

# **Good Food Nation proposals for legislation: analysis of consultation responses**

**September 2019**

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## Executive Summary

The national food and drink policy – Becoming a Good Food Nation – was published in 2014, setting out the vision that *‘by 2025, Scotland will be a Good Food Nation where people from every walk of life take pride and pleasure in, and benefit from, the food they produce, buy, cook, serve and eat each day’*. The Scottish Government’s Programme for Government (2017-18) included a commitment to consult on proposals for a Good Food Nation Bill.

In September 2018, the Scottish Government published its ‘Good Food Nation Programme of Measures’. The Scottish Government undertook to consult on proposals for legislation that would help to underpin the significant work already undertaken across Government in terms of key measures and activity to deliver a Good Food Nation. The focus of any legislation could be a clear framework that placed responsibilities on Scottish Ministers and specified public bodies to publish and adhere to statements of policy on food.

In December 2018 the Scottish Government launched a consultation on Good Food Nation proposals for legislation seeking views on the means to achieve outcomes in relation to Good Food Nation, through legislation.

### Respondent Profile

A total of 1,360 responses were received. After checking for blank responses, duplicates and campaign responses, this resulted in a total of 802 individuals and organisations who responded directly to the consultation: 175 from organisations and 627 from individuals. These are referred to as ‘consultation responses’ in the main body of this report. Those who responded as part of a campaign are referred to as ‘campaign respondents’.

The following table shows the numbers of responses in each analysis sub-group. The largest organisation sub-group with 35 respondents was third sector (non-food), followed by food / food retail / producer / distributor (17 respondents) and representative body / trade union, local authorities and third sector (food) (each with 16 respondents).

<b>Respondent Groups</b>	
	<b>Number</b>
Campaigning / advocacy	13
Community group	10
Faith group	10
Food / food retail / producer / distributor	17
NHS / Health	12
Local authority	16
Representative body / Trade Union	16
Third sector (food)	16
Third sector (not food)	35
Education / Academic / Research	14
Other	16
<b>Total organisations</b>	<b>175</b>
Individuals	627
<b>Total respondents</b>	<b>802</b>

## **Main Findings: Scottish Ministers and public authorities**

**To what extent do you agree with the framework proposals for Ministers and public authorities to prepare statements of policy, have regard to them in the exercise of relevant functions, and report on implementation, with regard to international obligations and guidance (Question 1)**

The overwhelming majority of consultation respondents, across all sub-groups, strongly agreed or agreed with the framework proposals for Ministers and public authorities to prepare statements of policy, have regard to them in the exercise of relevant functions, and report on implementation, with regard to international obligations and guidance.

Significant numbers of these respondents generally expressed a commitment to a right to food, or agreed with the Scottish Government wanting to take measures to ensure the right to food. A key perspective was of a need for a holistic or whole system approach, involving all sectors and relevant groups working together so that policies relate to all parts of the food system.

There were requests from around a third of consultation respondents for the right to food to be enshrined in law, although not explicitly through the Good Food Nation legislation. A similar proportion noted the need for a strong reporting framework, with some comments that the current wording in the consultation document is too

ambivalent; and for the framework to have precise objectives, targets and timescales.

Around a quarter of those providing commentary focused on a need to have due regard for international obligations, with some suggestions that the Scottish Government could incorporate or take heed of working practices in other countries.

A significant number of organisations noted the need to avoid policy conflict and dovetail with other policies or initiatives such as climate change goals, human rights legislation, transport policies and so on. Linked to this, a large number of consultation respondents focused on specific areas for consideration within the policy statements; these included environmentally-friendly farming, climate change, the need for sustainable farming production methods and greenhouse gas emissions.

A significant minority of consultation respondents focused on the need for Good Food Nation to address food poverty and food insecurity; and there were also references to the need to consider public health.

**Whilst we do not plan to require all sectors to prepare statements of policy on food, they do all have a role to play in achieving our Good Food Nation ambition. To what extent do you agree that Government should encourage and enable businesses in particular to play their part? (Question 2)**

Almost all consultation respondents strongly agreed or agreed that the Government should encourage and enable businesses to play their part in achieving the Good Food Nation ambition.

A key theme was that all businesses which are part of the food industry must be involved in achieving the Good Food Nation ambition. For many of these respondents, this included private sector food businesses.

Almost half of the consultation respondents who answered this question thought that businesses needed to be supported, encouraged or incentivised – as opposed to being forced or regulated – to play their part in making the necessary changes. Some consultation respondents also felt that fiscal stimuli would be needed to help achieve the Good Food Nation goals.

Nearly one in five consultation respondents noted that the Good Food Nation ambition requires a holistic approach with all sectors working together to play their part in partnership format if it is to be successful. This should be backed up with the government leading by example and having the powers, resources and influence to enable positive changes.

Many consultation respondents also made a number of points about various changes which businesses may need to make in order to help realise the Good Food Nation ambition.

Many organisations chose to focus on specific areas in which change would be required in order to make the Good Food Nation ambition a reality; chief of which was the need to focus on sustainability and the environment.

## **Main Findings: Oversight of the Good Food Nation policy area**

### **To what extent do you agree with the proposed approach to accountability of Scottish Ministers and specified public authorities? (Question 3)**

A higher proportion of consultation respondents disagreed with the proposed approach to accountability than agreed, with the highest level of agreement coming from local authorities; disagreement came from most other types of organisation, although views were relatively polarised within representative bodies / trade unions, food / food retail / producer / distributors and third sector (food).

The key theme emerging at this question and mentioned by almost half of consultation respondents was that there is a need for an independent statutory body to oversee all aspects of food in Scotland. This comment came from higher proportions of consultation respondents who disagreed with this proposal than agreed. Their reasons for support for a statutory body included a need for accountability and independent oversight, for reviewing implementation of the Good Food Nation policy and monitoring of performance.

Allied to this point, a significant number of consultation respondents noted that any independent statutory body would need to represent all sectors of society so as to ensure that actions taken are well targeted and benefit those most in need.

A significant number of consultation respondents who were supportive of an independent body made suggestions as to how this could be structured, with references to the Scottish Land Commission, the Poverty and Inequality Commission or the Welsh Future Generations organisation.

A few consultation respondents noted that there is a need for a Food Commission or for reinstatement of the Scottish Food Commission, whose role would be to provide advice to Scottish Ministers and oversight of actions taken under the Good Food Nation policy.

Echoing earlier themes, some consultation respondents referred to the impact of food across a wide range of policy sectors and across all aspects of life, and cited a need to ensure that the ethos of Good Food Nation is embedded across all sectors and all public authorities, particularly as there is a perception that current policies in relation to food are fragmented.

Once again, consultation respondents referred to the need for a partnership approach being essential to the success of Good Food Nation, given the wide range of organisations affected by food insecurity and food policy; as well as a need for departmental co-operation within the Scottish Government and across public authorities. That said, some local authorities noted a need for additional resources if greater responsibilities are to be placed upon public authorities.

## **Main Findings: Other provisions**

### **To what extent do you agree with the proposal for targeted legislation relevant to specific policy areas as an alternative to a single piece of legislation? (Question 4)**

While more consultation respondents agreed than disagreed with the proposals for targeted legislation relevant to specific policy areas as an alternative to a single piece of legislation, the highest number noted they neither agreed nor disagreed. The highest levels of agreement with the proposed approach came from local authorities, representative bodies / trade unions, third sector food organisations and those within the food / food retail / producer / distributor sector. The highest levels of disagreement came from campaigning / advocacy organisations, those within the academic / research / education sector and faith groups.

