

# A NATION WITH AMBITION

THE GOVERNMENT'S  
PROGRAMME FOR SCOTLAND

# 2017-18

SUMMARY



Scottish Government  
Riaghaltas na h-Alba  
gov.scot



year of young people  
bliadhna na h-òigridh  
2018

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## FOREWORD BY THE FIRST MINISTER



In the last decade, we have achieved many things. We have developed our economy, protected jobs and businesses and made record investments in public services. We have expanded free early learning and childcare, abolished prescription charges, kept access to university free of tuition fees, confronted climate change head-on and transformed our infrastructure. We have fashioned Scotland as a modern and outward-looking place.

I am proud of our work and all that we have achieved. Now, we again look to the future. It is time to refocus our efforts and refresh our agenda to meet the changing needs of our people and the unprecedented challenges of our times.

We must navigate the uncertainties of Brexit.

As technology rapidly advances, so too must our economy.

We have a moral responsibility to tackle climate change and an economic responsibility to prepare Scotland for the new, low carbon world.

As our population ages, we must meet the needs of our older citizens while ensuring fairness across the generations.

In the face of continued Westminster austerity, we have a duty to protect our cherished public services.

And we must uphold the rights and values of an open, inclusive, diverse, tolerant and progressive democracy at a time when the forces of isolation and protectionism appear to be on the rise.

In each of these challenges, we will find opportunities. It is our job to seize them.

This Programme for Government is our plan to shape the kind of Scotland we all seek – an inclusive, fair, prosperous, innovative country, ready and willing to embrace the future.

It includes major reforms in education, health and justice, new opportunities for our communities and important measures to safeguard the environment and improve the quality of housing.

It commits to lifting the public sector pay cap – vital to living standards and our ability to recruit staff for our precious public services.

And it opens a debate about how to best use our tax powers – responsibly – to protect public services and strengthen the social contract in the face of continued Westminster austerity.

Crucially, this Programme for Government also sets out a bold and forward-looking economic vision – sending a clear message to our people, businesses, schools, colleges and universities, and to the wider world: Scotland's ambition is to be the inventor and the producer, not just a consumer, of the innovations that will shape the lives of our children and grandchildren.

We will seize the economic opportunities of tackling climate change, helping existing industries adapt to the future and using developments in data and digital technology to make our economy more competitive, productive, innovative, fair and profitable. As a key step in getting Scotland ready for our low carbon future, this Programme for Government sets out a bold new plan to electrify our roads network.

Vital to all of what we aspire to as a nation is our commitment – my personal commitment – to raise the bar and close the gap in education. All children and young people, whatever their background or circumstances, deserve the same chance to reach their full potential.

From the Baby Box to the expansion of free high quality early learning and childcare, and from our work to tackle child poverty to the school reforms that will put more power and resources into the hands of teachers, the year ahead will see us take the next bold steps to give our children the best start in life. Our focus is an education system that will give them the skills, support and experiences they need to fulfil their ambitions and make Scotland the economic success we want it to be.

Our Programme for Government also sets out the next steps in a more inclusive approach to helping unemployed people find work, and creation of a new social security system with dignity and respect at its core. In the coming weeks, we will confirm the configuration of the new social security agency that will ensure effective delivery of the new, devolved benefits, starting with an increased Carer's Allowance next year.

This Programme also renews our mission to tackle the deep-seated and intractable challenges of homelessness, rough sleeping and drug use. While these problems are not unique to Scotland and affect a minority of our population, they blight too many lives and tarnish the reputation of our nation. With cuts from Westminster austerity now exacerbating these problems, we will redouble our own efforts to tackle them.

Dignity, too, is the watchword as we adapt to an ageing population. In this Programme for Government, we reaffirm our commitment to record investment in our NHS while also delivering the reforms that will see more care delivered in the community through primary and social care services.

We will also continue to tackle the challenge of poor public health, matching our actions on smoking and alcohol misuse, with bold new initiatives to reduce obesity, boost active travel, improve mental health and tackle air pollution.

Modern governments across the globe face the challenge of securing equality across the generations – dignity for those in old age and a fair deal for the next generation of young people who will live, work and bring up their families here.

This Programme sets out our commitment to providing young people with the skills they need to succeed in tomorrow's economy, while also delivering more affordable homes and doing all that we can to boost wages and raise living standards. Just as free personal care has been a substantial investment in our older generation, free childcare and free tuition mirror that investment for our young people and young families.

Of course, Brexit will continue to provide the backdrop to much that we do over the next year. The Scottish Government will continue to make the case for remaining in the single market and customs union. We will take whatever steps we can to protect our economy from the damage Brexit will do. But, Brexit poses a threat to more than just our economy. It is also a threat to our rights as citizens. That's why we will work to protect human, environmental, employment and consumer rights. And we will protect the Scottish Parliament by resisting any attempt at a power grab by the UK Government.

Over the next few months, we will also set out the case for further extending the powers of the Scottish Parliament in areas such as immigration, social security, employment rights and trade – and highlight where additional powers would enable us to better achieve the ambitions in this programme. We will seek to build consensus across the political spectrum and civic society.

As we reflect on the progress of the last decade and look ahead to the challenges and opportunities of the future, our purpose is clear – we want Scotland to be the best place in the world to bring up children, the best place to grow up and be educated, the best place to live, work, visit, invest and do business, the best place to be cared for in times of sickness, need or vulnerability and the best place to grow old.

This programme sets out our next steps in creating the better future we all want for our nation.

A handwritten signature in black ink, reading "Nicola Sturgeon". The signature is fluid and cursive, with the first name "Nicola" written in a larger, more prominent script than the surname "Sturgeon".

**Rt Hon Nicola Sturgeon MSP**  
**First Minister of Scotland**

VI

Bute House  
No 6 Charlotte Square  
Official Residence of The  
First Minister



## INTRODUCTION

Change is happening all around us. We see it in technology, in the workplace, in the wider economy, in our environment, in so many aspects of everyday life. The challenges of Brexit are emerging every day. While we will always push the UK Government to mitigate those impacts on Scotland, we must also ensure we are ready to meet those challenges and plan for the future.

Rapid technological change is having a huge impact on our daily lives, often in exciting and life-enhancing ways, and we must ensure our businesses and people are ready to grab those opportunities.

The good news is that there are few countries better placed than Scotland to tackle the challenges and take advantage of the opportunities that present themselves in the 21st century.

Scotland has the talent, resources and ability to adapt and thrive in a changing world – and we have strong and shared principles of public service, inclusion and equality.

As we reflect on the progress of the last decade and look ahead to the challenges and opportunities of the future, our purpose is clear – we want Scotland to be the best place in the world, to bring up children, to grow up and be educated, to live, work, visit, invest and do business, to be cared for in times of need, sickness or vulnerability, and to grow old.

This Programme for Government sets out how we will build on the work already underway, with a fresh set of priorities, to turn this ambition into a reality.

It reinforces our commitment to forward looking, caring and open government.

So, for example, as a forward-looking administration, this Programme for Government details how we will:

- phase out the need for new petrol and diesel cars and vans by 2032
- double investment in walking and cycling to £80 million a year
- reform education to help close the poverty-related attainment gap
- establish a Scottish National Investment Bank to support economic growth

As a caring government, our next steps will include:

- lifting the public sector pay cap for our NHS and other public sector workers
- making it a national objective to end rough sleeping – backed with new investment
- providing access to sanitary products for students in schools, colleges and universities to fight ‘period poverty’
- exploring a citizen’s basic income scheme

And to meet the high ambitions we have for our nation, we must be a government open to new ideas and to working across political boundaries. So, for example, we will:

- implement ‘Frank’s Law’ to provide free personal care to those under 65
- introduce legislation for a ‘soft’ opt-out system of organ and tissue donation

This Programme for Government is our plan to shape the kind of Scotland we seek – an inclusive, fair, prosperous, innovative country, ready and willing to embrace the future.



