

Constitution, Europe, External Affairs and Culture Committee  
Thursday 16 May 2024  
12<sup>th</sup> Meeting, 2024 (Session 6)

## National Outcomes

1. As part of its ongoing [National Outcomes](#) work, the Committee is taking evidence this week from [Scotland's International Development Alliance](#) (SIDA).
2. This is an opportunity to consider how the Scottish Government's National Outcomes and relevant indicators within the [National Performance Framework](#) (NPF) relate to its international – and specifically international development – policy.
3. In its [response](#) in June 2023 to the Scottish Government's call for evidence on the National Outcomes, SIDA's key recommendations were—
  - Amend the international outcome to measure more relevant indicators, and align better with the [Sustainable Development Goals](#)
  - Reflect global implications across all the outcomes to provide a more holistic picture across the NPF
  - Introduce a new indicator to measure Scotland's material footprint
  - Explore ideas for new indicators to measure Scotland's political voice and the impact of the Scottish private sector on low income countries
  - Introduce a Wellbeing & Sustainable Development Bill to support robust implementation of the NPF
4. The Scottish Government published its [Consultation with Parliament in connection with the Review of National Outcomes](#) on 1 May 2024.
5. Having front-loaded our work in this area – beginning on [1 June 2023](#) with an evidence session with the Scottish Council on Global Affairs and followed by input from a range of other witnesses (see Annexe A) – the Committee will conclude this inquiry with a meeting on 20 June 2024 with the Cabinet Secretary for Constitution, External Affairs and Culture.
6. A SPICe briefing is attached at **Annexe A**. A written submission from SIDA can be found at **Annexe B**.

Clerks to the Committee  
May 2024

## Annexe A: SPICe briefing



# SCOTTISH GOVERNMENT'S REVIEW OF THE NATIONAL OUTCOMES

## Context

Following a public consultation, the Scottish Government is [currently consulting the Parliament on proposed changes to the National Performance Framework](#). SPICe has [published a blog examining the current review of outcomes in the NPF](#).

To inform CEEAC's input into the Finance and Public Administration Committee's review of the National Outcomes, the Committee is holding a short inquiry into whether the current National Outcomes and Indicators aligned to the Scottish Government's international work are appropriate. This work builds on the Committee's previous report on an [Inquiry into the Scottish Government's international work](#) which reported in April 2022.

The Committee has previously held five evidence sessions for the NPF inquiry.

On 1 June 2023, the [Committee took evidence from](#):

- Professor Stephen Gethins, Professor of Practice in International Relations, University of St Andrews
- Professor Juliet Kaarbo, Professor of Foreign Policy, University of Edinburgh
- Professor Peter Jackson, Chair in Global Security, University of Glasgow

On 15 June 2023, the [Committee took evidence from](#):

- Seona Shand, International Trade Director, Scottish Chambers of Commerce
- Vicki Miller, Director of Marketing & Digital, VisitScotland
- Gareth Williams, Head of Policy, Scottish Council for Development and Industry
- Anthony Salamone, Managing Director, European Merchants

On 9 November 2023, the [Committee took evidence from](#):

- Noé Cornago (University of the Basque Country)

- Professor Stéphane Paquin (École nationale d'administration publique)

On 14 December 2023, the [Committee took evidence from](#):

- Catriona Radcliffe, head of the Scottish Government's Beijing office
- Katrine Feldinger, head of the Scottish Government's Copenhagen office
- Christopher Thomson, head of the Scottish Government's Washington DC office

On 1 February 2024, the [Committee took evidence from](#):

- Pete Wishart MP, Chair, Scottish Affairs Committee

Today's evidence session with the Scottish International Development Alliance is an opportunity to consider the NPF from an international development policy angle.

## The current National Performance Framework

The [National Performance Framework](#) (NPF) is used by the Scottish Government to evaluate the outcomes of its policies. The current NPF has 11 National Outcomes. The most relevant National Outcome for the Europe and External Affairs elements of the committee's remit is:

- **International:** We are open, connected and make a positive contribution Internationally.