Two key themes emerged, both cited by around one in four consultation respondents. The first noted a preference for overarching framework legislation into which targeted legislation could then be introduced and / or a need for initial framework legislation which could then guide targeted legislation in the future. The other key theme was that legislation should include a commitment on the part of the Scottish Government to the right to food.

A few consultation respondents felt that whatever legislation is used, there is a need to adopt an integrated approach to cover all relevant policy areas and to ensure that joined-up thinking and partnership working can be applied to Good Food Nation principles.

Some consultation respondents also commented that whatever approach is adopted will need to be flexible and offer a capacity to respond to any future changes within the food sector.

# Introduction

## Background

1. Recipe for Success – Scotland’s first national food and drink policy – was published in 2009. Since this date, there has been increased emphasis on the importance of food issues and a number of initiatives have been undertaken by individuals and organisations involved in the food and drink sector, to ensure that Scotland can benefit from this sector.
2. The national food and drink policy – Becoming a Good Food Nation – was published in 2014, setting out the vision that “by 2025 Scotland will be a Good Food Nation where people from every walk of life take pride and pleasure in, and benefit from, the food they produce, buy, cook, serve and eat each day.” Since then, work has been undertaken to help improve access to, and stress the benefits of, healthy local foods, helping to ensure the sustainability of Scotland’s food industry and helping to grow Scotland’s reputation as a Good Food Nation. Subsequent work has included many initiatives including funding for community schemes to promote healthy food initiatives and the introduction of a National Chef. The Scottish Government’s Programme for Government (2017-18) included a commitment to consult on the proposals for a Good Food Nation Bill.
3. In September 2018, the Scottish Government published its ‘Good Food Nation Programme of Measures’. This document confirmed the Scottish Government’s commitment to Scotland becoming a Good Food Nation where Scottish people have improved access to, and understanding of, the benefits of healthy local foods. While it was felt that legislation was not essential to delivering action and achieving the aims, the Scottish Government undertook to consult on proposals for legislation that could help to underpin the significant work undertaken in terms of key measures and activity.
4. The focus of legislation could be a clear framework that placed responsibilities on Scottish Ministers and specified public bodies to provide a lead on the delivery of the Good Food Nation policy. The likelihood was that the detail of any general framework principles would be set out in primary legislation, although detailed provisions would be contained in secondary legislation.
5. The Scottish Government was keen to gather views on their proposals for a legislative framework and a consultation on Good Food Nation Proposals for Legislation was launched on 21 December 2018 asking for views on the means to achieve outcomes in relation to Good Food Nation, through legislation. The consultation closed on 18 April 2019.

## Respondent Profile

6. A total of 1,360 responses were received. After checking for blank responses, duplicates and campaign responses, this resulted in a total of 802 individuals and organisations who responded directly to the consultation: 22% (175) from organisations and 78% (627) from individuals. These are referred to as 'consultation responses' in the main body of this report. Those who responded as part of a campaign are referred to as 'campaign respondents'.
7. There were two campaigns submitted to this consultation. One was a campaign initiated by the Trussell Trust, using standard text, and this attracted 40 submissions. Another campaign, initiated by the Scottish Food Coalition (SFC) attracted 457 submissions; while this contained standard text, respondents also opted to provide additional text of their own, covering a wide range of issues. Additionally, the analysis identified two further campaign responses, although it was not possible to identify the sources of these; one campaign attracted 63 responses; the other ten responses. None of the campaigns directly answered the questions in the consultation but where possible or relevant, the findings are reported in the main body of this report. Together, these campaigns accounted for 42% of all responses to this consultation.
8. One organisation conducted a survey among its members and 93 individuals, from 10 Scottish local authorities, responded.
9. Respondents were assigned to respondent groupings in order to enable analysis of any differences or commonalities across or within the various different types of organisations and individuals that responded.
10. A list of all those organisations that submitted a response to the consultation and agreed to have their name published is included in the Appendix.
11. The following table shows the numbers of responses in each analysis sub-group. The largest organisation sub-group with 35 respondents was third sector (non-food), followed by food / food retail / producer / distributor (17 respondents), representative body / trade union (16 respondents), local authorities (16 respondents), third sector (food) (16 respondents); there were smaller numbers in other sub-groups.

<b>Respondent Groups</b>	
	<b>Number</b>
Campaigning / advocacy	13
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## Methodology

12. Responses to the consultation were submitted using the Scottish Government consultation platform Citizen Space or by email or hard copy.
13. It should be borne in mind that the number responding at each question is not always the same as the number presented in the respondent group table. This is because not all respondents addressed all questions; some commented only on those questions or sections of relevance to their organisation, sector or field of interest; some opted not to respond to any questions and submitted a 'freeflowing' commentary covering issues of importance to them. The report indicates the number of respondents who commented at each question.
14. The consultation questions contained closed, tick-boxes with options for 'agree strongly, agree, neither agree nor disagree, disagree and disagree strongly'. Respondents were invited to explain their answers. Where respondents did not follow the questions but mentioned within their text that they agreed or disagreed with a point, these have been included in the relevant counts. This information is presented in table format at the relevant questions.
15. The researchers examined all comments made by respondents and noted the range of issues mentioned in responses, including reasons for opinions,

specific examples or explanations, alternative suggestions or other comments. Grouping these issues together into similar themes allowed the researchers to identify whether any particular theme was specific to any particular respondent group or groups.

16. When looking at group differences however, it must be also borne in mind that where a specific opinion has been identified in relation to a particular group or groups, this does not indicate that other groups did not share this opinion, but rather that they simply did not comment on that particular point.
17. While the consultation gave all who wished to comment an opportunity to do so, given the self-selecting nature of this type of exercise, any figures quoted here cannot be extrapolated to the wider population outwith the respondent sample.
18. A small number of verbatim comments, from those who gave permission for their responses to be made public, have been used in the report to illustrate themes or to provide extra detail for some specific points.

## Scottish Ministers and Public Authorities

19. The consultation paper noted that the first recommendation of the Scottish Food Commission in their report to Scottish Ministers, was that framework legislation should be the basis of Good Food Nation legislation.
20. The proposal in the consultation was that while the general framework principles would be set out in primary legislation, the detailed provisions would be contained in secondary legislation, making it easier to amend and update.
21. The statutory duties would require Scottish Ministers to set out a statement of policy on food. This would be required to cover food production and consumption issues, and compatibility with relevant EU obligations would be essential. In setting out this statement of policy, Scottish Ministers would also need:
  - To include indicators or measures of success.
  - To have regard to the statement of policy on food.
  - To consult on a draft statement and to have regard to the consultation responses.
  - To publish the statement of policy and to lay it before the Scottish Parliament, for information rather than approval.
  - To report every two years on implementation of the policy and to set out information on the indicators or measures of success. This report would be published and laid before the Scottish Parliament in order to ensure transparency and accountability.
  - To meet the statutory requirement to have regard to relevant international obligations and guidance; relevant instruments and guidance would be specified in secondary legislation.
22. Similar requirements would also be placed on specified public authorities with relevant food-related functions.
23. Scottish Ministers and specified public bodies would be required to collaborate to ensure a joined up approach to delivery of a Good Food Nation in Scotland.
24. The first question asked,

**Q1: To what extent do you agree with the framework proposals for Ministers and public authorities to prepare statements of policy, have regard to them in the exercise of relevant functions, and report on implementation, with regard to international obligations and guidance?**

25. A total of 706 consultation respondents opted to provide a response to this question. The overwhelming majority (88%) of these respondents either agreed or strongly agreed with the framework proposals for Ministers and public authorities to prepare statements of policy, have regard to them in the exercise of relevant functions, and report on implementation, with regard to international obligations and guidance. Only very small numbers (5%) of consultation respondents disagreed or strongly disagreed.

