

# Time-line for the Development of the National Performance Framework and the Outcomes Approach in Scotland

---

Allan Campbell, SPICe Research



## **What Works Scotland**

What Works Scotland aims to improve the way local areas in Scotland use evidence to make decisions about public service development and reform.

What Works Scotland is working with Community Planning Partnerships (CPPs) and stakeholder partners to achieve its aims, namely to:

- Identify and better understand what is working and not working in public service delivery in Scotland, and how we can translate knowledge from setting to setting
- Contribute to the development of a Scottish model of service delivery that brings about transformational change for people living in different places across Scotland

What Works Scotland (2014-2017) is a collaborative between The Scottish Government, the Economic and Social Research Council (ESRC), the University of Edinburgh and the University of Glasgow.

[www.whatworksscotland.ac.uk](http://www.whatworksscotland.ac.uk)

## **Scottish Parliament Information Centre (SPICe)**

SPICe holds copies of Scottish Parliament publications, Scottish Government publications, legal and political material, material in the devolved subject areas, Scottish Parliament consultation responses and documents relating to parliamentary questions. SPICe provides access to responses to Scottish Parliament committee inquiries, members' bills and documents relating to parliamentary questions. SPICe deals with enquiries from Members of the Scottish Parliament (MSPs), MSPs' staff and Parliament staff only.

Published by the Scottish Parliament Information Centre (SPICe), The Scottish Parliament, Edinburgh, EH99 1SP [www.scottish.parliament.uk](http://www.scottish.parliament.uk)

**July 2015**

## Introduction and Context

This document summarises the key policy development stages and timeline for the Scottish National Performance Framework and Outcomes Approach. This was produced by SPICe Research for What Works Scotland as part of the Scottish Policy Re-union series within What Works Scotland’s Governance work stream.

Date	Document/Development	Description
2001	Publication of research paper, <a href="#">Moving to Outcome Budgeting</a>	<p>Commissioned research for the Scottish Parliament Finance Committee by Norman Flynn to examine the application of outcome budgeting in Scotland and other countries and to develop practical proposals to develop outcome budgeting in the Scottish budget process. The Committee stated that:</p> <p>“One issue that has emerged during the annual budget process has been an over-emphasis on budgetary inputs. The Committee considered that concentration on spending was not the most appropriate measure of the effectiveness of expenditure in Scottish public services. For that reason, the committee commissioned this research to examine the application of outcome budgeting in Scotland and other countries and to develop practical proposals to develop outcome budgeting in the Scottish budget process.”</p>
2003-2007	Session 2 Finance Committee work	<p>The Finance Committee in Session 2 built on the research commissioned by its predecessor (above). In its <a href="#">first Budget Report</a>, the Committee noted that “the development of outcome budgeting through targets remains problematic and a long-term prospect.” Alongside its work on the budget itself, the Committee also undertook a <a href="#">Cross-cutting review of deprivation spending</a>, which included a number of proposals on deprivation</p>

Date	Document/Development	Description
		<p>spending, including introduction of a single fund for deprivation which would require both local outcome agreements and national performance measures.</p>
2007	<p><a href="#">Publication of SNP Manifesto for 2007 Scottish Parliament election</a></p>	<p>Manifesto includes commitment that:</p> <p>“We will bring forward proposals for new management and monitoring arrangements for government and agencies, based on the successful model in Virginia, USA, so we can bring greater rigour and success to the delivery of public policy in our nation.”</p>
2007	<p>Publication of <a href="#">Spending Review 2007, including Chapter 8: A National Performance Framework</a></p>	<p>The new SNP-led minority Scottish Government introduced the National Performance Framework in Chapter 8 of its 2007 Spending Review. The Framework was:</p> <p>“designed to be clear, logical and easy to understand. It replaces a proliferation of competing priorities, set by the previous administration, providing a unified vision and quantifiable benchmarks against which future progress can be assessed. In developing the national performance framework we have drawn on the successful outcomes-based model of the Commonwealth of Virginia, USA. We believe it will allow us more clearly and openly to demonstrate our performance as a government and sharpen the focus of all those responsible for public services on the delivery of Scotland’s priorities.”</p> <p>The NPF in 2007 included a Purpose, supported by a set of high level purpose targets; five strategic objectives which “support delivery of the Purpose”; 15 national outcomes which “describe in more detail what the government wants to achieve over a ten year period” and 45 national indicators and targets which measure progress on the Outcomes.</p>

Date	Document/Development	Description
2007	<a href="#">Agreement of the Concordat with Local Government</a>	Alongside Spending Review 2007, the Scottish Government and COSLA agreed a new concordat on the relationship between the Scottish Government and local government. This included a move to “Single Outcome Agreements” for each local authority, based on the National Outcomes in the NPF.
2008	<a href="#">Scotland Performs</a> website launched	Website launched which “measures and reports on progress of government in Scotland in creating a more successful country, with opportunities for all to flourish through increasing sustainable economic growth.” Scotland Performs provides a snapshot of performance in “real time”.
2009	<a href="#">Finance Committee report on Strategic Budget Scrutiny</a>	The Session 3 Finance Committee concluded that: “It is clear from evidence to this inquiry that significant further development of the concept of outcome budgeting is required if difficult decisions on the prioritisation of funds are to be made on a rational basis.”
2010	<a href="#">Independent Budget Review</a>	The Independent Budget Review, chaired by Crawford Beveridge, stated in its “looking forward” chapter that: “The Panel also concludes that there is a need to move towards a more outcomes-based approach to public service management and to improve the quality, availability and application of evaluation, monitoring and reporting data and information in relation to outcomes across the public sector in order to ensure that resources are applied to full benefit.”
2011	<a href="#">The first refresh of the National Performance Framework</a>	In 2011, the Scottish Government refreshed the NPF, expanding the indicator set from 45 to 50, and adding an additional outcome on older people.

Date	Document/Development	Description
2011-2012	<a href="#">National Community Planning Group and the Statement of Ambition</a>	First reform of the Single Outcome Agreement process – SOAs moved to being a Community Planning Partnership document, rather than a local authority document.
2013	<a href="#">Publication of first Performance Evaluation using the NPF</a>	Following <a href="#">agreement between the Finance Committee and the Scottish Government</a> , in 2013, the Government published a Performance Evaluation for the committees, using the information in Scotland Performs.
2014	Government review of the Indicator Set	Scottish Government and external organisations currently reviewing the indicator set in the National Performance Framework, with a new Indicator set scheduled to be published later in 2015.
2014	<a href="#">Introduction of Community Empowerment (Scotland) Bill</a>	Part 1 of the Community Empowerment (Scotland) Bill aims to put the system of “national outcomes” on a statutory basis, although does not specify what form this should take. The Bill was due to be considered at Stage 3 in late May 2015.

Note: The OECD states that the concept of “outcome” or “performance” budgeting has existed in one form or another since the Hoover Commission in the United States in 1949. This short note does not attempt to cover all reports related to outcome budgeting but focuses on the main events that led to the creation of the National Performance Framework etc.