## EXECUTIVE SUMMARY

### A future of opportunity

#### A future-proofed, high-tech, low carbon economy

The world economy is changing at a dramatic pace. The successful economies of the future will be resource efficient and low carbon, and they will harness the power of technology. We have a once in a lifetime opportunity to grasp Scotland's competitive advantage in these technologies – as an inventor and producer, not just a consumer. Scotland can, once again, help shape the new world now being built.

We also have established strengths in key sectors like renewable energy, creative industries, life sciences, tourism, food and drink and advanced manufacturing – we intend to build on these strengths.

We must create the best possible business environment in Scotland, focus our enterprise and skills agencies on increasing productivity and supporting the growth of key sectors, and send a clear signal that Scotland is the place to be for investment in low carbon and digital technology.



To create the best conditions and infrastructure for business, the actions we will take over the next year will include:

- increasing spending on business research and development
- beginning work to establish a Scottish National Investment Bank to provide patient capital for growth and support our overall economic strategy
- urgently responding to the recommendations of the Barclay Review of business rates
- introducing a Planning Bill to streamline the planning process
- driving forward the 'Reaching 100%' project to deliver access to superfast broadband to all residential and business premises by 2021
- investing heavily in our health, education, housing and transport facilities, including the infrastructure projects valued at more than £6.4 billion which are in construction or estimated to start in 2017

To support businesses to grow and expand, particularly in key sectors, we will:

- appoint a new Strategic Board to focus our enterprise and skills agencies even more firmly on supporting the growth of key sectors and ensuring that our universities, colleges and wider training programmes are producing the skills that businesses and our people need
- confirm the location and lead partners for a new National Manufacturing Institute for Scotland this year and begin onsite work in 2018

**WE'LL INCREASE  
PUBLIC FUNDING  
FOR OUR FILM AND  
SCREEN SECTOR  
TO £20 MILLION  
A YEAR**



- create a new Screen Unit within Creative Scotland and increase public funding for our film and screen sector to £20 million a year
- promote locally-sourced and produced food and drink
- support implementation of the industry-led Life Sciences strategy
- confirm this autumn a network of Trade Envoys to champion and represent Scotland's export interests and strengthen our market intelligence capacity
- open a new Hub in Paris to maximise opportunities for Scotland in France, our third largest export market
- establish interim arrangements for the south of Scotland enterprise agency while developing legislation for its formal establishment

To send a clear signal that Scotland is the place for innovation in digital and low carbon technology, we will:

- take the lead in promoting the use of ultra-low emission vehicles (ULEVs), with a target to phase out the need for new petrol and diesel cars and vans by 2032, eight years before the rest of the UK
- underline that commitment by setting out our plans for the expansion of the charging network; collaborating with industry and academia to find solutions to challenges, such as our high proportion of tenement properties; the extension of the Green Bus Fund; the acceleration of procurement of ULEVs in the public and private sectors; and increasing awareness and uptake of ULEVs by private motorists
- establish an Innovation Fund to invest a further £60 million to deliver wider low carbon energy infrastructure solutions across Scotland, such as electricity battery storage and sustainable heating systems and electric vehicles charging. This will build on the momentum generated by the European-supported Low Carbon Infrastructure Transition Programme and will benefit consumers, communities and businesses up and down the country
- become a more entrepreneurial government by:
  - launching the Unlocking Ambition Challenge to invest in a group of up to 40 talented individuals and early-stage entrepreneurs who have big ideas and ambitions and who will be chosen, mentored and led by some of Scotland's leading entrepreneurs

**UP TO 40 EARLY STAGE  
ENTREPRENEURS WITH THE  
HIGHEST POTENTIAL WILL HAVE  
A CHANCE TO PARTICIPATE IN  
OUR UNLOCKING AMBITION  
CHALLENGE**

- doubling our support for CivTech®, our way of harnessing the creative ability of our entrepreneurs to tackle societal problems and support the public sector
- establish an independent organisation ‘FinTech Scotland’, backed by public, private and academic partners, which will accelerate development of the financial services technology ecosystem in Scotland
- provide leadership on carbon capture and storage by providing early stage support for the newly proposed Acorn Project at St Fergus
- continue our investment in digital and mobile connectivity to further unlock the potential of our communities, especially in rural and remote areas
- developing a deposit return scheme for drinks containers for roll-out across Scotland
- establishing an advisory group to consider fiscal and other measures to reduce waste and boost the circular economy – for example, a possible levy on single use coffee cups
- doubling investment in active travel from £40 million to £80 million a year from 2018-19
- introducing a Transport Bill to provide local authorities with flexible options to improve bus services in their local areas
- identifying a public body to bid for the next ScotRail franchise contract and setting out the next steps in preparation of the bid

Taken together, we want to be clear to our businesses and investors: Scotland is a forward looking, innovative nation with great businesses, academics, people and natural resources – our potential is massive and we have the determination to match it.

### **Cleaner, greener and healthier**

We will support the circular economy and tackle climate change. Creating a cleaner, greener Scotland matters to the health and quality of life of all of us right now. We must reduce air pollution, encourage more physical activity to prevent ill health and promote sustainable forms of transport. The actions we will take in the next year include:

- introducing a new Climate Change Bill to set even more ambitious targets to reduce greenhouse gas emissions
- creating a Low Emissions Zone (LEZ) in one of our cities by the end of next year – and working with local authorities to introduce LEZs into our four biggest cities by 2020 and to all Air Quality Management Areas by 2023

### **Services fit for the future**

#### **Improving public services**

Over the last ten years, public services have become better integrated and more responsive to the needs of our diverse communities. They now provide a more joined up and flexible service to the public.

But we cannot stand still.

To ensure services are fit for the future – and ready to meet the same technological and demographic challenges faced by our economy overall – it is essential that we continue to reform.

We must focus on those who most require support and redesign the way in which some services are provided to ensure we are using public resources in the long-term interests of the country.

Our focus on prevention and early intervention will:

- target the earliest years of a child's life, to build strong foundations and reduce the number of adverse childhood experiences that we know have lasting impacts on our children and shape their lives as adults
- encompass action across government to increase activity levels, tackle diet and obesity and improve air quality to reduce the long-term challenges facing our health service and allow our people to live healthier for longer
- in justice, focus on diverting people from crime, reducing reoffending and supporting communities to ensure more people are able to live fulfilling lives and make their full contribution to society
- continue to break down the barriers between health and care services, particularly for our older people. More support must be provided in people's homes and communities, enriching their lives and extending healthy life-expectancy

### **The best place in the world to grow up**

As we look ahead to the Year of Young People 2018, our mission is to improve the life experience and life chances of our children and young people, so they can thrive and be equipped to take advantage of tomorrow's opportunities.

Our driving principle is simple: if we invest in our young people now, everyone will benefit.

So, it is the right time to address the rights of children and young people as enshrined in the United Nations (UN) Convention on the Rights of the Child. This will pose questions of the whole public sector, and of society at large, and drive better decisions that prevent harm and encourage development of our young people.



**year of young people**  
bliadhna na h-òigridh  
2018

### **The early years**

To give our children the best start in life, this year we will:

- deliver a Baby Box to all newborns
- reform the support given to mothers and their babies in light of the maternity and neonatal services review
- ensure all eligible first-time mothers benefit from the support of a Family Nurse Partnership
- increase the number of health visitors as part of the reform and improvement of health visiting services
- prepare for the introduction of the new Best Start Grant for low income families by summer 2019
- take the next steps towards the near doubling of funded early learning and childcare, including setting out minimum levels of multi-year funding to deliver the expansion and provide certainty to our councils and providers

### **Excellence and equity in our schools**

We are determined to close the attainment gap and raise standards for all in our schools. We believe that teachers, children and their parents are best placed to make decisions about a young person's learning – we must do more to support them. We will implement our radical reform of the education system. This will put more power and money in the hands of headteachers to raise attainment and increase the support classroom teachers get with expert help from Regional Improvement Collaboratives.