The Scottish Government's vision which [sits beneath this National Outcome](#) states:

"We pursue happiness and quality of life as legitimate social goals. Our family, communities and people are important to us and we are committed to being fair and socially just. We are respectful of all who chose to visit, live and work in Scotland and acknowledge the positive contribution they make. Our visitor economy is thriving.

We are proud of our achievements and are confident, ambitious and positive about the future. We are regarded as a vibrant, modern country and have positive international relations, influence and exchange networks. We recognise the inter-connectedness of people and the obligations which flow from this and play a valuable role in providing aid and supporting developing countries. We are committed to promoting peace, democracy and human rights globally."

Beneath the National Outcomes are a number of [National Indicators](#) which are used to measure performance. In total there are 81 indicators. Under the International National Outcome there are 6 indicators:

- **A positive experience for people coming to live in Scotland -** intended to measure one important dimension of migrants' experiences in Scotland – a strong sense of belonging.

- **Scotland's Reputation** – intended to measure Scotland's reputation against 60 countries across the world on the Anholt-Ipsos Nation Brands IndexSM (NBISM)
- **Scotland's Population** - measures the number of council areas experiencing population decline.
- **Trust in public organisations** – no indicator has been developed
- **International networks** – no indicator has been developed
- **Contribution of development support to other nations** - a composite that measures Scotland's international development activities. It provides a comprehensive depiction of how Scotland contributes to international development.

There is also an indicator related to international trade which is relevant to the Scottish Government's international policies:

- **International exporting** - measures the annual value of international exports (not including the rest of the UK or Oil and Gas exports) as published in Export Statistics Scotland.

## The proposed changes to the National Performance Framework

Within the (now) 13 outcomes in the new NPF, the international outcome is retained. The wording of the international outcome has been reworded with the word internationally replaced by globally. The outcome now says:

“We are connected, open, show leadership and make a positive contribution globally.”

According to the Scottish Government, the purpose of changing internationally to globally is:

“to broaden the scope from a focus on the relationships between nations ('international') to wider environmental and social factors ('global').”

Beneath the re-worded outcome, the vision set out beneath it is:

“Being a good global citizen is a responsibility we all share. We recognise that we are all interconnected, within Scotland and across the globe. We understand that the decisions that impact our own wellbeing here and now will also have wider effects internationally and in the future.

We are committed to promoting peace, democracy and human rights globally. We provide global leadership through positive international relations, our support for international development and our climate action.

We promote our place in the world and deepen our relationships with others, building influence and exchange networks. We collaborate to maximise the contribution of our research and innovation. We enhance our prosperity, and

that of our businesses and industry, through international trade and supply chains.

We welcome all who choose to visit, live and work in Scotland and value the positive contribution they make.”

## **Consultation on the NPF international outcome**

Based on feedback from the Children’s Parliament, the Scottish Government review in relation to the International National Outcome states:

“This national outcome could do more to acknowledge that every citizen, including children, can contribute to creating a nation that is outward facing, internationalist and committed to social justice. Being part of a global family that seeks to make rights real for children we would suggest that this national outcome needs to make more of the phrase which closes the current text, this would mean putting these words front and centre in our national outcome: We are committed to promoting peace, democracy and human rights globally.”

## **Other relevant outcomes**

There are two other outcomes which are relevant to the Committee’s international remit.

Beneath the Wellbeing Economy and Fair Work outcome the Scottish Government sets out a continued vision related to international trade and investment:

“Our economy is competitive and entrepreneurial. We have good international trade, investment and export networks. We are an attractive place to do business. We support our existing sectors to continue to thrive while unlocking the potential of new sectors and industries.”

Within the Climate Action outcome, the Scottish Government’s vision includes a commitment to international climate justice:

“We acknowledge our global impact and deepen our global leadership on international climate justice. We minimise our emissions through a circular economy that ensures responsible production, consumption and use of materials. Our waste management is effective and maximises recycling. Through our actions we reduce our impact on the climate change that disproportionately harms more vulnerable communities across the world.”

## **The National Indicators**

According to the Scottish Government, the National Indicators will be revised to reflect the changes agreed with parliament to the National Outcomes:

“The current set of National Indicators are set out in Annex 5. These will be revised to reflect the new National Outcomes agreed by Parliament, and will be informed by the consultation evidence.

