there are some gaps in the issues covered – this has been addressed more thoroughly in Section 3 of this report. Information on progress with indicators is available on the Executive website and updated at regular intervals. The Executive also reports quarterly on progress in meeting the actions set out in the Action Plan. What is less clear is how information from indicators affects future policy development and review across all Executive policy areas. There is no requirement at present for the First Minister to report publicly on annual progress against sustainable development indicators. It is also not clear that policy staff across the Executive draw on the indicators set in informing work in their area.</p>
<p><b>Have external and independent auditing and reporting mechanisms been established</b></p>	<p>Do parliamentary committees conduct regular inquiries into the government's sustainable development performance?</p> <p>Has an independent body been established to scrutinise the government's sustainable development performance?</p> <p>Do Government auditors review sustainable development performance?</p>	<p>The Executive's performance on sustainable development has been subject to the following scrutiny:</p> <ul style="list-style-type: none"> <li>• The Environment and Rural Development Committee of the Parliament undertook an inquiry over the last term of the Parliament on sustainable development performance</li> <li>• The Executive has established a strengthened Sustainable Development Commission in Scotland. The new team of five staff is supported by two Commissioners. The SDC in Scotland is charged in Choosing Our Future with providing independent scrutiny of the Executive's performance on Sustainable Development and the progress in meeting the aims of the Strategy. This report represents the first annual assessment of progress. A three year assessment will be published in 2009</li> <li>• As noted above Audit Scotland do consider sustainable development as part of Best Value audits.</li> </ul>



## Effective stakeholder involvement

<p><b>Are there clear guidelines on when, with whom and how consultations should be carried out?</b></p>	<p>Are there guidelines on how stakeholders and the public should be involved in policy and legislative development? Is it effective?</p>	<p>The Executive has prepared guidance as to engagement of stakeholders and the public in developing policy. The stakeholders consulted for the SDC's research approved of the involvement of stakeholders in the development of Choosing Our Future. There was however a perception that greater publicity could have been given to the launch of the Strategy with the aim of boosting public awareness.</p> <p>More widely the Executive supported the establishment of the Scottish Sustainable Development Forum (SSDF) as a means of engaging with stakeholders around Sustainable Development issues. It is not clear however that the SSDF has any clear input into or influence on policy decisions.</p>
<p><b>Are mechanisms in place for the evaluation of and feedback on the consultation and for monitoring the influence of participation on decision-making?</b></p>	<p>Are there mechanisms for reviewing how effectively consultation and stakeholder involvement is working?</p>	<p>The Executive has clear guidelines to enable the evaluation and feedback on consultation exercises. The results of consultations are published in summary form on the Executive website. There is less evidence that the influence of participation in decision-making is assessed fully.</p>
<p><b>Is transparency ensured? For example, has restricted information been made the exception, not the rule, both in principle and in practice?</b></p>	<p>Is information made available on the predicted and actual social, economic and environmental impacts of government policy, legislation, programmes?</p>	<p>The Freedom of Information (Scotland) Act 2002 and the Environmental Information (Scotland) Regulations 2004 established a clear obligation on public bodies to release a wide range of information to the public on request, with this process being overseen by an independent Information Commissioner.</p> <p>To date the Commissioner has proved effective in responding to public requests for information.</p>