The actions we will take this year to reform and improve our education system for children, teachers and parents include:

- introducing new standardised assessments in P1, 4 & 7 and S3 from autumn this year
- implementing the National Improvement Framework to provide children, teachers and parents with more information on improvement than ever before
- continuing the Pupil Equity Fund, as part of the broader Scottish Attainment Challenge – putting more resources directly into the hands of headteachers
- introducing an Education Bill to reform school governance – giving more powers to headteachers, more support to teachers and strengthening the role of parents
- working with teachers, schools, local authorities, business and third sector partners to design and implement the Regional Improvement Collaboratives
- developing a new route into teaching to attract high quality graduates into priority areas and subjects
- increasing support to improve STEM learning and teaching in the school curriculum through the recruitment of specialist advisers

### Beyond school

We must also continue to break down barriers beyond school to help our young people succeed. Through reforms to university access, the learner journey and student support we can help our young people through some of the most exciting, and stressful, transitions of their lives. The actions we will take over the year will include:

- continuing to drive forward the recommendations of the Commission on Widening Access, to meet our commitment to equal access to university by 2030
- providing full, non-repayable bursaries to care experienced young people awarded a place at university
- setting out plans to reform student funding, based on the independent review that will report in the autumn
- continuing to increase the number of modern apprenticeships, to meet our commitment of 30,000 by 2020
- implementing the recommendations made by the independent advisor on poverty and inequality in her second report, 'The Life Chances of Young People' – vital to delivering fairness across the generations
- meeting the tuition costs for all EU undergraduate students starting a course at a Scottish university in 2018-19

### Children and young people’s rights

2018 is Scotland’s Year of Young People, which presents an opportune moment to realise more fully the rights of children and young people and further embed a rights based approach in all that we do. Scotland has a proud record in recognising and protecting the unique rights and needs of every one of our children but we believe it is time to go further. For the majority of our children, Scotland is a fantastic place to grow up with a world of opportunity to explore. Sadly, that is not the case for everyone and by embedding these rights we can help to fully realise our goal of getting it right for every child.

The actions we will take over the next year will include:

- undertaking a comprehensive audit on the most effective and practical way to further embed the principles of the UN Convention on the Rights of the Child into policy and legislation, including the option of full incorporation into domestic law raising the minimum age of criminal responsibility from 8 to 12 through our Minimum Age of Criminal Responsibility Bill
- supporting the proposals in the Member’s Bill to introduce a legislative ban on the physical punishment of children

**THE MINIMUM AGE OF CRIMINAL RESPONSIBILITY BILL WILL RAISE THE MINIMUM AGE OF CRIMINAL RESPONSIBILITY FROM 8 TO 12**

### Building strong and safe communities

Recorded crime in Scotland is now at a 42-year low. However, the nature of crime and people’s expectations of the police are changing, and our understanding of how to tackle reoffending and the causes of crime is improving. We must ensure that our laws keep pace with changing behaviours, and that our police, fire and wider public services are equipped for the challenges of the future. We have undertaken one of the most important reforms to our public services in a generation through the creation of Police Scotland and the Scottish Fire and Rescue Service. This gives us the chance to move into another phase where we focus our efforts on tackling reoffending, supporting victims and witnesses and reforming the way in which we treat female offenders.

We start from a strong foundation. Just as the crime rate in Scotland has fallen, so too has the reconviction rate. It is now at an 18-year low as a result of more community based alternatives to short-term prison sentences. We have achieved this by being bold and progressive in our approach to offending and sentencing. It has worked and it is time to go further.

The actions we will take over the next year will include:

- extending the presumption against short sentences from 3 to 12 months. We will commence this change after the provisions of the Domestic Abuse Bill are fully in force so as to secure safeguards for people who are victims of those crimes
- continuing the development of the new estate for female offenders, with far greater community focus and support for these offenders and their families, who often have complex needs
- introducing a Management of Offenders Bill which includes extending the use of electronic monitoring of offenders in the community and enabling the use of new technology where appropriate
- modernising the existing law on the rehabilitation of offenders



To reduce the stress of giving evidence in court for victims of and witnesses to crimes, we will also introduce a Vulnerable Witnesses and Pre-recorded Evidence Bill to reduce further the need for children and vulnerable witnesses to give evidence in a courtroom.

## **THE VULNERABLE WITNESSES AND PRE-RECORDED EVIDENCE BILL WILL REDUCE FURTHER THE NEED FOR CHILDREN AND VULNERABLE WITNESSES TO GIVE EVIDENCE IN A COURTROOM**

The nature of crime is also changing. Technological advances mean there are new avenues for criminals to explore and organised crime continues to have too big an impact on our communities. Police Scotland has already set out in its Policing 2026 Strategy its plans for reform of its service to adapt to its future workload. This year, we will:

- protect the frontline police budget and support the implementation of the Policing 2026 Strategy
- improve public sector resilience against cyber attacks
- ensure that the Scottish Fire and Rescue Service, Police Scotland and the Scottish Ambulance Service are supported to fulfil their counter-terrorism roles
- create a new criminal offence of drug driving to come into force in 2019
- complete the passage of the Domestic Abuse Bill, further underlining our determination to eradicate violence against women and girls

As part of our responsibility to keep Scotland safe, we will also learn and apply lessons from the tragedy at Grenfell Tower, through the work of our Ministerial Working Group.

## **The best place in the world to be cared for and be healthy**

The NHS is our most cherished public service and we are determined to ensure it is properly equipped for the future.

We still suffer from too much ill health that could be prevented through healthier living. We will ensure record investment in the NHS, but we know that money alone is not enough. The NHS must reform and change – medicine is advancing, the population is ageing, and care is becoming more complex. In common with health care systems across the UK and indeed the world, our NHS also faces recruitment challenges – challenges which will be exacerbated by Brexit.

## **IN 2017-18 WE WILL BEGIN THE IMPLEMENTATION OF 'FRANK'S LAW', PROVIDING FREE PERSONAL CARE TO THOSE UNDER 65 WHO NEED IT**

In everything we do, we will maintain the NHS's founding principles – publicly owned, publicly delivered and free at the point of need – but the NHS needs to evolve and adapt to meet the challenges of the future.

We must also expand our focus on the prevention of ill health, matching our past actions on smoking and alcohol with new initiatives to reduce obesity, boost active travel, improve mental health and tackle air pollution.

The actions we will take over the next year will include:

- ensuring at least a real terms increase in the frontline NHS budget, as part of our commitment to increase health resource funding by £2 billion over the life of this Parliament
- investing an increasing proportion of the budget in primary, community, mental health and social care services – to support the shift in the balance of care that is required
- taking forward our new Mental Health Strategy
- implementing the Health and Social Care Delivery Plan
- introducing a Safe Staffing Bill to enshrine safe NHS staffing in law, starting with nursing and midwifery
- lifting the 1% pay cap for NHS and other public sector workers to raise living standards and aid recruitment
- beginning the implementation of ‘Frank’s Law’, providing free personal care to those under 65 who need it
- introducing legislation for a ‘soft’ opt-out system of organ and tissue donation through the Organ and Tissue Donation Bill
- limiting the marketing of products high in fat, sugar or salt
- taking a range of actions to improve the quality of the air that we breathe and boost active travel and physical activity

### Supporting public sector workers

We will remove the 1% pay cap from 2018-19. Future pay policy will take account of the cost of living, continue to protect the lowest paid and ensure public sector budgets remain in balance. Our objective is to secure pay rises that are affordable, reflect the real life circumstances people face and recognise the valuable contribution of the public sector workforce.



