

## **Programme for Government 2017-2018**

### **Strategic Proposal**

This report provides Leaders with an initial assessment of key Local Government issues contained in the Scottish Government's Programme for Government for 2017-18 that was published on 5 September 2017.

### **Summary and Recommendations**

Leaders are invited to:

- i. Note the initial officer analysis of potential Local Government and local democracy implications of the Programme for Government against COSLA's key principles; and
- ii. Consider and provide any initial comments in relation to COSLA's strategic approach to addressing key challenges and opportunities flowing from these.

### **References**

Previous key reports:

- [COSLA Plan 2017-2022](#) – Convention- June 2017
- [Scottish Government Programme for Government 2017/18](#) – September 2017

**COSLA**  
**September 2017**

## Programme for Government 2017-2018

### Strategic Proposal

1. This report provides Leaders with an initial assessment of key Local Government issues contained in the Scottish Government’s Programme for Government 2017-2018.

### Background

2. The Scottish Government published its Programme for Government for 2017/18 entitled “A Nation with Ambition” on 5 September 2017. The Programme sets out the key legislative and policy priorities that the Scottish Government plans to pursue over the coming period. It focuses on the themes of “*an inclusive, fair, prosperous, innovative country, ready and willing to embrace the future.*”
3. The purpose of this report is to provide Leaders with a high level analysis of the breadth of government plans, and to invite initial input regarding the policy direction and processes that COSLA should explore in relation to these. The analysis has been undertaken by each of COSLA’s Policy Teams and is set out in detail at Appendix 1.
4. Clearly, while a number of proposals build on ongoing work for COSLA and councils, at this relatively early stage a number of proposals and their potential impacts will not be certain. The intention of this report is therefore not to provide an exhaustive break down of all of the Programme in detail, particularly as specific activity to explore government thinking and build consensus around Local Government’s position will need to be progressed through COSLA’s decision making structures over the coming period.
5. Instead, this initial analysis builds on the best available information to offer a high-level and strategic overview of proposals ‘in the round’. So far as possible, this also includes an indication of the potential relationship with COSLA’s five key principles as set out in the Constitution:

<b>STRENGTHENING LOCAL DEMOCRACY</b>	Taking decisions as close as possible to the people they affect.
<b>WORKING TOGETHER LOCALLY</b>	Joining up public services to get better results and greater efficiency in the places they serve.
<b>DELIVERING OUTCOMES</b>	Making a long-term difference by focusing on impact not inputs, and by preventing problems before they arise.
<b>FOCUSING ON COMMUNITIES</b>	Building services around local priorities and circumstances, and being accountable to local people.
<b>DEFENDING LOCAL CHOICES</b>	Freeing up councils to reflect local circumstances and have flexibility over local decisions and resources

### Summary of Analysis

6. Members will already be familiar with some components of the programme, both in terms of COSLA’s work on the broader long term policy issues that surround key themes such as education reform, as well as wider commitments around local community empowerment across a number of policy areas. Not all of the issues will require equal investment of time and resources, but at this stage it was felt important to provide members with as comprehensive an evaluation as possible.
7. As the attached assessment makes clear, there are significant opportunities for COSLA to work to influence this agenda and promote opportunities for positive change. Our initial assessment highlights that there are many issues where local and national

government share common cause, and where positive impacts for communities can be delivered, including by making the case for empowering local democracy in a number of areas.

8. While clearly a significant factor in COSLA's activities, the Programme for Government also sits alongside a range of other policy drivers that Leaders and Boards will be progressing over the coming period. In particular, Leaders will be aware that the Queen's Speech in June 2017 set the UK Government's legislative intentions for the next two years, including significant implications for Scottish Local Government in relation to Brexit, as well as other discrete areas including consumer protection and counter terrorism.

### **Summary and Next Steps**

9. For all of these reasons, COSLA has already begun proactive work with a view to securing a strong role for Local Government in the associated processes of policy development, reform, and any legislation that will follow. This will form a significant and ongoing component of the work of each of COSLA's Policy Boards and COSLA Leaders, in combination with appropriate ministerial and officer meetings. It remains possible that some areas currently identified as offering potentially positive opportunities could also carry risks, or vice versa, as the policy process develops.
10. These combined activities will be reflected within COSLA's new performance management and planning framework, introduced in line with recommendations made by the Strategic Review of COSLA which reported in March 2017. In particular, workplans for Boards and Leaders will be updated and kept under active review in order to plan and monitor progress, and key issues will be incorporated into the annual review and refresh of COSLA's strategic priorities undertaken by Convention.