## Effective knowledge management

<p><b>Are the mechanisms transparent, supported by arbitration processes (e.g. a sustainable development ombudsman) for managing conflictual knowledge?</b></p> <p><b>Is there a framework in place to allow discussions to focus constructively on areas of disagreement?</b></p>	<p>What mechanisms exist to deal with disagreements (e.g. within government and business, NGOs, community groups) over the sustainable development impacts of government policies, legislation and programmes? Are these mechanisms independent of government?</p>	<p>In terms of planning decisions, the public inquiry and appeal system plays a role in seeking to resolve disagreements on development proposals, although it is not apparent that sustainable development impacts are at the heart of this process as they should be. The SDC has a role to play in engaging with different stakeholders and seeking to reach a consensus view as to the way forward for different policy areas.</p>
<p><b>Is sufficient attention devoted to ensuring the flows of information between the scientific community and decision makers are efficient and effective?</b></p>	<p>Are there effective mechanisms for ensuring politicians and managers are kept up to date with new research on the sustainable development impacts of activities and how to improve these?</p>	<p>The establishment of the Intermediate Technology Institutes (ITIs) provided a mechanism for business, academia and government to work together on important areas of economic activity. Other bodies such as SNIFFER provide guidance to the Executive on various issues relevant to sustainable development. More widely the government has established mechanisms to ensure that advice from academic and scientific sources is fed into the decision-making process.</p>



## Appendix Four

### List of Relevant Scottish Executive and Scottish Parliament Strategies, Acts, reports and schemes reviewed

A Forward Strategy for Scottish Agriculture (2001)  
A Forward Strategy for Scottish Agriculture: Next Steps (2006)  
A Smart Successful Scotland (2001)  
A Strategic Framework for Scottish Aquaculture (2003)  
A Sustainable Framework for Scottish Sea Fisheries (2005)  
Building (Scotland) Regulations (2007)  
Building Our Future: Scotland's School Estate (2003)  
Business Waste Framework (2007)  
Central Heating Programme  
Changing Our Ways: Scotland's Climate Change Programme (2006)  
Closing the Opportunity Gap  
Community Land Fund  
Community Regeneration Fund  
A Curriculum for Excellence (ACE) (2004)  
Eating for Health: Meeting the Challenge (2004)  
Employability Framework for Scotland  
Energy Efficiency and Microgeneration Strategy – draft (2007)  
Framework for Economic Development in Scotland (2004)  
Fuel Poverty Statement (2002)  
Going for Green Growth, a Green Jobs Strategy (GJS) for Scotland (2005)  
Growing Community Assets Programme  
Hungry for Success (2003)  
Improving Health in Scotland: The Challenge (2003)  
Learning for Our Future (2006)  
Millennium Development Goals (2000)  
More Choices, More Chances: A Strategy to Reduce the Proportion of Young People not in Education, Employment or Training in Scotland (2006)  
National Waste Plan (2003)  
Not in Employment, Education or Training (NEET) Strategy  
Organic Action Plan (2003)  
Planning etc. (Scotland) Act (2006)  
Quality of Life Fund  
Renewables Obligation (Scotland) (2002)  
Review of Progress on Environmental Justice (2005)  
The Schools Health Promotion and Nutrition (Scotland) Act (2007)  
Scotland's Biodiversity: It's in Your Hands – A strategy for the conservation and enhancement of biodiversity in Scotland (2004)  
Scottish Diet Action Plan (SDAP) including Eating for Health, Meeting the Challenge (1996)  
Scottish Food and Drink Strategy (1999)  
Scottish Forestry Strategy (2006)  
Seas the Opportunities – A Strategy for the Long Term Sustainability of Scotland's Coasts and Seas (2005)  
UK Biodiversity Action Plan (1992)  
Warm Deal Initiative  
The Way Forward: Framework for Economic Development in Scotland (2000)  
Workforce Plus – Employability Framework for Scotland (2006)