### Paying for public services

Health care, a strong and fair justice system, excellent public education and support for the vulnerable are cornerstones of the social contract between this Government and the people of Scotland. We believe that the damaging austerity policies of the UK Government have damaged both Scotland and the rest of the UK. We also face the unwanted challenge of Brexit and its potential impact on both our economy and public services. This Government has sought to protect our public services over this time but we think it is now time to open a fresh debate about how we continue to maintain appropriate investment in our public services, while recognising the pressure that household incomes are under. To inform that debate ahead of setting the budget for 2018-19, we will publish a discussion paper on income tax and possible options for using our powers to ensure the sustainability of our public services and give long-term certainty to taxpayers.

## KEY SCOTTISH GOVERNMENT SUPPORTED PROJECTS SINCE 2007

South Yell – Mid Yell Water Treatment Works Upgrade

Lerwick Harbour Quayside Upgrades

Shapinsay Water Treatment Works Upgrade

European Marine Energy Centre

Subsea fibre optic network

Scrabster Harbour

Wick High School – one of 651 school building projects completed

Stornoway Harbour

Ullapool Harbour

Subsea fibre optic network

Tain Health Centre

New ferry points for Raasay, Armadale, Mallaig & Uig

UHI Campus

Great Glen Cycle Way

Sabhal Mòr Ostaig

Lochaber Smelter

A9 – 90 miles of carriageway with cycle lanes

Mull & Iona Progressive Care Centre

Stirling Care Village

Bathgate to Airdrie Railway

Greenock Sports Centre

Queen Elizabeth University Hospital Campus

Kilmarnock Campus

M74, M73 & M8 Improvements

Dumfries & Galloway Primary Care

Stranraer and Cairnryan Strategic Ports

A96 Carriageway Dualling

Forres Hospital

Peterhead HMP Grampian

Elgin Flood Protection

Aberdeen Western Peripheral Route

Key Worker Accommodation

Brechin Flood Protection

V&A Museum of Design Dundee

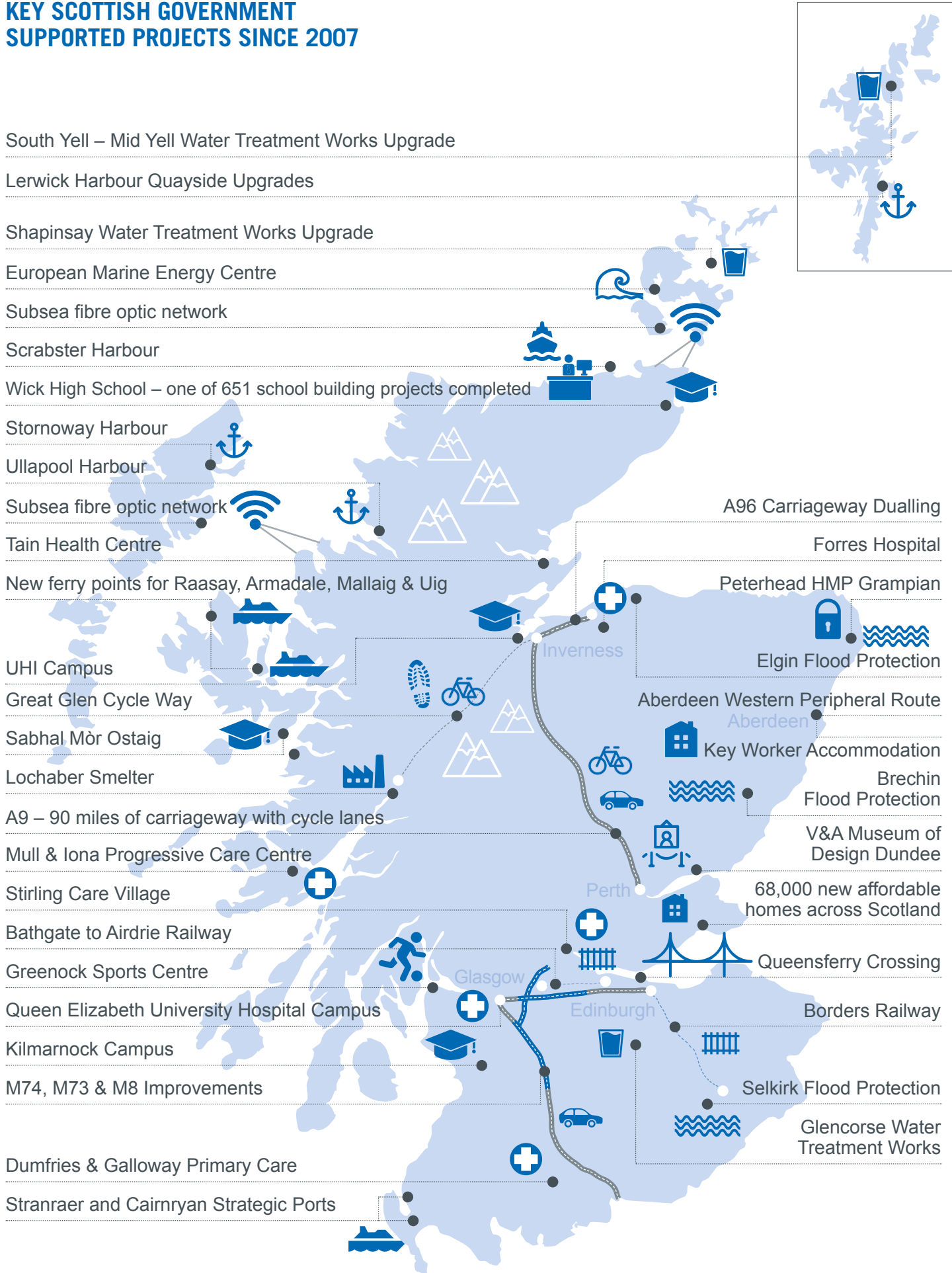
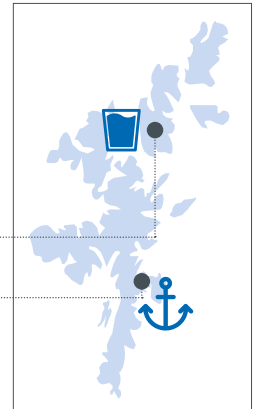
68,000 new affordable homes across Scotland

Queensferry Crossing

Borders Railway

Selkirk Flood Protection

Glencorse Water Treatment Works



## Building a fairer Scotland

We are committed to upholding the rights and values of an open, inclusive, diverse and progressive democracy. We do this in the face of continuing austerity and an increasingly punitive approach to welfare from the UK Government, and at a time when there is a real and present danger posed by Brexit to our rights as citizens.

We believe that giving everyone the support they need to get on, protecting the most vulnerable in society and tackling poverty are crucial to building a fairer society. We will:

- use new social security powers coming to the Scottish Parliament to transform the service people receive through a system based on dignity and respect
- challenge the austerity-driven rise of child poverty, investing in tackling its root causes and mitigating its worse effects where we can
- deliver more high-quality affordable homes and commit to ending rough sleeping
- empower communities to take more decisions themselves, placing greater control of budgets in the hands of the people who know best what a community needs – those who live in the community itself
- defend our social, economic, democratic and human rights, with more action on race and a new drive on gender recognition

## Social security

Scotland's first Social Security Bill was introduced to Parliament in June and will complete its passage later this year. Just as we have established in devolved areas, this is an exciting opportunity for the Scottish Parliament and Government to show how we can better serve people in Scotland. This Bill will enable us to design and build a social security system based on dignity and respect and reverse some of the harshest impacts of austerity and so-called welfare reform.