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**September 2017**

## CHILDREN AND YOUNG PEOPLE

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Year of Young People – CYP Rights</b> To use the opportunity of Scotland’s Year of Young People – 2018 to further embed a rights based approach, undertake an audit on the requirements of the UNCRC, raising the minimum age for criminal responsibility (MACR) from 8 to 12 and introducing a legislative ban on physical punishment of children.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA’S PRINCIPLES</p>	<p>MACR Bill anticipated spring 2018</p>	<p>COSLA is supportive of the Year of Young People and continues to work with Scottish Government officers and partners on plans for the year.</p> <p>COSLA will participate in a Minimum Age of Criminal Responsibility (MACR) Reference Group in October 2017, prior to the MACR Bill being drafted. In addition, COSLA will work with Social Work Scotland and Youth Justice Officers to scope out the implications of the age change for local authority social work services.</p> <p>The annual report on the state of children’s rights produced by ‘Together’ will focus on local authorities in 17/18. Communication is ongoing but it is likely that this will be in the form of a toolkit to help support local authorities in fulfilling the rights of children and young people.</p>
<p><b>Excellence and Equity in Education and Associated Education Bill</b> To introduce new standardised assessments in P1, 4 &amp; 7 and S3 from autumn 2017, to continue to implement the National Improvement Framework, to continue the Pupil Equity Fund, as part of the broader Scottish Attainment Challenge, to introduce an Education Bill to reform school governance, to design and implement the Regional Improvement Collaboratives, to develop a new route into teaching to attract high quality graduates into priority areas and subjects, to increase support to improve STEM learning and teaching in the school curriculum through the recruitment of specialist advisers, and to publish firm proposals on fair funding for schools following the current consultation.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>Pre-legislative consultation in Autumn with legislation to be introduced in Summer 2018</p>	<p>The detail of the legislation remains unclear, including the extent to which the proposed structures would impact on sections of the workforce. COSLA will adopt our current “Local Govt Family” approach of working in partnership with all relevant professional associations across local authorities (including SOLACE, ADES, Directors of Finance, SOLAR and SPDS), as well as a wide grouping of key stakeholders (Unions, parents and young people) to develop our response.</p> <p>A clear Local Government proposal around regional collaboration has been developed and will be considered by Leaders on 29 September 17. If achievable, this would also lessen the impact on the Local Government workforce, in particular those involved in education improvement.</p> <p>The draft COSLA response to the live consultation on Fair Funding for Education will also be considered by Leaders on 29 September 17. Responses to individual elements of the overarching policy will continue to emphasise the need for consideration of GIRFEC and a whole system approach.</p> <p>The Rural Poverty Working Group is currently working on options for the Attainment Challenge for children and young people in rural areas. A PEF type arrangement is one option for future funding.</p>

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COSLA is also responding to the consultation and participating in the Fair Funding Reference Group with the Scottish Government.

## CHILDREN AND YOUNG PEOPLE

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Beyond School</b> To continue to break down barriers beyond school to help young people succeed through reforms to university access, the learner journey and student support. This will include continuing to drive forward the recommendations of the Commission on Widening Access, providing full, non-repayable bursaries to care experienced young people awarded a place at University, setting out plans to reform student funding, continuing to increase the number of modern Apprenticeships, implementing the recommendations made by the independent advisor on poverty and inequality in her second report, 'The Life Chances of Young People' and meeting the tuition costs for all EU undergraduate students starting a course at a Scottish university in 2018-19.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Ongoing Activity</p>	<p>COSLA will continue to work in partnership with the Scottish Government as lead partners to progress the Developing Scotland's Young Workforce (DYW) seven year programme that is now at its mid point. COSLA will also seek to take forward recommendations from COSLA's recent national DYW event to progress the programme with other key partners. This will include working with the colleges sector to improve partnership working between colleges and local authority schools. In addition, it will involve COSLA lobbying the Scottish Government on its management of the Apprenticeship Levy to ensure Levy monies are returned to local authorities as Scotland's largest employers and contributors to the Levy. The return of this funding will allow local authorities to continue to provide opportunities for young people such as Modern Apprenticeships etc.</p> <p>COSLA is addressing the commitment to review allowances and bring forward proposals for a national kinship care and foster care allowance through the National Review of Care Allowances core group.</p>
<p><b>Expansion of Early Learning and Childcare</b> To set out minimum levels of multi-year funding for local authorities to deliver the expansion and provide certainty to councils and other providers in relation to issues such as recruitment and training of staff and delivery of new premises.</p> <p>To work towards all childcare workers delivering funded early learning and child care being paid the Scottish Living Wage.</p> <p>To publish the Funding Follows the Child model and include a national standard for a process for private and third sector providers and childminders accessing funded ELC.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>Publication of funding model anticipated March 2018</p> <p>Full implementation expected by 2020.</p>	<p>This is a welcome commitment and will provide some level of reassurance, however expansion plans were to be submitted by local authorities by 29 September, without this information being known. Further detail is still required on the amount, breakdown and timing of funding. Local authorities are currently in the process of preparing a financial template to inform level of funding available.</p> <p>COSLA is co-chairing a Living Wage Working Group with Scottish Government to consider the implications of policy direction. Terms of reference are to be agreed.</p>
<p><b>Child Poverty Bill and Associated Funding</b> To continue the passage of the Child Poverty Bill through Parliament, setting statutory targets to tackle child poverty. This will include establishing a new £50 million fund to tackle child poverty.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Third Stage of Child Poverty Bill in Oct/Nov 2018</p>	<p>COSLA will work with other partners to lobby the Scottish Government on the need to provide adequate resources to credibly address child poverty. As such, COSLA has set out a funding proposal for the provision of designated child poverty co-ordinators that would work across local authority services and CPPs to drive efforts to address local child poverty priorities.</p>