Following the Review of National Outcomes, it is expected that the National Indicators that underpin them will also undergo changes. Currently we have 81 indicators in the NPF across 11 National Outcomes, of which 6 indicators are still in development (as at January 2024). We want to ensure the indicator set remains fit for purpose and focussed on measuring progress towards the updated National Outcomes. Therefore, indicator development is required to ensure the indicator set best reflects the new National Outcomes, alongside considering further data improvements from the feedback received through the National Outcomes Review consultation.”

## **Today’s evidence session**

This morning’s evidence session with representatives of the Scottish International Development Alliance (SIDA) is an opportunity to discuss how the Scottish Government’s international outcome and relevant indicators within the National Performance Framework relate to its international development policy.

In a submission to the Committee in April 2023 outlining “Why the National Outcomes Review and related Wellbeing & Sustainable Development (Scotland) Bill matter”, SIDA set out its concerns about the indicators in the NPF suggesting that they are:

“flawed, incomplete and under-reported on.”

Specifically on the “contribution of development support to other nations” indicator, SIDA wrote that the indicator:

“has little or no published data, despite quite clearly defined measures that should provide a comprehensive depiction of how Scotland contributes to international development, based on research published in 2020. That research was commissioned by the Scottish Government in recognition that development is not only shaped by aid spend but that climate, trade and migration also play crucial roles.

This indicator should measure Scotland’s activities as a ‘good global citizen’, focus on ‘how Scotland can avoid harm to the development of other nations’ and how ‘Scotland supports their development’. However, It is unclear what data has been collected across any of the variables under each of these statements, and thus no clear picture or progress over 5 years exists at all.”

SIDA concludes that on the indicators:

“It is clear there are big gaps in how we measure progress towards the international outcome and there is much room for improvement. Scotland’s International.”

**CEEAC/S6/24/12/2**  
**Annexe A**

SIDA also highlighted concerns about transparency around the data which would allow stakeholders to track performance of the NPF:

“Whilst the Scottish Government says the NPF holds “acting in an open and a transparent way” as one of its core values, the available information to track progress is lacking or inexplicably delayed across a variety of indicators. The indicator for the ‘contribution of development support to other nations’ still lacks benchmark data for 2017, let alone data from additional years for actual assessment of progress. Likewise there is as yet no data available for the ‘International Networks’ or ‘Trust in public organisations’ indicators, nor any information on how and when this will be forthcoming.”

SIDA’s submission to the Committee highlighted research it produced in conjunction with Newcastle University on “[Measuring Scotland’s Impact in the National Performance Framework](#)”. In this research, SIDA recommended the development of a new indicator on

“Scotland’s “material footprint” to better track the environmental footprint of Scotland’s consumption and production, in line with existing UK practice and the SDGs.”

SIDA also proposed that a new indicator should be developed for the “NPF to allow tracking of fossil fuels and the arms trade as key sectors and industries where Scottish production clearly has a global impact”.

Finally, in its submission to the Committee, SIDA wrote that previously engagement with the international sector on the international outcome has been poor. Members may wish to discuss how SIDA was consulted during the Scottish Government’s NPF consultation process. In addition, the Committee may wish to explore whether SIDA has had any role in the development of new international indicators which the Scottish Government is yet to publish.

**Iain McIver**  
**SPICe Research**

# Why the National Outcomes Review and related Wellbeing & Sustainable Development (Scotland) Bill matter

April 2023

This briefing has been produced by a diverse group of organisations interested in furthering wellbeing and sustainable development in Scotland. The group is convened by Scotland's International Development Alliance and includes Carnegie UK, Oxfam Scotland, ActionAid UK, the Wellbeing Economy Alliance and others representing health, social care, community enterprise, environment and nature sectors.

We are contacting the Constitution, Europe, External Affairs and Culture Committee in connection with the review of the National Outcomes, and the connected plans to introduce a Wellbeing and Sustainable Development Bill for Scotland (WSD).

We believe the Committee can play an important role in helping to influence a positive change in the way the national outcomes are used to support wellbeing and sustainable development in Scotland and beyond Scotland's borders.