## Appendix Five

### Abbreviations

<b>ACE</b>	A Curriculum for Excellence	<b>MSP</b>	Member of the Scottish Parliament
<b>AQMA</b>	Air Quality Management Area	<b>MSW</b>	Municipal Solid Waste
<b>BAP</b>	Biodiversity Action Plan	<b>NDPB</b>	Non-Departmental Public Body
<b>BCPT</b>	Bringing Confidence into Public Transport	<b>NEET</b>	Not in Education, Employment or Training
<b>BTCV</b>	British Trust for Conservation Volunteers	<b>NGO</b>	Non-Governmental Organisation
<b>CCTV</b>	Closed Circuit Television	<b>NHER</b>	National Home Energy Rating
<b>CHD</b>	Coronary Heart Disease	<b>NHS</b>	National Health Service
<b>CHP</b>	Combined Heat and Power	<b>NTS</b>	National Transport Strategy
<b>CO<sub>2</sub></b>	Carbon Dioxide	<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>CoSLA</b>	Convention of Scottish Local Authorities	<b>PPP</b>	Public Private Partnership
<b>CPP</b>	Community Planning Partnership	<b>ROA</b>	Regeneration Outcome Agreement
<b>CSCSS</b>	Cabinet Sub-Committee on Sustainable Scotland	<b>ROS</b>	Renewables Obligation (Scotland)
<b>DEFRA</b>	Department for Environment, Food and Rural Affairs	<b>SDAP</b>	Scottish Diet Action Plan
<b>DESD</b>	Decade of Education for Sustainable Development	<b>SDC</b>	Sustainable Development Commission
<b>EMEC</b>	European Marine Energy Centre	<b>SDE</b>	Sustainable Development Education
<b>EMS</b>	Environmental Management System	<b>SEA</b>	Strategic Environmental Assessment
<b>ESD</b>	Education for Sustainable Development	<b>SEPA</b>	Scottish Environment Protection Agency
<b>EU</b>	European Union	<b>SNH</b>	Scottish Natural Heritage
<b>FEDS</b>	Framework for Economic Development in Scotland	<b>SNIFFER</b>	Scotland and Northern Ireland Forum for Environmental Research
<b>GDP</b>	Gross Domestic Product	<b>SPICe</b>	Scottish Parliament Information Centre
<b>GHG</b>	Greenhouse Gas	<b>SSDF</b>	Scottish Sustainable Development Forum
<b>GJS</b>	Green Jobs Strategy	<b>SSN</b>	Sustainable Scotland Network
<b>HIE</b>	Highlands and Islands Enterprise	<b>SSS</b>	Smart Successful Scotland
<b>HLE</b>	Healthy Life Expectancy	<b>SUDS</b>	Sustainable Urban Drainage System
<b>HNC/HND</b>	Higher National Certificate/ Higher National Diploma	<b>UK</b>	United Kingdom
<b>ISO</b>	International Organisation for Standardisation	<b>UN</b>	United Nations
<b>ITI</b>	Intermediate Technology Institute	<b>VSA</b>	Voluntary Service Aberdeen
<b>MDG</b>	Millennium Development Goal	<b>WET</b>	Waste, Energy and Travel
		<b>WWF</b>	Formerly known as World Wide Fund for Nature