The actions we will take over the next year will include:

- confirming the configuration of the new social security agency and continuing to recruit at least 1,500 members of staff to work as part of it
- delivering the first of the newly devolved benefits – an increased Carer's Allowance – from summer 2018 and backdating it to April 2018
- preparing for the effective delivery of the new Best Start Grant and the new Funeral Expense Assistance by summer 2019

## Tackling poverty

Our Child Poverty Bill – setting statutory targets to tackle child poverty – is also due to complete its passage through Parliament later this year. Following the success of the Independent Advisor on Poverty, we have established a new Poverty and Inequality Commission to advise and challenge Government on actions to reduce poverty. In the next year, we will take further steps to help tackle poverty in the short term and inform consideration of more fundamental changes for the longer term.

This will include:

- establishing a new £50 million fund to tackle child poverty
- providing access to free sanitary products to students in schools, colleges and universities and considering further action to ensure those on low incomes are assisted in light of the findings of the current Aberdeen pilot

## **WE WILL PROVIDE ACCESS TO FREE SANITARY PRODUCTS TO STUDENTS IN SCHOOLS, COLLEGES AND UNIVERSITIES**

- funding research into the feasibility of a citizen's basic income scheme
- providing a financial health check to families on low incomes
- bringing forward a new package of support for young carers, including through implementation of the Carers (Scotland) Act 2016

## **Housing and homelessness**

One of the most important factors in any person's quality of life is their housing. Good quality, warm and affordable housing is vital to ensuring a Scotland that is fair for this and future generations. Scotland is already building social housing at a faster rate than any other part of the UK. Over the life of this Parliament, we will invest more than £3 billion in delivering 50,000 affordable homes. This is a massive investment in our housing stock which is ambitious, challenging and absolutely necessary.

The actions we will take over the next year will include:

- making further progress towards our target of 50,000 affordable homes by the end of the Parliament
- introducing a Warm Homes Bill to set a statutory fuel poverty target
- introducing new energy efficiency standards for the private rented sector

During the next year, we will also renew our mission to tackle some deep-seated and intractable challenges – homelessness, rough sleeping and drug use. These problems are not unique to Scotland but they blight lives and damage communities. With cuts from Westminster exacerbating the problems, we will intensify our own efforts to tackle them.

There are councils, charities and religious and advocacy groups all over Scotland providing vital emergency shelter and food to people sleeping rough in Scotland. Their work is deeply admirable and a credit to them and the communities they serve. In a country as wealthy as Scotland, however, no one should have to choose to sleep on the streets: we must do more to eradicate rough sleeping.

Recent statistics on drug deaths in Scotland are also unacceptable; the desperation that can lead to, and stem from, drug and alcohol abuse ruins and ends lives. So we will significantly increase our investment in the often linked issues of homelessness, substance abuse and mental ill-health.

## THE 'ENDING HOMELESSNESS TOGETHER' FUND OF £50 MILLION OVER A FIVE-YEAR PERIOD WILL SUPPORT ANTI-HOMELESSNESS INITIATIVES & PILOT SOLUTIONS TO DRIVE FASTER CHANGE

So this year we will:

- set a clear national objective to eradicate rough sleeping, recognising that it requires more than just the provision of housing and that every individual will have their own unique needs and challenges
- establish a homelessness and rough sleeping action group to lead change in this area and identify the actions, services and legislative changes required to end rough sleeping and transform the use of temporary accommodation
- create a 'Ending Homelessness Together' Fund of £50 million over a five year period to support anti-homelessness initiatives and pilot solutions to drive faster change
- invest an additional £20 million in alcohol and drug services

### Supporting everyone into work

Although unemployment is at historically low levels, there are still many who struggle to secure and sustain jobs. Disabled people, those with long-term health problems – particularly mental ill health – and those with low levels of qualifications are particularly disadvantaged in the labour market and often experience worsening ill health and poverty as a result. We must do more to ensure that as many people as possible benefit from work; not only in terms of income and maximising our workforce, but also from the self-worth and expression that can come from employment.

New powers under the Scotland Act 2016 enable us to provide employment support to disabled people and those at risk of long-term unemployment. We will commence our devolved employment service Fair Start Scotland in April 2018. We are seeking to provide employment support to a minimum of 38,000 people who are out of work in the next three years. This will be a voluntary service to ensure participation – it is not part of the UK's benefit conditionality regime.

### Empowering our communities

The most successful reforms to our public services stem from decisions made by the people who provide and use those services. Scotland has achieved much over the last few years in terms of galvanising community engagement and putting more decisions and resources in the hands of communities. For politicians in central and local government it is often difficult to let go of power and resources but we need to trust and empower our communities to control their own affairs.

We want everyone in Scotland to be able to lead a fulfilling and satisfying life in their local community, regardless of background or circumstances. That means we have to take action where difficulties or disadvantages have been encountered – whether through direct support such as social security or by finding ways to change behaviours and attitudes and confront intolerance, prejudice and discrimination.

It is from that base that we build strong communities.

The actions we will take over the next year in addition to our reform of school governance will include:

- a comprehensive review of how local decisions are made and how local democracy is working
- continuing to support Community Choices to encourage the spread of participatory budgeting across Scotland
- introducing a Bill to establish a framework for the management of the Crown Estate in Scotland

- continuing to implement the Land Reform (Scotland) Act 2016, including publishing a final version of a Land Rights and Responsibilities Statement and guidance on engaging communities in decisions relating to land
- supporting the publication by the Land Commission of its first strategic plan in September, setting out its priorities over the next three years and a major programme of research to examine options for further reform

### Dignity, equality and human rights for all

Scotland is an open and tolerant society, committed to respecting, protecting and implementing human rights and demonstrating equality, dignity and respect in everything we do. Our public services are built on a rights based approach to ensure that we strive to represent everyone in our society.

We will oppose any attempt by the UK Government to undermine the Human Rights Act 1998 or withdraw from the European Convention on Human Rights. In addition, we will ensure existing and relevant future human rights protections provided under EU Law are maintained following UK withdrawal and implement the socio-economic duty in the Equality Act 2010 by the end of this year. We will also consider how we can go further to embed human, social, cultural and economic rights including the UN Convention on the Rights of the Child.

Dignity and equality has many facets, therefore we will:

- establish an expert advisory group to lead a participatory process to make recommendations on how Scotland can continue to lead by example in human rights, including economic, social, cultural and environmental rights
- implement a new Race Equality Action Plan
- progress our Gender Representation on Public Boards (Scotland) Bill through Parliament, making Scotland the only part of the UK with requirements for gender parity on public boards
- right the wrongs of the past by introducing the Sexual Offences (Pardons and Disregards) Bill to pardon same-sex activity that should never have been criminalised
- consult on reforming gender recognition legislation



## A confident, outward looking nation

Scotland is an outward looking nation, with much to offer as a good global citizen. In recent years, interest in Scotland, our culture, our industries, our politics and our environment has grown. As other countries reconsider their role in the world and question the value of international engagement, we remain committed to being an open, welcoming and diverse nation.

We have begun to develop a distinct voice and positive reputation for addressing key international challenges such as climate justice, gender and sustainable development. This is underpinned by our early commitment to meet the UN Sustainable Development Goals and to incorporate them into the work of government at every level.

We will maintain strong links with our European neighbours and friends whatever the outcome of the Brexit negotiations and build new connections through the Arctic Circle Assembly and our approach to internationalisation.

A truly successful country also requires a vibrant, exciting and ever changing culture. Fortunately, in Scotland we are blessed with just that and Scottish culture has benefited enormously from immigration from across the UK and the world.