Q1

	Number					
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not answered
Campaigning / advocacy (13)	3	10	-	-	-	-
Community group (10)	1	5	-	1	1	2
Faith group (10)	6	4	-	-	-	-
Food / food retail / producer / distributor (17)	9	5	3	-	-	-
NHS / Health (12)	6	6	-	-	-	-
Local authority (16)	2	10	1	-	-	3
Representative body / Trade Union (16)	1	8	2	1	-	4
Third sector (food) (16)	2	12	-	1	-	1
Third sector (not food) (35)	3	22	3	1	-	6
Education / Academic / Research (14)	2	11	1	-	-	-
Other (16)	2	10	1	-	-	3
<b>Total organisations</b>	<b>37</b>	<b>103</b>	<b>11</b>	<b>4</b>	<b>1</b>	<b>19</b>
Individuals	193	289	40	16	12	77
<b>Total respondents</b>	<b>230</b>	<b>392</b>	<b>51</b>	<b>20</b>	<b>13</b>	<b>96</b>

26. Consultation respondents were then asked to explain their answer; 618 respondents provided comments. **Thirty-six percent either generally expressed a commitment to a right to food, or agreed with the Scottish Government wanting to take measures to ensure the right to food, without explicitly asking for the right to food to be included in the Good Food Nation bill.** Smaller, but still significant, numbers stated their agreement with the framework approach, more so among organisations than individuals.

27. Very large numbers of consultation respondents made comments about aspects they felt should be built into the framework outline, perceptions being that these would help with the successful implementation of the policies. The largest proportion (including half of all responding organisations) stated that it was essential that the **statements or proposals need a holistic or whole system approach.** The policy framework is envisaged by these respondents as involving all relevant sectors or relevant groups, as the policies must relate to all parts of the food system. Examples of groupings perceived as relevant and therefore needing to have involvement were given by these respondents and most frequently included:

- Public bodies.
- Private bodies.
- Government Departments.
- Farmers.
- Scientists.
- People visiting foodbanks.
- Health professionals.
- Food producers / distributors / retailers.

28. The following two quotations illustrate some of the points made by respondents.

*“Achieving a true transformation of food systems requires a holistic approach – one engaging all stakeholders and deploying a wide array of actions such as improved policy, increased investment, expanded infrastructure, farmer capacity-building, consumer behaviour change and improved resource management.” (Other)*

*“Government and public bodies should involve lots of different groups and individuals in making the Good Food Nation plan reality because food should be the concern of everyone in society. Just as importantly, Ministers and public bodies should foster this collaboration in a way that makes it easy for people to understand the plan and to have their voices listened to.” (Faith Organisation)*

29. Some 36% of consultation respondents required clarity that, or were in favour of, **the right to food either being put into law or having statutory obligations** in order to be effective. Equally large numbers of consultation respondents (particularly among organisations) were of the opinion that the

**proposals need a strong reporting framework**, in terms of having measurable progress standards and an honest and clear reporting framework; smaller numbers specified that the proposals needed inbuilt accountability. Small numbers of consultation respondents were in favour of a shorter reporting period than five years. As demonstrated by a local authority;

*“Although it is recognised that food issues feature in some of the Government’s current international obligations and commitments (i.e. UN sustainable development goals), there should be a clear outcome of the Bill to include the ‘right to food’ being enshrined in Scots law. To explicitly include a right to food in law will better help the Government meet their international obligations, national ambitions, and local delivery.”*

30. Small numbers of consultation respondents requested more clarity or detail about policy oversight, with suggestions including the need for independent experts or an independent oversight body; several of these respondents suggested the reinstatement of the Independent Food Commission to meet this aim. Very small numbers of consultation respondents noted that the proposals must be achievable.

31. Significant numbers of consultation respondents (25%) were in favour of a **strong or bold policy framework** generally. Some consultation respondents (including one in five organisations) were concerned about wording in the document being too ambivalent or non-committal. Many of these respondents noted that the **framework needs to have precise objectives and /or targets with specific timescales**. Similarly, a few consultation respondents expressed concerns about the wording in the document (e.g. ‘having regard to...’) being too soft and needing strengthening. As noted by a local authority;

*“An overarching framework set out in legislation would go substantially further than existing pieces of legislation and policy that focus on one part of the food system e.g. climate change, diet etc. A vision of the future to which Scotland aspires can then be implemented through more targeted policies with timetables, implementation plans, success indicators and reporting arrangements.”*

32. A significant number (19%) of consultation respondents agreed on the **need to have due regard to international obligations**, such as EU regulations and the UN’s Sustainable Development Goals, in policy-making. Many of these respondents also expressed the desirability of incorporating or taking note of other countries’ good working practices.

33. A need to avoid conflict with or dovetail with other policies or initiatives was noted by significant numbers of organisations responding to the consultation in particular. Examples of policies perceived as requiring attention during policy-making included:

- Local policies.
- Transport policies.
- Fair Trade commitments.

- Climate change goals.
- Healthy eating policies.
- Food and drinks policies.
- Human rights legislation.

*“We acknowledge that food is a complex topic that spans and impacts on multiple portfolios and policy areas. As a result of this it is essential for legislation to be clear and robust enough to ensure that everyone is reporting against and working towards the same priorities.” (Third Sector (non-food))*

34. Small numbers of consultation respondents suggested there should be a similar requirement or duty placed on larger businesses (e.g. supermarkets, large producers) to outline or publish their own food policies so they can be held to account.
35. A need for policy-making to be comprehensible to all, in terms of statements being in plain English or language that everyone can understand, was frequently noted, particularly by individuals.
36. Additionally, very small numbers of consultation respondents noted that the proposals must be achievable.
37. A very large number of consultation respondents chose to focus on **specific areas for consideration** within the policy statements. The most frequently cited area was the need to **ensure sustainability**, by one in three consultation respondents. Many of these mentions were in general terms, but specific topics for consideration which were pinpointed by large numbers of these respondents included the following:
- Environmentally-friendly farming.
  - Introduction of sustainable farming production methods (making the best use of land, more organic / less intensive farming, etc.).
  - Climate change.
  - Greenhouse gas emissions.
  - Biodiversity loss.
  - Limiting pesticide use.
  - Soil health and degradation.
38. As noted by an organisation in the third sector (non-food);

*“Food ... is one of the biggest ways that humans have an impact on the environment. Globally, the food system contributes 19-29% of all greenhouse gas emissions. In Scotland, we know that agriculture and related land use accounts for around 25% of our emissions, and for the majority of our methane and nitrous oxide emissions (68% and 79% respectively), both more potent greenhouse gases than carbon dioxide. We know that the greatest factors that contribute to wildlife decline are changes to and loss of habitat, changes to and loss of food sources, chemicals*

*like pesticides and fertilisers and other types of pollution. All of these are often associated with agriculture and food production.” (Third Sector (non-food))*

39. A particular area pointed out by large numbers of consultation respondents as **being beneficial for sustainability was local, small-scale or community growing of food**, with increased provision of allotments and the creation of local food growing strategies earmarked as potential mechanisms to aid uptake.
40. The **need to address food poverty and food insecurity** was cited by a significant minority (28%) of consultation respondents. Rising food bank or food parcel use, and a perceived need to raise the incomes of, or alter the welfare system for, affected households, were stressed by many of these consultees. Consultation respondents, and in particular organisations, also frequently raised issues surrounding affordability and accessibility relating to Good Food purchasing. Particular concerns raised were:
- Local availability or access problems (particularly in rural or remote areas).
  - The need for equality of pricing for Good Food with other foods (currently seen as more expensive).
  - Added expense for those with dietary intolerances or requirements.