This briefing contains information on:

- 1.0 Why the national outcomes review is important to the committee
- 2.0 Background
- 3.0 Measuring Scotland's global contribution
- 4.0 A transparent framework to drive decision making
- 5.0 Contacts
- Appendix A: Relevant links to the National Outcomes review
- Appendix B: current national outcomes

## 1.0 Why the National Outcomes review is important to the Constitution, Europe, External Affairs and Culture Committee

The Constitution, Europe, External Affairs and Culture Committee must play an important role in the ongoing legally required review of the national outcomes - which only happens once every 5 years.

This role should go beyond assessing the top level refreshed national outcomes that are presented to parliament later this year or early next year (as per the legal requirements set out in the Community Empowerment (Scotland) Act). It should also delve into issues such as whether progress has been made over the past 5 years towards the outcomes that are relevant to this committee, namely International and Culture, or indeed whether the indicators to measure progress are fit for purpose, and how coherence between outcomes is achieved or not.



The Committee should also help to ensure that the next iteration of the Scottish Government's National Outcomes, and the broader National Performance Framework (NPF) can be properly scrutinised by parliamentarians in the future, and used as a tool to hold the Scottish Government and public sector to account for the impact of their actions in Scotland and internationally.

The national outcomes review and the Wellbeing & Sustainable Development Bill offer an opportunity for Scotland to ensure its policy making is supportive of its international commitments, not least because the NPF is the way we seek to measure progress towards the UN Sustainable Development Goals.

This briefing focuses on the external affairs remit of the committee, however there are considerations for other areas such as the National Partnership for Culture's [recommendation](#) for a review of the four culture indicators.

## 2.0 Background

The [Community Empowerment \(Scotland\) Act 2015](#) requires Scottish Ministers to 'determine outcomes for Scotland'. In practice, these are desired outcomes of public policy in Scotland. Under the 2015 Act, national outcomes must be reviewed every five years. Ministers began a [review](#) on 14 March 2023. As part of this process, they must consult 'persons who appear to them to represent the interests of communities,' and others that 'they consider appropriate'. Based on this, they may propose changes to the existing national outcomes<sup>1</sup>, but they must consult the Scottish Parliament first.

While the Act reserves to Ministers the power to decide who can participate in the community consultation, that power could be balanced by strong scrutiny. As part of the parliamentary consultation, Ministers must inform the Parliament about the community consultation, the responses they received, and how they took those into account.<sup>1</sup>

Parliamentary committees can play a key role in shaping national outcomes by taking part in the parliamentary consultation. The [Deputy First Minister has stated](#) that 'The upcoming NPF review will inform the Scottish Government commitment to consider a proposed Wellbeing and Sustainable Development (WSD) Bill'. Although the drafting of this Bill is not yet complete, Sarah Boyack, MSP, has recently [consulted](#) on a member's bill for Wellbeing and Sustainable Development (consultation closed on 24 March 2023).

Wellbeing and sustainable development are interlinked ideas, both of which hinge on ensuring that people everywhere, now and in the future, can meet their fundamental human needs and give communities the support they need to thrive.

These include:

- material needs, such as nutrition and safety
- help to reduce health inequalities and increase life expectancy
- social needs, such as belongingness and participation
- realise the democratic outcomes that they seek
- higher needs, such as spiritual or intellectual development.

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<sup>1</sup> Note that the 2015 Act refers to 'national outcomes' in the general sense, while the Scottish Government's National Performance Framework uses 'National Outcomes'.

Committees can help to ensure that Scottish public policy truly focuses on wellbeing and sustainable development. You can do this by influencing the development of a coherent set of national outcomes that support the vision of a transition to a wellbeing economy that truly serves people, protects the [planetary systems](#) we depend on, and does so in a fair way.

### 3.0 Measuring Scotland's global contribution

The National Outcome [indicators](#) to support the International outcome (that “we are open, connected and make a positive contribution internationally”) are flawed, incomplete and under-reported on. For example, the indicator to measure Scotland's reputation is measured by how people from 20 countries perceive Scotland. Scotland's population is also included as an indicator, but it is not clear what this means for Scotland's “positive contribution internationally”.