### Culture for all

In the coming year, we are developing a Culture Strategy for Scotland based around the principles of access, equity and excellence – and as part of the Year of Young People 2018 – we will establish with partners a Cultural Youth Experience Fund to enhance existing opportunities for young people and continue to invest in cultural infrastructure in all parts of the country.



The biggest arts festival in the world has just celebrated its 70th anniversary – but it is far from being the only flourishing feature of Scotland’s distinctive arts, culture and sporting agenda. In the coming year we will mark:

- the Year of Young People 2018
- the 2018 European Championships in Glasgow
- completion of the V&A Museum of Design in Dundee



### International relations and International Development

Scotland has good reason to be a confident, outward looking nation with much to offer as a good global citizen.

To support our place in the world and reinforce our international outlook, we will:

- publish a refreshed International Framework and Policy Statement identifying key areas where Scotland has a distinct contribution to make to international affairs
- continue to expand our presence in key markets to boost trade and exports, including the establishment of a new hub in Paris

- continue to support unaccompanied child refugees and others through the Syrian Resettlement Programme and our New Scots strategy
- send a high level delegation to the Arctic Circle Assembly in Iceland and host the Arctic Circle Forum in Scotland
- maintain our increased international development fund of £10 million each year

Our efforts in tackling climate change, supporting refugees and building institutional capacity in other countries is internationally recognised and the more we do, the more Scotland’s role in the world is enhanced.



### Conclusion

This Programme for Government is comprehensive and ambitious. It aims to create the social and economic conditions for Scotland to prosper and flourish while being at ease with itself as a confident, outward looking nation in the modern world.



## SCOTLAND, EUROPE AND THE CONSTITUTION

The result of the EU referendum clearly demonstrates that the people of Scotland see their future as part of the EU. Withdrawal will have profound implications for our economic prosperity, the way we live our lives and for the constitution of the UK.

The UK Government proposals set out in the EU (Withdrawal) Bill would lead to further centralisation of power in Whitehall and Westminster and less, not more, power for people in Scotland over Scottish matters.

The Bill requires the consent of the Scottish Parliament as it legislates in devolved areas and affects the powers of both the Scottish Government and Parliament. We cannot recommend that the Scottish Parliament consents to the Bill in its current form as it contains an unacceptable and impractical constraint on the devolved competence of our Parliament. It intends to replace EU law with unilateral decision-making at Westminster.

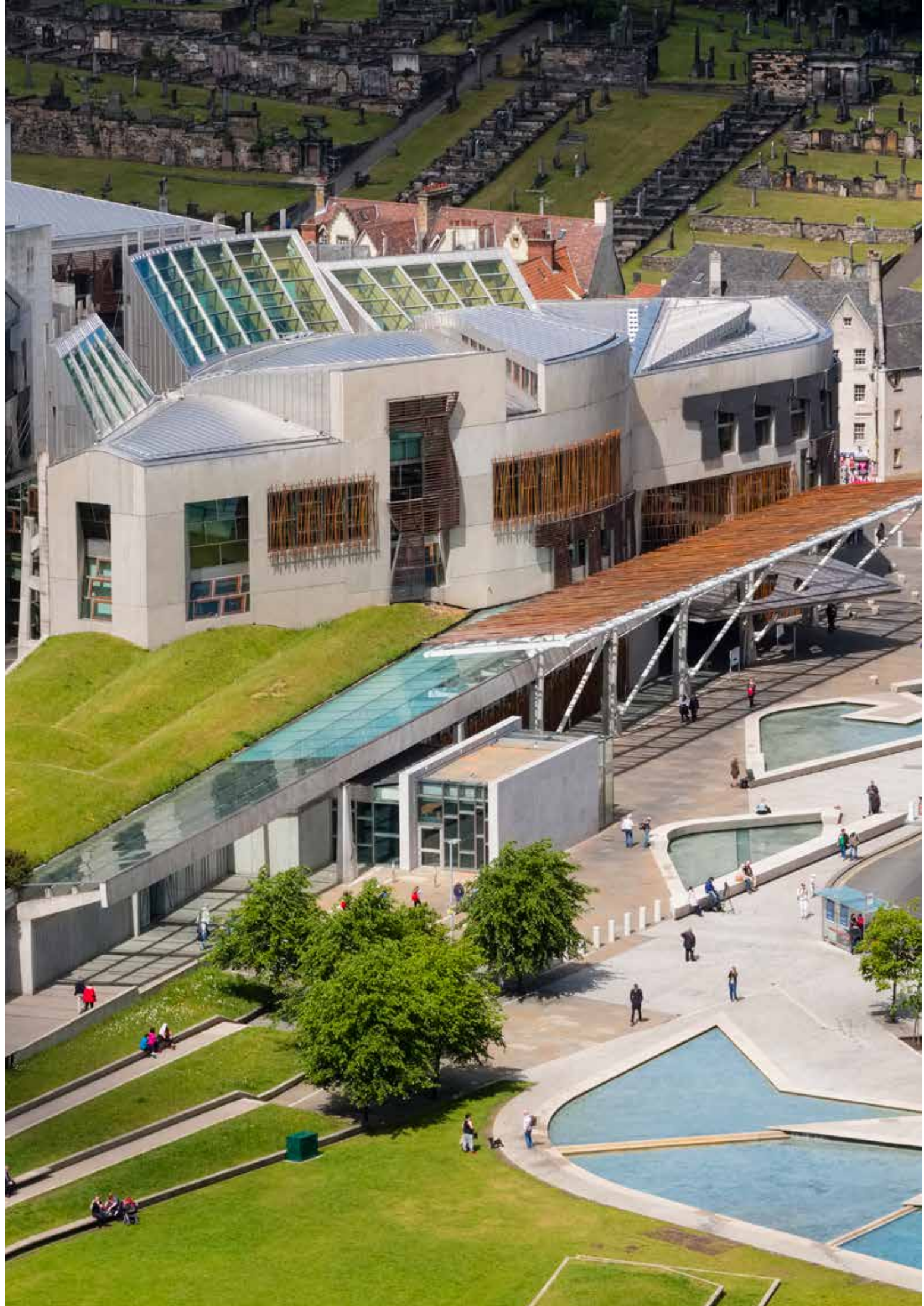
We will resist this constitutional development and seek to build cross-party support for alternative proposals which would enhance the devolution settlement. Along with the Welsh Government, we are discussing how the Bill could be amended, and other steps taken, to meet our objections. In the meantime, we are considering how Scottish legislation at Holyrood could provide the necessary continuity of law in Scotland as an alternative to the UK Bill.

The kind of Scotland we envisage is a country that is fair, prosperous, open and tolerant. The implications of the UK's exit from the EU are potentially far-reaching in that context. There will be consequences for jobs, trade, investment, living standards, the rights of individuals, the environment and opportunities available to future generations.

We will seek to build support around the proposals we published in December 2016 in our policy paper 'Scotland's Place in Europe', which proposed we keep Scotland and the UK in the European Single Market and the Customs Union. We will also seek to shape the UK's future partnership with the EU and beyond in order to promote Scotland's trade and investment, rural industries, research and position in the world.

Whatever the Scottish and UK Governments' differences, we need to secure the best possible outcome for Scotland's interests. We will expect the Prime Minister to honour her commitment to engage fully with the devolved administrations. The Joint Ministerial Committee (EU Negotiations) was established to that end. Its remit includes oversight of an agreed UK approach acceptable, as far as possible, to all administrations.

At the end of this period of negotiation with the EU, expected in autumn 2018, when the terms of Brexit and the future of devolution will be clearer, we will set out our judgement on the best way forward for Scotland at that time, including our view on the precise timescale for offering people a choice over the country's future.