*“We feel a paradigm shift is required. Whilst it is correct to have an integrative approach in the rolling out of the Good Food Nation policy, joining the dots between interrelated policies across national government, local government, health authorities and others, we feel it is most definitely time to put consumers centre stage, in particular those in areas of poverty and deprivation. There are many communities in our country where daily access to affordable and healthy food is not available, including in areas where we operate.” (Third Sector (Food))*

41. Nearly one in five consultation respondents focused on the **need to consider public health in Good Food proposals**, with many of these noting links between health issues and food consumed, and others desiring NHS involvement. The need for a consensus as to what constitutes good food and a healthy diet, given differing perceptions, was postulated by small numbers of consultation respondents. The differing dietary needs of children, adults and the elderly were seen as not well promoted at present, as well as quantity and quality requirements. A need to address unhealthy diets was specified by a number of respondents, in particular by health-related organisations; suggestions included:
- Regulating sugar (noting the already implemented sugar tax).
  - Regulating salt (noting Action on Salt).
  - Regulating fats.
  - Tackling obesity.
  - Tackling other unhealthy food-related disorders (e.g. diabetes).
  - Reducing the quantity of processed foods.

*“Analysis from national diet surveys indicates that adults on a low income in Scotland consume fewer fruit and vegetables and consume more (non-diet) soft drinks. Similar disparities have been identified in studies examining household consumption data, where households in the most deprived areas consumed fewer fruit and vegetables and less oily rich fish than households in the least deprived areas. Being overweight, obese and / or having a large waist circumference is the most significant risk factor for developing Type 2 diabetes, accounting for 80–85 per cent of the overall risk of developing the condition. Reducing the number of people in the Scotland who are overweight or obese would reduce the risk of people developing Type 2 diabetes.” (Third Sector (non-food))*

42. A **need to maintain or improve food quality in terms of production and processing standards** was regarded as important by consultation respondents. Significant numbers of these respondents suggested the following improvements to the current food system:

- Improved nutritional food quality.
- Less mass production.
- Improved public authority procurement and sourcing.
- Improved school and hospital food and food practices.

*“We strongly feel the initial focus should be with Public Procurement as the public is neither getting value for money nor good quality, sustainable choices. (...) have been the most proactive in generating more competition by splitting up the various lots (meat, fish, confectionary, dairy, dry store cupboard, etc) for tender. This means that local companies, many who are family run, and tax paying, can enter and compete with larger offshore companies.” (Food (Retail / Producer / Distributor))*

43. Consideration should also be given to animal welfare, according to a significant minority of consultation respondents. Particular issues raised included suffering during export, confinement of hens and intensive salmon farming.

44. A similar number of consultation respondents thought there was a need to consider the pay and conditions of food industry workers, particularly in terms of gaining a living wage or simply being paid more.

45. Significant numbers of consultation respondents wanted the proposals to consider food waste and how to reduce it, and small numbers of these mentioned the impact of other food-related waste (e.g. plastics, packaging, and water).

46. Educating children and informing the public about the ‘Right to Food’ and how to make the right food choices was seen as an essential part of the Good Food Nation proposals by a significant minority of consultation respondents.

47. Other points raised and suggestions made regarding the implementation of the Good Food Nation proposals, each by a few consultation respondents, included:
- Proposals being extended to include the private sector and encouraging businesses to adopt good food processes.
  - The private sector needing to have the same standards as the public sector.
  - Fiscal policies (e.g. taxation, subsidies) should be used to aid good food processes (e.g. to reduce plastic packaging or remove meat subsidies).
  - There is a need to ensure Scottish producers are not overburdened or competitively disadvantaged by the proposals.
  - Education and training will be needed for those involved in the food system.
48. A small minority of consultation respondents (including some agreeing with the policy proposals) cited concerns with the policy, mostly around how it would work in practice.
49. The majority of these concerns centred on the perceived ineffectiveness of previous national food policies (e.g. the Diet and Obesity Plan, the Food and Industry Plan). Reasons postulated for the lack of success included these plans only being voluntary in nature and lacking success indicators.
50. Smaller numbers of consultation respondents, and local authorities in particular, worried about implementation costs, in terms of funding and resources, for local authorities.
51. Very small numbers of consultation respondents also cited concerns about the following:
- Funding or support needs for community food projects or smaller enterprises.
  - The impact of perceived poor international or imported food standards (e.g. from USA).
  - Increased bureaucracy.
  - Implementation costs for the private sector.
  - Satisfying differing needs having unintended consequences for some sectors (e.g. urban vs. rural situations).
52. Individuals who responded to the Trussell Trust campaign noted their agreement with the proposal put forward at this question. However, they also cited concerns over the increasing use of foodbanks and the need to ensure people earn enough money to be able to access good quality food. They also noted the importance of the evaluation and reporting of findings, and felt that monitoring systems need to be implemented in order to assess the impact of Good Food Nation.

53. Similarly, those who responded via the Scottish Food Coalition campaign noted their support for a Good Food Nation Bill and outlined five key elements for inclusion. These were the 'right to food' in law; setting targets for improving the food system; setting new requirements for public bodies; having a Scottish National Food Plan; and the creation of a statutory Food Commission. Other issues and concerns raised by individuals responding to this campaign included:

- Increased encouragement of the use of local / seasonal food products and increased growing of food by individuals in allotments.
- A need for higher levels of organic food production.
- Concerns over the environmental impact of food production and how this impacts upon biodiversity; as well as concerns over food waste, food packaging and a need for a greater emphasis on sustainability.
- A need for more education about food and increased levels of healthy cooking.
- A need to improve diets.
- Concerns over animal welfare.
- Food needing to be affordable for all and allied concerns over an increased use of food banks.
- Concerns over food poverty and inequalities, and workers' rights.
- More support for farmers who use good farming methods, such as less intensive farming and more diversity.
- Concerns that farmers and farm workers are not paid a living wage.
- Promotion of plant-based diets and less meat production.
- Concern over the power of supermarkets and how they operate; and a need for them to support local farmers.
- Requests for more legislation such as taxes on unhealthy foods.
- Concerns over the problems of accessing healthy food in all areas of Scotland.

54. Comments from the other two campaigns echoed points made in this section of the report.

55. Having ascertained views on the framework proposals, the second question of the consultation then asked,

**Q2: Whilst we do not plan to require all sectors to prepare statements of policy on food, they do all have a role to play in achieving our Good Food Nation ambition. To what extent do you agree that Government should encourage and enable businesses in particular to play their part?**

56. A total of 702 consultees, across all sub-groups, responded to this question. As shown in the following table, almost all (93%) of consultation respondents

either agreed or strongly agreed that the Government should encourage and enable businesses to play their part in achieving the Good Food Nation ambition.