Furthermore, the composite sub-indicator “[Contribution of development support to other nations](#)” has little or no published data, despite quite clearly defined measures that should provide a comprehensive depiction of how Scotland contributes to international development, based on [research published in 2020](#). That research was commissioned by the Scottish Government in recognition that development is not only shaped by aid spend but that climate, trade and migration also play crucial roles.

This indicator *should* measure Scotland's activities as a ‘good global citizen’, focus on ‘how Scotland can avoid harm to the development of other nations’ and how ‘Scotland supports their development’. However, it is unclear what data has been collected across any of the variables under each of these statements, and thus no clear picture or progress over 5 years exists at all..

It is clear there are big gaps in how we measure progress towards the international outcome and there is much room for improvement. Scotland's International Development Alliance have made a range of recommendations to do this holistically that you can see [here](#).

These include:

- **Using existing data that is being collected across the other Outcomes** to help demonstrate Scotland's global contribution.
- **Introducing an indicator on Scotland's “material footprint”** to better track the environmental footprint of Scotland's raw material consumption, in line with existing UK practice and the SDGs.
- **Measuring Scottish participation in global business human rights initiatives** or corporate accountability reporting would give an initial gauge of Scotland's impact on low income countries.
- **Measuring Scotland's political voice** on key global issues. For example, speaking out on loss and damage finance or in support of vaccine equity can and does have a positive impact globally.
- Developing indicators to track:
  - socio-economic impacts in Scotland's global value chains
  - fossil fuels extraction and export
  - the arms trade (manufacture or storage of weapons and arms)

These recommendations would result in more meaningful tracking of progress, whilst also supporting other government commitments to enhance policy coherence for sustainable development, move towards a feminist approach to global affairs and work towards the SDGs.

**This committee should make a point of scrutinising progress towards all of the indicators and sub-indicators above, question their validity as measures of Scotland's global**

impact/contribution, suggest alternatives such as those put forward by the Alliance and shine a spotlight on data gaps where appropriate.

## 4.0 A transparent framework to drive decision making

### Transparency and accountability

Whilst the Scottish Government says the NPF holds “acting in an open and a transparent way” as one of its core values, the available information to track progress is lacking or inexplicably delayed across a variety of indicators. The indicator for the ‘contribution of development support to other nations’ still lacks benchmark data for 2017, let alone data from additional years for actual assessment of progress. Likewise there is as yet no data available for the ‘International Networks’ or ‘Trust in public organisations’ indicators, nor any information on how and when this will be forthcoming.

Transparency within international development funding is also an ongoing issue with a lack of information on how money is being spent and its impact. The Scottish Government has not reported on its contribution to international development since December 2020.

### Engagement

Engagement with the international sector on the International Outcome has been poor in the past, and despite broad support for its inclusion within the National Outcomes, it is unclear how this outcome was formulated in the last review, and what public participation was involved in its formulation.

The NPF is not currently effectively driving decision-making by Government nor public bodies. The proposed WSD Bill would provide a framework for ensuring that public bodies are required and supported to implement the NPF and that they transparently track the progress achieved. A WSD (or Future Generations) Commissioner would signal the importance the Government places on sustainable development; provide a space for learning to coalesce; hold public bodies to account; and be an ambassador to engage the wider public.

### Policy coherence for sustainable development (PCSD)

If progress towards indicators as we recommend is taken into account in decision making, it could lead to a more joined up approach to policy making that enhances policy coherence for sustainable development (PCSD). Indeed, ensuring progress towards all the National Outcomes is central to decision-making on both policy and spend, rather than simply an add-on after the fact, is key to enhancing policy coherence for sustainable development .

The Scottish Government has [given support to a PCSD approach](#) and acknowledged the need for it be central to domestic, as well as international, decision making:

“This [PCSD] is not simply an international development issue but one that is universal – trans and intra boundary as well as transgenerational. While the international development aspect remains crucial, leadership on PCSD, like the SDGs more widely, must be made central to domestic work across the piece. The NPF is a natural home for this collective work, and any mention of PCSD should explicitly recognise this.”