## A STRONGER SCOTTISH PARLIAMENT

Over the next year, Brexit will continue to provide the backdrop to much that we do. However, we will not be passive in the face of Brexit. We will continue to make the case for remaining in the single market and customs union.

We will take whatever steps we can to protect our economy from the damage Brexit will do. We will work to protect human, environmental, employment and consumer rights. And we will protect the Scottish Parliament by resisting any attempt at a power grab by the UK Government.

Over the next few months, we will also set out, in a series of evidence-based discussion papers, the case for further extending the powers of the Scottish Parliament in the following key areas:

- immigration: setting out why it is vital to our economy to be able to attract talent from across Europe and the world; why current UK Government policy is so harmful to Scotland's interests; and how a more flexible approach to immigration, with more power for the Scottish Parliament, could operate
- social security and employability: setting out how more comprehensive devolution of social security and employment support would allow the Scottish Parliament to deliver a more joined up system for those in and out of work; tackle poverty more effectively; and consider more fundamental options for long-term reform, such as a citizen's basic income scheme

- employment: setting out how the Scottish Parliament could more effectively tackle issues of low pay and poor working practices, and protect workers' rights against any post-Brexit race to the bottom
- trade: in the event the UK takes the damaging decision to leave the EU Customs Union, setting out why it is essential for the Scottish Parliament to have a role in negotiating and ratifying future UK trade deals, to help our industries, protect devolved public services and ensure the highest standards of environmental and consumer protection

We will also explore how responsibility for a broader range of taxes would enable the Scottish Parliament to take more balanced budget decisions, grow the economy and tackle poverty more effectively. We believe additional powers in these areas will give us the tools to go even further than this Programme and help us achieve its ambitions.

These proposals will be in line with the fundamental belief that decisions about Scotland are best taken by those of us who live and work here.

We will seek to build consensus in these areas across the political spectrum and wider civic society.



## THE SCOTTISH GOVERNMENT'S LEGISLATIVE PROGRAMME 2017-18

In the coming year we will introduce Bills to deliver reform and improvement. We are also ready to legislate for the consequences of Scotland's removal from the EU if required.

### BILLS FOR INTRODUCTION IN 2017-18

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BUDGET BILL

CLIMATE CHANGE BILL

CROWN ESTATE BILL

DAMAGES BILL

EDUCATION BILL

LAND AND BUILDINGS TRANSACTION TAX BILL

MANAGEMENT OF OFFENDERS BILL

MINIMUM AGE OF CRIMINAL RESPONSIBILITY BILL

ORGAN AND TISSUE DONATION BILL

PLANNING BILL

PRESCRIPTION BILL

SAFE STAFFING BILL

SEXUAL OFFENCES (PARDONS AND DISREGARDS) BILL

TRANSPORT BILL

VULNERABLE WITNESSES AND PRE-RECORDED  
EVIDENCE BILL

WARM HOMES BILL

### BILLS ALREADY ANNOUNCED

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CHILDREN AND YOUNG PEOPLE  
(INFORMATION SHARING) BILL

CHILD POVERTY BILL

CIVIL LITIGATION (EXPENSES AND GROUP  
PROCEEDINGS) BILL

CONTRACT (THIRD PARTY RIGHTS) BILL

DOMESTIC ABUSE BILL

FORESTRY AND LAND MANAGEMENT BILL

GENDER REPRESENTATION ON PUBLIC BOARDS BILL

HOUSING (AMENDMENT) BILL

ISLANDS BILL

SOCIAL SECURITY BILL

WILD ANIMALS IN TRAVELLING CIRCUSES BILL

### BILLS PASSED SINCE 2016-17 PROGRAMME FOR GOVERNMENT

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AIR DEPARTURE TAX BILL

BUDGET BILL

LIMITATION (CHILDHOOD ABUSE) BILL

RAILWAY POLICING BILL

## BILL SUMMARIES

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### **Budget Bill**

The annual Budget Bill process provides parliamentary approval for the Scottish Government's spending plans, sets devolved taxes, allocates resources to strategic objectives and supports progress towards our vision of a more successful country through increasing inclusive and sustainable economic growth.

### **Climate Change Bill**

The Climate Change Bill will respond to the historic Paris Agreement by setting more ambitious targets to reduce greenhouse gas emissions. The Bill will increase transparency, demonstrate our commitment to sustainable economic growth and signal to the international community that Scotland is the place to do low carbon business.

### **Crown Estate Bill**

The Crown Estate Bill will establish a framework for the management of Crown Estate assets to ensure Scotland's local communities, authorities and industry can benefit from this major change.

### **Transport Bill**

The Bill will contain provisions on smart ticketing on public transport in Scotland and to tackle obstructive and inconsiderate parking. It will also enhance and improve the role of the Scottish Road Works Commissioner and the wider regulation of road works and provide local transport authorities with a viable and flexible set of options to influence the provision of bus services in their area to better meet local users' needs.



### **Damages Bill**

The Damages Bill will amend the law on the Personal Injury Discount Rate following a joint consultation with the UK Government. The Bill will also enable courts to impose periodical payment orders when making an award of damages in respect of a personal injury.

### **Education Bill**

The Bill will take forward a programme of reform to school education, strengthen the education workforce and improve collaboration and engagement. The Bill will:

- set out support for Headteachers
- establish a Headteachers' Charter to define their responsibilities as leaders of learning in schools
- improve parental and community engagement
- provide legislative underpinning for the regional improvement collaboratives
- strengthen the voice of children and young people in promoting and supporting pupil participation
- provide a fair and transparent funding system to support a more empowered education system

### **Management of Offenders Bill**

In keeping with our commitment to prevent and reduce offending, this Bill will deliver on recommendations made by the Expert Working Group on Electronic Monitoring and improve the existing law on the rehabilitation of offenders. In particular, it will:

- enable new technologies to be used for electronic monitoring
- allow electronic monitoring to be used as part of more community sentences, court and prison orders
- reduce the length of time for which many people will be required to self-disclose previous offending behaviour
- make the Rehabilitation of Offenders Act 1974 more accessible for individuals and employers using the legislation

### **Minimum Age of Criminal Responsibility Bill**

This Bill will increase the age from which a child can be held criminally responsible from 8 to 12 years old; aligning it with the current minimum age of prosecution and reflecting Scotland's commitment to international human rights standards.

It will ensure harmful behaviours can still be investigated and responded to, contain appropriate safeguards for the gravest cases, and retain victims' rights to information and support.

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### **Organ and Tissue Donation Bill**

Great progress has been made in increasing organ and tissue donation and transplantation in Scotland with the incredible help of donors and their families.

To further increase the number of cases where organ and tissue donation is authorised, the Bill will introduce a 'soft' opt-out system of organ and tissue donation, enabling donations to proceed where a person had not opted-out. It will also include safeguards to minimise the risk of a person becoming a donor if they would not have wished to donate.

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### **Prescription Bill**

The Bill will implement recommendations of a Scottish Law Commission Report to ensure the law of negative prescription is clear and fair. Negative prescription establishes the time-limit within which an aggrieved person must raise a claim in court.

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### **Safe Staffing Bill**

The Safe Staffing Bill will deliver on the commitment to enshrine in law the principles of safe staffing in the NHS, starting with the nursing and midwifery workforce planning tools. The Bill will ensure nationally agreed, evidence-based workload and workforce planning tools are applied, and ensure key principles relating to professional judgement, local context and quality measures underpin workload and workforce planning.

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### **Vulnerable Witnesses and Pre-recorded Evidence Bill**

The Bill will build on the work of the Scottish Courts and Tribunals Service's 'Evidence and Procedure Review'. It will remove legislative barriers to the greater use of pre-recorded evidence for child and vulnerable adult witnesses. These changes will help move our criminal justice system much closer to achieving our vision that children, wherever possible, should not have to give evidence in court during a criminal trial.