Q2

	Number					
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not answered
Campaigning / advocacy (13)	10	3	-	-	-	-
Community gp (10)	5	1	-	-	1	3
Faith group (10)	8	2	-	-	-	-
Food / food retail / producer / dist (17)	13	3	-	-	1	-
NHS / Health (12)	7	4	1	-	-	-
Local authority (16)	8	5	-	-	-	3
Trade Union (16)	4	8	-	-	-	4
Third sec (food) (16)	8	6	1	-	-	1
Third sector (not food) (35)	16	11	1	1	-	6
Education / Academ / Res (14)	8	5	-	-	1	-
Other (16)	8	3	1	-	1	3
<b>Total organisations</b>	<b>95</b>	<b>51</b>	<b>4</b>	<b>1</b>	<b>4</b>	<b>20</b>
Individuals	424	83	18	14	8	80
<b>Total respondents</b>	<b>519</b>	<b>134</b>	<b>22</b>	<b>15</b>	<b>12</b>	<b>100</b>

57. A total of 613 consultation respondents gave an explanation for their answer. Some 28% of these respondents were of the opinion that **all businesses which are part of the food industry must be involved in achieving the Good Food Nation ambition**. Lists of types of business commonly stated as being part of the food industry by respondents included food producers, processors, distributors, retailers and farmers.

58. In addition, a fifth of consultation respondents stated that **private sector food businesses must be involved** and will have a big part to play; with other consultation respondents saying the policies will not work without them. Furthermore, equally large numbers pointed out that **businesses are key to**

**the food system and have huge influence in the running of the food sector.** 17% of consultation respondents noted that the **Good Food Nation ambition requires a holistic approach** with all sectors able to play their part in partnership format if it is to be successful.

*“Everyone involved in the process of providing food has a role to play. Businesses play a significant part from growing, processing, selling and preparing our food. They are an integral part of the supply chain and we need them to participate fully in order for the Government to be able to ensure a sustainable and just food system.” (Faith organisation)*

59. On the topic of the extent to which government should encourage and enable businesses to play their part, almost half (47%) of the consultation respondents who answered this question thought that **businesses needed to be supported, encouraged or incentivised, as opposed to being forced or regulated** to play their part in making the necessary changes. A much smaller proportion (around one in ten) thought that enabling and encouraging would be insufficient on its own and were in favour of regulating businesses or making them legally bound to ensure policy aims are met. That said, significant numbers of consultation respondents said that government has an essential role to play in leading by example, having the powers, resources and influence to enable positive changes.

60. As noted by organisations in the academic / research / education sector and the food (retail / producer / distributor) sector;

*“It is the responsibility of the Scottish Government to create a proactive culture of compliance and best practice in Scotland’s food sector. It cannot be assumed that private businesses and other organisations will follow a public lead by Scottish Ministers and specified public bodies without incentivisation, facilitation and potentially statutory intervention (though the latter should be a last resort).” (Academic / research / education)*

*“The Scottish Government can do a lot to encourage businesses to help us meet these goals. For example, they can offer financial support to businesses which make changes that move us in the right direction, and they can make rules that limit business decisions and practice that make it harder to meet these goals. They can require PLCs to report on food policy progress in their annual reports e.g. how easy it is for their staff to access real food (not processed) in places of work, from viewpoint of affordability of quality food, encouragement of local supply chains.” Food (Retail / Producer / Distributor)*

61. Nearly one in five (18%) of consultation respondents perceived that **fiscal stimuli** (in the form of fines, subsidies or taxes) would be needed to help achieve the Good Food Nation goals; examples of present and future stimuli were mentioned including:

- Sugar tax.
- Minimum alcohol pricing.

- Carrier bag charge.
  - Taxing non-health foods or food businesses.
62. In addition, a small minority of consultation respondents thought that businesses should be legally bound to prepare statements of policy on food.
63. Further points were made by very small numbers of consultation respondents as follows:
- It is best to start the Good Food Nation plan with public, government and local authority procurement, rolling it out to businesses later on.
  - Uncertainty about encouraging or enabling of smaller businesses because they may not have the capacity to cope.
  - More clarity is needed (a few respondents were unclear as to the meaning of ‘encourage and enable’).
  - More research or detail is needed before statements of policy can be created.
64. A significant proportion of consultation respondents (28%) also made a number of points **about various changes which businesses may need to make in order to help realise the Good Food Nation ambition (without specifying whether or not Good Food Nation legislation needs to cover these areas)**, as follows:
- Suggested changes of approach from supermarkets (e.g. reducing food waste, having a local produce section or influencing their suppliers positively).
  - Suggested changes to farming and agricultural practices (less artificial chemicals, fertilisers, pesticides, greenhouse gas emissions, more organic farming, animal welfare changes).
  - Large or multinational businesses or companies which have detrimental health, social or environmental impacts need to be held to account (e.g. stopping practices which hinder progress, reducing or taking away their ability to dictate or lobby).
  - Ensuring Scottish, local or small businesses are not disproportionately hampered by Good Food Nation requirements or implications.
  - Specific support for small or local food businesses and enterprises (e.g. building on work done by local producer networks or local authority partnerships, or funding for small, sustainable or healthy food producers and community food projects).
65. A small number of consultation respondents foresaw that there would be benefits, financial or otherwise, to businesses which were recognised to be Good Food Nation compliant or ‘doing the right thing’.

*“... the suggestion that placing requirements on businesses with regards to food would ‘unfairly disadvantage them compared to their competitors’ fails to recognise*

*the business opportunity of pushing the boundaries towards sustainable and socially beneficial food. Scotland has the potential for innovation, production of higher quality products, and becoming a world-leading and future-proof business sector.” (Third Sector (non-food))*

66. Many (42%) consultation respondents chose to focus on **specific areas in which change would be required in order to make the Good Food Nation ambition a reality**, most of which reinforced their answers to Question 1 but in a business context.

67. Chief amongst these, as in Q1, was the need to focus on sustainability and the environment. As noted by a representative body / trade union;

*“In a Good Food Nation, short supply chains should be a priority, to give the best chance for social, environmental and local economic benefits to be delivered. The proposed Scottish National Investment Bank should have in its remit a requirement to support those businesses which contribute most to becoming a Good Food Nation, and which have the most positive impact on communities across Scotland and on the environment.”*

68. Other changes were suggested, **without specifying whether or not Good Food Nation legislation needs to cover them**, by significant numbers of consultation respondents, including:

- Encouragement for the production and sales of healthy and nutritious food and discouragement for processed and fast food (e.g. more fruit and vegetables, less salt and sugar).
- A need to ensure higher quality food production and food standards.
- A need to ensure affordable good food pricing (equalising the playing field between healthy and unhealthy foods).
- A need for more local produce (less imported food, cutting down on transport and storage, improving freshness and instilling ‘food sovereignty’).
- Support needed for food industry workers (pay and conditions).
- More focus needed on food accessibility (some localities are ‘food deserts’, access problems for the elderly).
- A need to tackle food waste (e.g. by community harvests, preservation incentives).

69. Other remarks made by consultation respondents suggested improving specific areas of the food industry. A significant number of these respondents desired public sector food procurement improvements featuring:

- A focus on sustainability.
- The inclusion of statements of food policy in tenders.
- Initiating a level playing field.
- The prevention of price from being the dominant factor in decision-making.

- Including the proximity of production and environmental-friendliness as criteria in decision-making.
70. Other areas cited by consultation respondents as needing improvement towards the Good Food Nation goals included:
- Needing to properly educate and inform so that people and organisations can make the best food choices.
  - Improving school food and school eating habits.
  - Targeting human health and wellbeing issues such as obesity.
71. Finally, small numbers of consultation respondents made the following observations:
- There is a need to link Good Food Nation proposals to land use reform (e.g. protection from housebuilding).
  - There is a need to look at and learn from the experiences of other countries (e.g. the New Nordic Food Programme, Canada's National Food Guide).
  - Market forces in the form of profits or economics or exports should not be a focus.
  - There is a need to prioritise justice and fairness within the Good Food Nation proposals.
72. Very few concerns regarding the encouragement or enabling of businesses were raised by consultation respondents; the very small number who did foresee problems cited the following general issues:
- The proposals needed to be bolder and the bar set higher.
  - Concerns about administration and bureaucracy burdens and costs.
  - Possible clashes with other food industry policies (e.g. the 'Ambition 2030' growth strategy).
73. Individuals who responded via the Trussell Trust campaign strongly agreed that the Government should encourage and enable businesses to play their part, with comments that there is an important role for businesses to play in the Good Food Nation vision. They focused on a desire for it to be mandatory for businesses to sell affordable nutritious food and to pay staff a fair wage. They also noted that businesses should be fined if they are found to be wasting food that could be distributed elsewhere in the local community and that rules on food safety and food distribution should be relaxed to make it easier for charities to collect and redistribute food.