## Endnotes

- 1 2001 Census for Scotland, [www.scot.nhs.uk/scot/common/home.jsp](http://www.scot.nhs.uk/scot/common/home.jsp)
- 2 The respective Ministers in post as of 2005.
- 3 Research review undertaken by Momenta.
- 4 First Minister's Speech to the Scottish Parliament, 23rd May 2007 on the Strategic Objectives of the new Government.
- 5 *One Future Different Paths* (2005). The UK Sustainable Development Framework of the UK Government, Scottish Executive, Welsh Assembly Government and the Northern Ireland Government.
- 6 *Building a Better Scotland: Spending Proposals 2005-2008: Enterprise, Opportunity, Fairness* [www.scotland.gov.uk/Publications/2004/09/19984/43702](http://www.scotland.gov.uk/Publications/2004/09/19984/43702)
- 7 Annex, *Delivering a Healthy Scotland, Meeting the Challenge* (2006)
- 8 The National Home Energy Rating measures the energy efficiency of homes and gives an energy rating on a scale from 0 (poor) to 10 (excellent). It takes into account the total energy costs per square metre of floor area required to achieve a standard heating regime, the type of heating system, standard of insulation and the type and age of dwelling. It includes space and water heating, lighting, domestic appliances and standard charges. NHER also models climatic variations like wind speed and orientation and the geographical location of a house.
- 9 Scottish House Condition Survey 2004/05: [www.scotland.gov.uk/Publications/2007/03/26155927/3](http://www.scotland.gov.uk/Publications/2007/03/26155927/3)
- 10 Joint announcement by the Agricultural Departments of the United Kingdom: Organic Statistics United Kingdom Defra/National Statistics, 28 September 2006 <http://statistics.defra.gov.uk/esg/statnot/orguk.pdf>
- 11 Wrieden WL, Barton KL, Armstrong J, McNeill G, A Review of Food Consumption and Nutrient Intakes from National Surveys in Scotland: Comparison to the Scottish Dietary Targets (2006), Food Standards Agency Scotland, p.47-54
- 12 General Register Office for Scotland (2006) Life Expectancy for Administrative Areas within Scotland, 2003-2005
- 13 Scottish Executive (2005) Public Attitudes and Environmental Justice in Scotland: [www.scotland.gov.uk/Publications/2005/10/2791230/12310](http://www.scotland.gov.uk/Publications/2005/10/2791230/12310)
- 14 SNIFFER (2005) Investigating Environmental Justice In Scotland: Links Between Measures of Environmental Quality and Social Deprivation
- 15 SEPA Waste Data Digest 6, 2004 and 2004-05 data. [www.sepa.org.uk/pdf/publications/wds/wdd\\_6.pdf](http://www.sepa.org.uk/pdf/publications/wds/wdd_6.pdf)
- 16 [www.scotland.gov.uk/Topics/SustainableDevelopment/measuring-progress](http://www.scotland.gov.uk/Topics/SustainableDevelopment/measuring-progress)
- 17 Including emissions and removals due to Land Use, Land Use Change and Forestry and emissions excluding Land Use, Land Use Change and Forestry.
- 18 Although the actual situation is unclear because of a change in the method of calculation
- 19 Although as the methodology for calculation of this changed the actual situation is unclear
- 20 Referred to as "Governance" within the rest of the report.
- 21 *Choosing Our Future* proposed the use of the framework developed by the Organisation for Economic Co-operation and Development (OECD). As the OECD framework was also utilised in the previous evaluation of the Executive's performance on Governance it has been adopted here, enabling progress over time to be assessed.
- 22 For example: requiring papers submitted to Cabinet to include a Sustainable Development statement will only be effective as a means of better integrating sustainable development if the civil servant completing the statement is fully aware of all sustainability impacts of the paper in question. If they are not then it is unlikely that the processes and mechanisms will be functioning properly.
- 23 Improving Policy Coherence and Integration for Sustainable Development OECD (2002). The checklist can be found at [www.oecd.org/dataoecd/59/62/1947281.doc](http://www.oecd.org/dataoecd/59/62/1947281.doc)
- 24 Intended by the Executive to build staff capacity and thus to develop a more joined up approach to policy across the Executive.
- 25 Under the Executive's structure before the Election.
- 26 A Sustainability Appraisal is mandatory under the Planning and Compulsory Purchase Act 2004
- 27 The SSDF was established in 2002 with the intention of building broad partnerships across Scottish society around sustainable development.
- 28 Environment and Rural Development Committee Report, Scottish Parliament Paper 819, ERD/S2/R7, 7th Report, 2007 (Session 2)
- 29 Scottish Executive Environmental Performance Annual Report 2005/6, Scottish Executive 2006.



- 30** Taking part in a debate on Carbon Offsetting in June 2007, The Minister for Transport, Infrastructure and Climate Change (Stewart Stevenson) stated, "We want to lead by example. Counting from the previous Executive, we want to reduce emissions from our own travel." Scottish Parliament Official Report, 14th June 2007, col.734. [www.scottish.parliament.uk/business/officialReports/meetingsParliament/or-07/sor0614-02.htm#Col734](http://www.scottish.parliament.uk/business/officialReports/meetingsParliament/or-07/sor0614-02.htm#Col734)
- 31** For individuals from the Scottish Executive, designations are stated as correct at the time of contribution. Some designations may have changed following more recent government reorganisation.
- 32** As of date of interview.



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