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**Land and Buildings Transaction Tax Bill**

This Bill will give retrospective effect to the application of the LBTT (Additional Amount – Second Homes Main Residence Relief) (Scotland) Order. The Order covers certain scenarios where spouses, civil partners or co-habitants jointly buy a home to replace a home that was owned by only one of them. Making the Order retrospective will mean that repayment of the LBTT Additional Dwelling Supplement will be able to be claimed by taxpayers meeting the relevant criteria in respect of transactions which occurred prior to the effective date for the Order.

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**Planning Bill**

Responding to the independent review of the planning system, the Bill will ensure a greater focus on delivering the development Scotland needs with the infrastructure to support it. There will be a simpler, more effective system of development plans, to set a clear view of how areas will develop in future. Procedures for preparing plans will be improved and communities will have better opportunities to influence the future of their areas.

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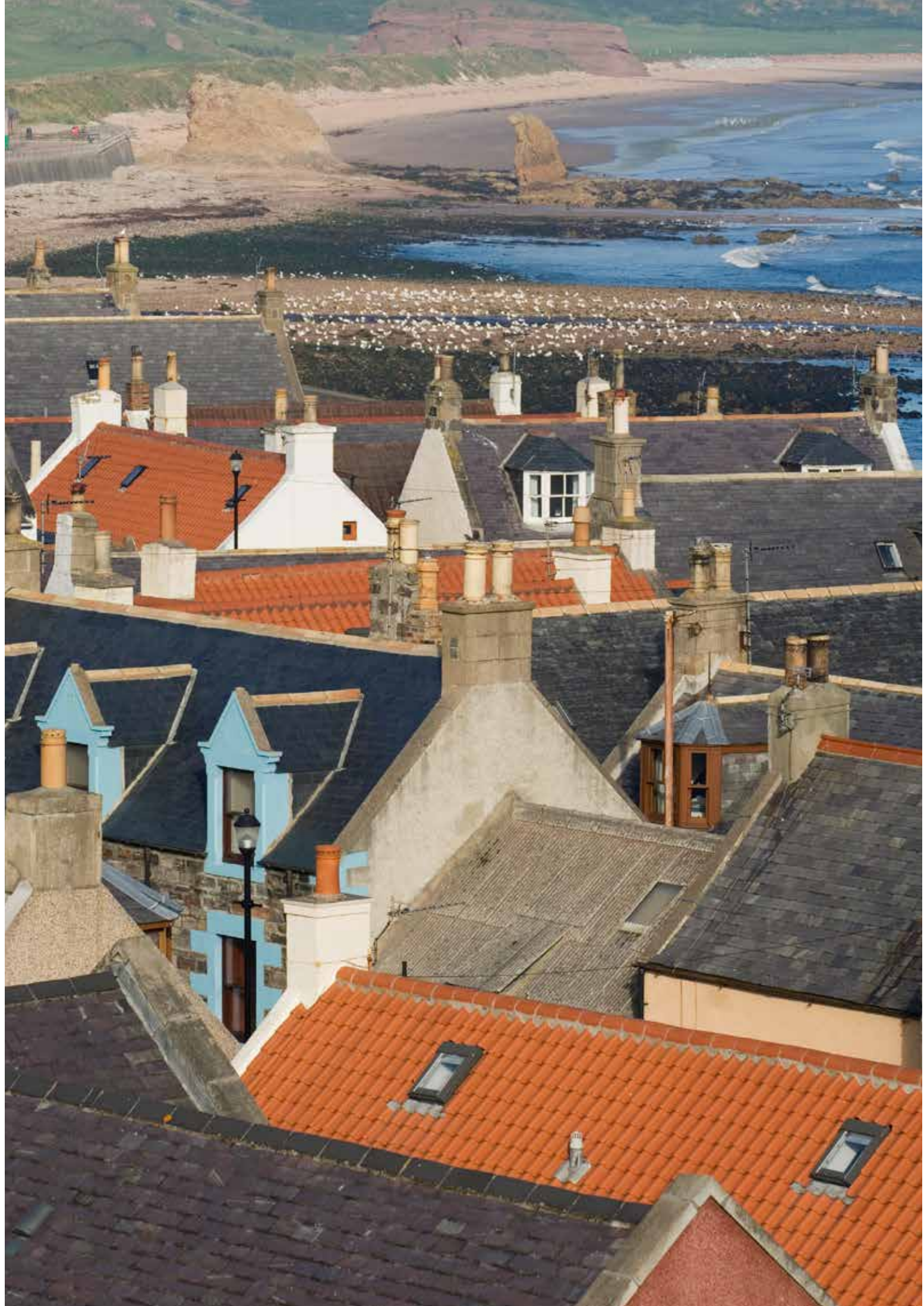
**Sexual Offences (Pardons and Disregards) Bill**

Scotland previously had discriminatory laws which criminalised consensual same-sex sexual activity. The Sexual Offences (Pardons and Disregards) Bill will ensure that men convicted under these laws will receive a pardon and will be able to apply to have such criminal conviction information removed from central records. This will apply where the same activity would now be lawful.

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**Warm Homes Bill**

We are committed to tackling fuel poverty and improving the energy efficiency of Scotland's buildings. As part of our long-term Fuel Poverty Strategy, we will introduce a Warm Homes Bill to set a new statutory fuel poverty target to help ensure that progress is made on these issues, and that support is given to those who are most in need of help to heat their homes.



## MEASURING PROGRESS: THE NATIONAL PERFORMANCE FRAMEWORK

It is 10 years since we launched our world-leading National Performance Framework. It sets out a vision of national wellbeing for Scotland and charts progress towards this through a range of social, environmental and economic indicators.

The Framework changed how we do government in Scotland. We shifted the focus to improving outcomes and considering how our actions will improve the quality of life for people in Scotland. We have put this approach in legislation in the Community Empowerment (Scotland) Act 2015.

Our latest figures (2015-2016) show 55 out of 66 of the existing indicators demonstrate performance that is either improving or being maintained. That includes:

- the total value of Scottish exports increasing from £19.3 billion in 2006 to £28.7 billion in 2015 – an increase of 49.1% over the period
- the percentage of children in combined material deprivation and low income falling from 16% in 2006-07 to 10% in 2015-16
- the percentage of young people in learning, training or work is increasing – in 2015-16, 92% of school leavers from publicly funded schools were in positive and sustained destinations, compared to 87% in 2007-08
- the amount of electricity generated by renewables has risen from 16.8% of gross electricity consumption in 2006 to 54.0% in 2016
- the gender pay gap has decreased considerably, with the gap in median earnings between men and women working full-time in Scotland falling by 6 percentage points, from 12% in 2007 to 6% in 2016
- the percentage of people who have been the victim of a crime fell from more than 20% in 2008-09 to below 15% in 2014-15
- the quality of hospital inpatients' healthcare experience is improving, with the average patient score rising from 78 out of 100 in 2009-10 to 83 out of 100 by 2015-16 – the highest level recorded



Looking forward to the next five years, a vision for Scotland must be created in discussion with the people who live here. Therefore, in advance of proposing new outcomes to the Scottish Parliament, we have been asking people what kind of Scotland they would like to live in. These conversations along with those we have had about what a fairer and healthier Scotland would look like have provided us with a rich source of information to develop a new set of proposed national outcomes for Scotland.

Scotland was one of the first nations to state strong political support for the UN Sustainable Development Goals. The review of the national outcomes provides us with an opportunity to further embed these Goals in the National Performance Framework. We will also take the opportunity to put human rights at the heart of how we assess national performance by embedding them in the proposed Framework too.



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**W W W . G O V . S C O T**