## Oversight of the Good Food Nation policy area

74. This section of the consultation paper noted the need for strong accountability and the importance of ensuring appropriate accountability for the performance of statutory functions that might be placed on Scottish Ministers and specified public authorities. The consultation paper proposed that Scottish Ministers and specified public authorities would be required to publish a statement of policy. Scottish Ministers would publish and lay their statement before the Scottish Parliament and specified public authorities would submit their statements to Scottish Ministers. They would be required to report every two years on implementation of the policy.
75. The consultation paper also noted that Scottish Ministers have a presumption against the establishment of new statutory bodies in all but exceptional cases and there was not seen to be value in establishing an independent statutory body for the purpose of overseeing the Good Food Nation policy. It was considered the establishment of a new body would be unnecessary as well as attracting increased costs and bureaucracy.
76. The third question asked,

**Q3: To what extent do you agree with the proposed approach to accountability of Scottish Ministers and specified public authorities?**

77. As shown in the following table, a total of 698 respondents answered this question. The highest level of agreement with the proposed approach came from 44% of local authorities; disagreement came from most other types of organisation (66%) (campaigning / advocacy, community groups, education / academic / research, faith groups, NHS / health, third sector (non-food) and other). Views were relatively polarised within representative body / trade unions and food / food retail / producer / distributors and third sector (food).

	Number					
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not answered
Campaigning / advocacy (13)	-	1	-	1	10	1
Community group (10)	-	-	-	1	6	3
Education / Academic / Research (14)	-	-	4	4	6	-
Faith group (10)	2	-	-	2	6	-
Food / food retail / producer / distributor (17)	4	3	3	2	5	-
NHS / Health (12)	3	-	2	1	6	-
Local authority (16)	1	6	4	2	1	2
Representative body / trade union (16)	2	3	2	4	2	3
Third sector (food) (16)	-	6	-	2	6	2
Third sector (not food) (35)	2	3	2	6	15	7
Other (16)	1	3	2	4	3	3
<b>Total organisations</b>	<b>15</b>	<b>25</b>	<b>19</b>	<b>29</b>	<b>66</b>	<b>21</b>
Individuals	107	94	25	96	222	83
<b>Total respondents</b>	<b>122</b>	<b>119</b>	<b>44</b>	<b>125</b>	<b>288</b>	<b>104</b>

78. A total of 552 respondents, across all sub-groups, opted to provide commentary in support of their initial response to this question.
79. The key theme emerging at this question and mentioned by 44% of consultation respondents was that **there is a need for an independent statutory body to oversee all aspects of food in Scotland**. This comment came from higher proportions of consultation respondents who disagreed with this proposal than agreed; and from higher numbers of respondents within the third sector, faith groups, community groups, campaigning / advocacy groups, academic / research and those within NHS / health organisations.
80. These consultation respondents cited a range of different reasons for the setting up of a statutory body and these included a need for:

- Accountability.
- Independent oversight.
- A capacity for the review and oversight of progress of public bodies and Scottish Ministers who could be held accountable for reporting and ensuring the desired outcomes are met. Overall, this would allow for the reviewing of the implementation of Good Food Nation and monitoring of performance.
- Strong regulatory powers; an independent statutory body would ensure these powers were established and utilised to the benefit of the people of Scotland.
- An independent panel could address concerns over food security, climate change or loss of biodiversity.

81. Allied to this point, a significant number of consultation respondents noted that any independent **statutory body would need to represent all sectors of society** so as to ensure that actions taken are well targeted and benefit those most in need. A wide range of sectors were cited by these respondents; they also included a wide range of stakeholder organisations, organisations affected by food insecurity such as food banks and third sector organisations, community groups, food producers or growers and those with lived with experience of food insecurity. Typical comments included;

*“The Government needs to be held responsible and have input by experts. There should be a panel of experts in all fields of food production from all sectors with input from those that have lived experience of food inequality. These people can talk about the reality of food poverty. The government should report to such an independent group before the policy is made and at regular intervals afterwards to make sure that the Government is working towards the goals that it sets out and that it is reflective in its work.” (Faith organisation)*

*“Reporting only to the Parliament and Scottish Ministers is not a strong enough way of making sure we make Scotland a Good Food Nation. It is really important for the Government’s plans and reports to be read by a group of people who are not part of the Government and who – as a group – have the power to review and demand progress. This group would be an independent statutory body with a role in protecting everyone’s right to food by making sure the Government keeps its promises. They would provide the expertise needed to achieve our ambitious Good Food Nation vision.” (Third sector)*

82. The consultation paper also noted that Scottish Ministers have a presumption against the establishment of a new body in all but exceptional circumstances. However, a small number of consultation respondents disagreed with this and felt that, given the importance of food policy and its overriding impact across a range of sectors, that this does represent an exceptional case.

83. A significant number of consultation respondents who were supportive of an independent body made suggestions as to how this could be structured, with references to the Scottish Land Commission, the Poverty and Inequality Commission or the Welsh Future Generations organisation. For example, a

number of these respondents noted the benefits of the Scottish Land Commission and the Poverty and Inequality Commission and felt that a similar organisation within the food sector would be beneficial.

84. A few consultation respondents simply noted that there is a **need for a Food Commission or for reinstatement of the Scottish Food Commission** without making reference to any existing body. They defined the role of this organisation as providing advice to Scottish Ministers and oversight of actions taken under the Good Food Nation policy.
85. There were also some suggestions that if a new statutory body is not established, it would be possible to use an existing body such as Food Standards Scotland, Public Health Scotland, SEPA, Nourish Scotland or the Poverty and Inequality Commission to provide an independent oversight and reviewing role.
86. A minority of consultation respondents noted that food impacts across a wide range of policy sectors and on all aspects of life and identified a need to ensure that the **ethos of Good Food Nation is embedded across all sectors and all public authorities**, for example, by linking into poverty initiatives. A small number of consultation respondents noted that current policies in relation to food are too fragmented. There was also reference from a few organisations that the introduction of Good Food Nation implies a fundamental shift in how Scotland governs the food system and a need for policy coherence to achieve Good Food Nation status.
87. A similar proportion of consultation respondents referred to a **partnership approach being essential to the success of Good Food Nation**, given the wide range of organisations affected by food insecurity and food policy. There were references to the need for departmental co-operation within the Scottish Government and across public authorities.
88. However, allied to this last point, a few consultation respondents – mainly local authorities – noted the need for additional resources if greater responsibilities are to be placed upon public authorities.
89. While a number of consultation respondents focused primarily on Good Food Nation in respect to Scotland, small numbers (mainly organisations) also noted the need for coherence in food policy on an international basis. For example, one organisation in the academic / research / education sector noted a need for an integrated approach to food and a need to recognise discussions at a European level to ensure an integrated approach can be developed.
90. Other issues raised by a few consultation respondents, mostly organisations who disagreed with this proposal, included a need:
  - To include a wider range of actions, for example, recycling food waste, reducing greenhouse gas emissions from agriculture, payment of the living wage to all workers allied to the food industry, emphasising locally grown food and good quality food.