Despite this commitment, we are yet to see PCSD driving Government decision-making. Instead we see continued weapons manufacturing in Scotland which undermines the supposed commitment to a feminist approach to global affairs, and proposed updates to Scotland’s energy policies with no regard to the human rights impacts overseas of our increased demands for rare minerals.

The forthcoming Wellbeing & Sustainable Development Bill provides an opportunity to address conflicts such as these. It could embed a PCSD approach in decision-making, through strengthening the legislative underpinnings of the National Outcomes by conferring a number of duties on Scottish Ministers. When reporting on national outcomes, Scottish Ministers will have to explain how they are coherent and have supported PCSD.

## **5.0 Contacts**

This briefing is part of a series for Scottish Parliamentary committees produced by organisations interested in furthering wellbeing and sustainable development in Scotland.

We would be happy to support the process of responding to the review of the National Outcomes. To continue a discussion on any of the issues mentioned in this briefing please contact: Louise Davies, [louise@intdevalliance.scot](mailto:louise@intdevalliance.scot).

## Appendix A: Relevant links connected to the National Outcomes review

### The National Performance Framework

The current Scottish Government's national outcomes are set within its National Performance Framework (NPF) - see Appendix 1. The Government's Purpose and Values are depicted at the heart of the NPF, surrounded by 11 National Outcomes (NOs). Progress towards them is assessed by National Indicators. Related United Nations' Sustainable Development Goals (UN SDGs) are also linked to each NO.

The Government's NPF team sits under the purview of Deputy First Minister, John Swinney. Last year, the Parliament's Finance & Public Affairs Committee conducted an [inquiry](#) into 'the current structures, processes and cultures that are in place to help deliver the National Outcomes... and whether these work as well as they can or should be improved.' It found an 'implementation gap' between the vision the NPF provides, and its actual impact.

The Finance Committee stressed the need for public bodies, including the Scottish Government, to be better scrutinized and held to account for how they contribute to achieving national outcomes. It welcomed the Deputy First Minister's commitment to ensuring that the public consultation element of the forthcoming review will consider how the NPF can achieve greater impact, and recommended that 'an implementation plan... to embed the revised NPF into delivery organizations' also be consulted on.

Stakeholders highlighted to the Committee how the significantly-delayed Wellbeing & Sustainable Development (Scotland) Bill would support 'greater progress with delivering on the National Outcomes'.

### Wellbeing

The Government's Purpose is [summarised](#) at the centre of the NPF as 'To focus on creating a more successful country with opportunities for all of Scotland to flourish through increased wellbeing, and sustainable and inclusive economic growth.' Session 5's Local Government & Communities Committee noted in its [report](#) on the 2018 parliamentary consultation on national outcomes that:

'The Carnegie UK Trust pointed out in *More Than GDP: measuring what matters* (2010) that the current Purpose includes both an end – opportunities for all to flourish – and a means to achieving it – sustainable economic growth... Oxfam Scotland's written submission to the Committee states "economic growth (albeit sustainable and inclusive), is not the only way to improve wellbeing... there are other ways to measure the prosperity and wellbeing of the economy and the population...

...The [Environment] Committee asked the Cabinet Secretary for Environment, Climate Change and Land Reform if a "sustainable economic growth" referred to economic growth that can continue indefinitely, or to an economy that is in line with sustainable development and how those differ. The Committee also asked how the Scottish Government will ensure that economic growth does not undermine environmental limits or social wellbeing.'

### Defining wellbeing

Building on work done by the OECD, we suggest that a legal definition of wellbeing that supports public policy decision making should include the principles of equity and long-termism.

Therefore:

- Collective wellbeing is the extent to which people are able to realise the social, economic, environmental and democratic outcomes that they seek.
- National wellbeing is the level of collective wellbeing, and is concerned with the inequalities in collective wellbeing between different groups, both domestically and globally, and the conditions for the collective wellbeing of future generations.

### **Sustainable development**

Sustainable development is societal development that meets fundamental human needs in a way that is fair to people everywhere, now and in the future. This means we must not damage the [planetary systems](#) on which we depend for survival, and that social systems, such as economies, serve to distribute benefits fairly. The NPF refers to sustainable development through links to the SDGs. However, it is important to note that [the NPF goals do not equate to sustainable development per se](#).