- For a clear framework outlining duties, and providing guidance for all involved.
- For targets, outcomes and measured indicators of success such as key performance indicators.
- For more regular reporting, or acceptance of the suggested reporting period but with interim reports published.
- For a greater role for Parliamentary scrutiny.
- For data collection and research so as to build a picture of the economic, health, social and environmental impacts of food policy.
- For education within Scottish schools to ensure that individuals understand the importance of good food from an early age to help embed good eating habits for the future.
- To enshrine the right to food in Scottish law.

91. **Consultation respondents who agreed with this proposal tended to provide little by way of commentary, although some noted their support for the proposal overall.** Small numbers agreed with specific elements of the proposal such as an independent body not being needed, agreement that bureaucracy should not be increased or agreement with the suggested reporting periods.
92. The Trussell Trust campaign responses disagreed with this proposal and focused on the need for evaluation of measures and targets to ensure they are met, by an independent statutory body comprised of experts and people with lived experience of food poverty. The other campaigns also supported the establishment of an independent statutory body.

## Other provisions

93. The consultation paper noted that where legislation is required to deliver policy intentions in areas which could be seen to contribute to the Good Food Nation ambition, Scottish Ministers believe this should be taken forward through targeted legislation rather than the framework legislation proposed in this consultation. The detail of any targeted legislation would be subject to full consultation at the appropriate time. This would provide a flexibility that would not be possible through the development of a single piece of legislation.
94. Question four went on to ask,

**Q4: To what extent do you agree with the proposal for targeted legislation relevant to specific policy areas as an alternative to a single piece of legislation?**

95. As shown in the following table, a total of 693 respondents answered this question. While more consultation respondents agreed (35%) than disagreed (23%) with the proposals for targeted legislation relevant to specific policy areas as an alternative to a single piece of legislation, the highest number (43%) noted they neither agreed nor disagreed.
96. Among those agreeing, the highest levels of agreement with the proposed approach came from local authorities, representative bodies / trade unions, third sector food organisations and those within the food / food retail / producer / distributor sector. The highest levels of disagreement came from campaigning / advocacy organisations, those within the academic / research / education sector and faith groups.

	Number					
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Not answered
Campaigning / advocacy (13)	-	-	7	2	3	1
Community group (10)	-	1	4	1	1	3
Education / Academic / Research (14)	-	2	6	2	4	-
Faith group (10)	-	-	5	3	2	-
Food / food retail / producer / distributor (17)	4	3	7	2	1	-
NHS / Health (12)	3	1	3	4	1	-
Local authority (16)	1	6	5	-	-	4
Representative body /. Trade union (16)	3	3	5	2	-	3
Third sector (food) (16)	1	3	8	-	1	3
Third sector (not food) (35)	1	7	9	7	6	5
Other (16)	1	4	6	1	1	3
<b>Total organisations</b>	<b>14</b>	<b>30</b>	<b>65</b>	<b>24</b>	<b>20</b>	<b>22</b>
Individuals	89	107	230	68	46	87
<b>Total respondents</b>	<b>103</b>	<b>137</b>	<b>295</b>	<b>92</b>	<b>66</b>	<b>109</b>

97. A total of 581 respondents opted to provide further commentary on this question in support of their initial response.
98. Two key themes emerged. The first, cited by 24% of consultation respondents noted a **preference for overarching framework legislation into which targeted legislation could then be introduced** or felt there is a **need for initial framework legislation which could then guide targeted legislation in the future**. Linked to this, some other consultation respondents also felt that a single cross-cutting piece of legislation would highlight the importance of good food and send a powerful signal to a wide range of audiences. It was felt this would also help to resolve the fragmented nature of the food system in Scotland and lessen inequalities across Scotland. As noted by an organisation in the campaigning / advocacy sector;

*“The Good Food Nation Bill should be framework legislation. It is important to get the framework legislation right, so it does a good job of guiding targeted legislation in the future. Framework legislation needs to have a strong commitment to the right to food, so all future targeted legislation takes full account of human rights. Both framework legislation and targeted legislation are required to realise the Good Food Nation ambition, and they should work together and strengthen each other. Framework legislation is also required to set up the principles, structures and guidelines that shape the whole food system. Targeted legislation will, following the guidelines set out in the framework legislation, tackle specific issues like reduction of food waste or recycling. We need both framework legislation and targeted legislation, but we must make sure that both work in harmony with each other. There is definitely a place for targeted legislation in a Good Food Nation, however it is very important that this is underpinned by framework legislation which enshrines the right to food in Scots Law. The Good Food Nation bill should be a piece of framework legislation that ties any future targeted legislation around food together - and acts as an overarching legislation.”*

99. A local authority also noted that both framework and targeted legislation would be required to deliver the Good Food Nation ambition and commented;

*“We believe that both framework and targeted legislation are necessary to deliver the Good Food Nation ambition. Food inequality and insecurity is a significant public health challenge. Linked to this is the problem of modern malnutrition, and other health problems relating to food such as obesity and diabetes. We need to develop and deliver a more sustainable food system; to improve population health, protect our environment and economy and to help tackle climate change.”*

100. The other key theme, cited by 22% of consultation respondents, was that **legislation should include a commitment on the part of the Scottish Government to the right to food.**

101. A few consultation respondents noted that an overarching framework and targeted legislation should be applied together, although very small numbers of respondents noted that there is no one option that will meet all needs and that different contexts require different solutions.

102. A similar proportion of consultation respondents felt that whatever legislation is used will need to **adopt an integrated approach to cover all relevant policy areas and to ensure that joined-up thinking and partnership working can be applied to Good Food Nation.** Once again, these respondents cited a wide range of policy areas which are linked to food policy and these included climate change, human rights, education, health, social care, environment and business. A small number of organisations noted that the Scottish Government has supported system-wide approaches previously and gave the example of signing up to the UN’s Sustainability Development Goals (SDGs) in 2015. One faith organisation noted,

*“Cross sector collaboration between existing bodies: councils, health, education, social care, environment agency, farmers, retailers and businesses etc is expected,*

*with strong accountability to the public within the good food nation framework legislation. Changes introduced to transform the food system are required to be realistic, time oriented, evidence based and workable and to incorporate regulation of digital advertising and selling of food across the country.”*

103. A small number of consultation respondents also noted the importance of ensuring that any legislation put forward fits with other policy areas such as the Climate Change Bill or the Scottish Environmental Strategy.

104. Some consultation respondents also commented that whatever approach is adopted will need to be flexible and with a capacity to respond to any future changes within the food sector.

105. Those consultation respondents who supported targeted legislation felt that this offered a number of advantages, which included:

- Flexibility.
- A more pragmatic / practical approach.
- It would be quicker than an overarching framework to implement.
- It would be more effective.
- It would help to avoid loopholes.

106. An organisation within the academic / research / education sector which supported targeted legislation commented;

*“Good legislation must have a clear purpose, sound drafting and be straightforward to implement. We have seen the historical difficulties associated with the implementation of significant and lengthy Acts that seek to address a multitude of issues in one document. Given the breadth of Good Food Nation issues, it is difficult to see how a single piece of legislation could be competently achieved; therefore, we agree that targeted legislation is more appropriate.”*

107. That said, very small numbers of consultation respondents felt that different pieces of legislation could conflict with each other.

108. Small numbers of consultation respondents felt there were pros and cons to each approach and that either might work. This may help to explain the relatively high numbers of respondents who neither agreed nor disagreed with this proposal.

109. Small numbers of consultation respondents also noted that there is a need for any legislation to be coherent, well written and understandable and should include targets and timeframes, as well as being monitored to ensure its effectiveness and ensure accountability. As one local authority commented;

*“The Bill should explicitly include statutory targets to ensure meaningful change in priority areas, much like those in the Climate Change Act. Examples of what should be statutory targets in the Good Food Nation Bill are: Halving of moderate to severe household food insecurity by 2030, halving childhood and adult obesity by 2030,*

*halving the environmental impact of the food system, including halving food waste by 2030, all workers in the food sector paid at least the living wage and included in collective bargaining agreements by 2025, doubling the percentage of land in organic management by 2025.”*

110. As at the previous question, some consultation respondents referred to the need for collaboration between existing bodies and government departments and a desire for instigation of a Food Commission.

111. The two campaigns that provided an answer to this specific question both supported framework legislation, echoing other points outlined above.

## Other Comments

112. A number of organisations responding to this consultation welcomed the opportunity to provide their views on the proposals laid out in this consultation; and many of these provided background detail about their organisation in order to help set their response in context.
113. Most of their comments, each made by small numbers of consultation respondents, echoed those made in response to earlier questions, and covered issues including:
- Enshrining the right to food in the Good Food Nation legislation.
  - The need to ensure that any statutory duties in the future will be compatible with food law as it exists at that time, and the need to avoid legislation that will simply repeat or conflict with existing legislation.
  - The need for cross-cutting legislation that incorporates all relevant policy areas.
  - A desire for an independent statutory body to oversee all aspects of food in Scotland.
  - Development and introduction of a National Food Plan.
114. Some consultation respondents provided commentary in relation to the consultation questions, with some comments that the questions were difficult to understand.
115. Other issues raised by very small numbers of consultation respondents included:
- A need for mandatory food labelling.
  - Concerns over the loss of farm land to house building.
  - The need for healthy food across public sector organisations such as universities or schools.
  - A need for legislation for private companies involved in the food sector to ensure they meet the needs of Good Food Nation.
  - The need to introduce statutory measures in instances where voluntary measures prove to be ineffective.
  - A need to force businesses to take action.
  - A need for higher levels of engagement with producers.

# APPENDIX: Respondent Organisations

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2050 Climate Group

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A Menu for Change

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A Menu for Change - Dundee Advisory Group

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Aberdeen City Council

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Aberdeenshire Council

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Aberdeenshire Council, School Catering, Education and Childrens services

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Aberdour community meeting

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Action on Sugar/Action on Salt

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Annexe Communities Glasgow

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Argyll & Bute Council

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ASSISTFM

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Aurora Sustainability Ltd

---

Awakening in Argyll

---

Barnardos

---

Beechbrae

---

BigBarn CIC

---

Bowhouse Market

---

British Dietetic Association (BDA)

---

British Heart Foundation Scotland

---

Catering At Your Convenience Ltd

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CEMVO Scotland

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Central and West Integration Network

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Children in Scotland

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Chive Catering

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Citizens Advice Scotland

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Common Weal

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St Paul's Youth Forum
Compassion in World Farming
COSLA
Cranhill Development Trust
Crofting Commission
Crops in pots
CSGNT
Dance North Scotland
Development Trusts Association Scotland
DG Food and Drink
Diabetes Scotland
Dig in Bruntsfield community greengrocer
Dignity in Practice
Diversity Matters Ltd
East Ayrshire Council
East Dunbartonshire Council
Edible Edinburgh
Edinburgh City Council
Edinburgh Community Food
Ekobay Ltd
Ella Drinks Ltd
Fife Migrant Forum Conversation Café
Food and Drink Federation (FDF) Scotland
Food Ethics Council
Food Ethics Council
Food Researchers in Edinburgh (FRIED)
Food Standards Scotland
FOUR PAWS UK
Friends of the Earth Falkirk

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Glasgow Allotments Forum
Glasgow City Council
Glasgow City Council, Property and Land Services, DRS
Glasgow Community Food Network
Glasgow Food Policy Partnership
Glasgow South East Foodbank
Global Academy of Agriculture and Food Security, University of Edinburgh
Govan Community Project
Green Grow Co-op
Greencity Wholefoods
Greenspace Scotland
Health and Social Care Alliance Scotland
Health Promotion, NHS Fife
Healthy Valleys
Holy Trinity Church community
Human Rights Consortium Scotland
Incredible Edible Forres
Interfaith Food Justice Network
James Hutton Institute
Keep Scotland Beautiful
Keep Scotland the Brand
Kettle Produce Ltd
Kirkcaldy Adult Education Student Forum
Land Workers Alliance
Learning for Sustainability Scotland
Leith Community Crops in Pots
LINK's Food and Farming Subgroup
Making Dundee Home
Moray Council

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Moray Foodbank
Nae Such Thing
Nature Friendly Farming Network
NEILSTON DEVELOPMENT TRUST
New Yoker Diners
NFUS
NHS Grampian Public Health
NHS Health Scotland
NHS Highland
NHS Lothian Health Promotion Service
North Glasgow Community Food Initiative
North West Edinburgh community
North West Health Improvement Team, Glasgow City
Nourish Scotland
Obesity Action Scotland
OneKind
Open Seas
Organic Growers of Fairlie
Orkney Islands Council
Outside the Box
Paterson Arran Ltd
Pizza night (Rosyth Community Hub)
Plastic Free Scotland
Platform for Agrobiodiversity Research
Poverty Alliance
Poverty Truth Community
Puddledub Pork and Fifeshire Balow Co. Ltd.
Quality Meat Scotland
RSPB Scotland

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SACS
Scotland Excel
Scotland For Animals
Scottish Allotments and Gardens Society
Scottish Borders Council
Scottish Cancer Prevention Network
Scottish Co-operative Party
Scottish Crofting Federation
Scottish Environment LINK
Scottish Fair Trade Forum
Scottish Food Coalition
Scottish Human Rights Commission
Scottish Independent Advocacy Alliance
Scottish Land & Estates
Scottish Managed Sustainable Health (SMaSH) network
Scottish Out of School Care Network
Scottish Retail Consortium
Scottish Sea Farms
Scottish Seafood Association
Scottish Trades Union Congress
Scottish Wholesale Association
SDG Network Scotland
SERA
Shetland Labour Party
Smallholding Scotland
Social Farms and Gardens
Society of St Vincent de Paul Conference, St Joseph's Catholic Church, Helensburgh
Soil Association Scotland
Stirling Council

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Strathclyde University
Students from the University of Edinburgh who met up to discuss the GFN consultation
Sustainable Food Cities Partnership Aberdeen (SFCPA)
Sustainable Strathclyde
Sustaining Dunbar
Tapa Organic Limited
The British Psychological Society
The Church of Scotland
The Ethical Dairy
The Food Foundation
The Food Train
The Glasgow Centre for Population Health
The Hub G63
The National Trust for Scotland
The Real Junk Food Project Edinburgh
The Royal Environmental Health Institute of Scotland
The Strathclyde Centre for Environmental Law and Governance
The Vegan Society
Transition Edinburgh
Transition Turriefield
Tripod
Tron St Mary's Parish Church
Unite the Union
University of Stirling, Environmental Enterprise Society
University of Strathclyde Students Union
West Dunbartonshire Health and Social Care Partnership
West Lothian Council
Which?
Woodlands Community Café, Glasgow

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WWF Scotland

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Zero Waste Scotland

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