### **Defining sustainable development**

Following Scotland's International Development Alliance we propose the following definition for sustainable development:

“Sustainable Development can be defined as the development of human societies in ways which do not threaten planetary boundaries, and which equitably support the capability of present and future generations across the world to meet their needs.”

Policy coherence - ensuring that policies do not undermine each other - is an essential component of sustainable development. The [original NPF](#) appears to have policy coherence as its aim. The 2007 spending review, of which it is a part, describes it as a 'New Approach to Government', whereby 'The whole of the public sector will, for the first time, be expected to contribute to one overarching Purpose'. However, the NPF, and Scottish public policy as whole, has never been assessed for policy coherence.

It is likely that a number of conflicts exist in Scottish public policy. For example, according to Transform Scotland's [Roads to Ruin](#), although the Parliament legislated for net zero climate emissions:

'There has been nearly no progress in emissions reduction in the transport sector over the past 30 years... [transport is now the largest overall source](#), accounting for [36% of all Scottish emissions](#), having overtaken the energy sector in 2015...

Road transport specifically... works out as 24% of all Scottish emissions, meaning that this one part of the transport sector is a larger emitter than any full sector of the economy...

Despite road traffic being our biggest problem in [terms of both] transport, and climate change emissions, Transport Scotland's priority for new capital expenditure remains overwhelmingly directed to the provision of increased road capacity. This will inevitably further increase road traffic levels, and consequently worsen Scotland's prospects of meeting its climate change obligations.'

The figures quoted above relate only to emissions created in Scotland. However, there will be related emissions in other countries, e.g., from mining, steel and plastic production, water use, pollution, and other elements of vehicle manufacture and transport. Some parts of the supply chain, e.g., mining, may involve poor labour practices.

Policy coherence for sustainable development requires that we consider not just impacts here and now, but also on current and future generations, and on the ecosphere beyond Scotland, to which our own wellbeing is linked. [Scotland's International Development Alliance recommends](#) the incorporation of more indicators of international impact into the NPF.

One example is our '[material footprint](#)' - a measure of our consumption, which assesses everything required to produce a good or service, from raw materials to final product. While this is already assessed, there are no reduction targets and inclusion in the NPF would help to understand and measure our global impact in this area.

### **Wellbeing & Sustainable Development (Scotland) Bill**

As part of its 2021 Programme for Government, Scottish Government committed to 'move beyond GDP as the only measure of national progress.' Part of this response included the introduction of a Wellbeing and Sustainable Development Bill which would place 'duties on public bodies and local government to take account of the impact of their decisions on sustainable development, in Scotland and internationally.

[Research published by Scotland's International Development Alliance](#) recommends that an amended version of Part 1 of the Community Empowerment (Scotland) Act 2015, concerning national outcomes, be transferred into the Wellbeing & Sustainable Development Bill. As the Bill is likely to contain clear definitions of wellbeing, sustainable development, sustainable economic growth, and policy coherence for sustainable development, it will help to ensure that there is no confusion or conflict in the development and implementation of public policy, as public bodies work to contribute to national outcomes.

The Alliance's report also highlights some conflicts between the various statutory duties conferred on public bodies and recommends provisions that will help to resolve these. It further proposes the creation of a Wellbeing & Sustainable Development Commissioner, who will both support and monitor public bodies' implementation of their duties and contribution to national outcomes. It recommends that a Commissioner assess any overarching policy framework, such as the NPF for policy conflicts.

A strong WSD Bill could improve performance and delivery of national outcomes for wellbeing and sustainable development. Unless Scotland's public policy framework is truly focussed on wellbeing and sustainable development, there would seem to be little chance of the promised transition to the wellbeing economy and for Scotland to make a positive contribution internationally. It must be a framework for wellbeing, rather than a framework for growth.

Your committee can help to shape the next version of the NPF by scrutinising the proposed revisions during the forthcoming national outcomes consultation, and holding the Scottish Government to account, so that Scottish public policy is coherently focused on wellbeing and sustainable development. As well as providing a clear and coherent policy framework, a strong NPF could also support better accountability, transparency, and scrutiny.



## Appendix B: current National Outcomes