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## COMMUNITIES

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<b>Affordable Housing Supply Programme</b> £3 billion to build at least 50,000 more affordable homes. 35,000 of these will in the social rented sector. Continued support for council house building.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing Activity – no legislation anticipated	Policy intention is supported but risk may be associated with funding and different processes for Housing Associations. Will increase expectations around meeting target.
<b>Homelessness</b> Stronger Scottish Government commitments to tackling homelessness, the creation of a new strategy, and targeted work to eliminate rough sleeping. Programme also includes commitment to double funding available to help local authorities provide and sustain Empty Homes Officers.	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Ongoing Activity - support for joint work	Increasing homelessness is associated with the continued welfare reform programme and its impact on the more vulnerable in society. Targets that are likely to be set could be challenging and underfunded- the £50m over five years will need to be allocated appropriately.
<b>Scottish Energy Efficiency Programme</b> Commitment to meet the energy efficiency, fuel poverty and carbon targets for Scotland, in a way that has the best impact locally, bringing in the private housing sector for the first time.  Accelerate work on Scotland's Energy Efficiency Programme (SEEP) with a road map to set out long terms ambitions.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing engagement on standards / Warm Homes & Climate Change Bills during 2017/18	Intention is supported but financial and delivery risks are high, both in terms of the work that needs to be done, as well as the potential impacts on the overall housing market as the costs are shared between householders, private companies, landlords and the public sector. Benefits may accrue around local employment associated with retro-fit.  There will also be Implications for local authorities in monitoring the increased requirements for energy efficiency of private rented and owner occupier sectors.
<b>Violence against Women and Girls</b> Complete the passage of the Domestic Abuse Bill, in line with Scottish Government commitment to eradicate violence against women and girls.	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Ongoing Activity and engagement	COSLA has been a key player and huge supporter of this initiative. Support will be continued politically through the "Equally Safe" joint arrangements between Scottish and Local Government.
<b>Community Justice</b> Introduction of a Management of Offenders Bill and extending the presumption against short sentences from 3 to 12 months, as well as greater diversion from prosecution	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Legislation anticipated 2017-18	Further work will be required to understand and reflect community perceptions and local opinion. Work will also be required around the costs associated with the increase in the number and complexities of cases dealt with through Community Justice as the commitments get acted on. Funding must follow this proposed reform.
<b>Social Security</b> The Bill being taken through the Scottish Parliament will establish 12 types of support and a Scottish Agency to deliver all or most of these.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Legislation to be approved in 2018	Work will focus on effective integration of certain interventions with council services, addressing potential elements of duplication, and ensuring coherency from a customer perspective, as well as monitoring any unintended consequences for other areas of support.

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## COMMUNITIES

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<b>Employability</b> Fair Start Scotland Policy in 2018 to support disabled people and those most likely to be long term unemployed and work on the Flexible Workforce Development Fund.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing Activity	Policy intention is supported. Considerable resources should be available if employment support is to be available to 38,000 people in the next three years. Risk centres around the multiple actors in the area and the need to develop strongly owned and coherent interventions at a local level.
<b>Participatory Budgeting</b> Investment of £2 million in the Community Choices Fund to support participatory budgeting, and work with Local Government on having at least 1 per cent of council budgets subject to community budgeting.	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Ongoing Activity	The ambitious target needs agreement over which parts of councils' budget it is applied to. Potential risks that Participatory Budgeting doesn't achieve improved engagement, or better targeting of scarce resources to where they are most needed or can elicit community action. There is a need to ensure other aspects of community capacity building are deliverable and feed into the process.
<b>Good Food Nation</b> Likely to include emphasis on community growing, with an expectation that both public and private allotments will significantly increase, underpinned by the Community Empowerment Act part 8.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing Activity	The cost and availability of land that can be used to 'grow your own' is a key issue to address. Local Government is likely to come under pressure here with no access to additional capital budgets, nor an ability to influence other parts of the public sector to contribute.
<b>National Libraries Strategy</b> This will include both the delivery of a single library card and commitment to make every child a library member.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing Activity	COSLA will work to explore and address the potential costs of introduction of the card, and to guide the best possible outcomes from a National Libraries Strategy at a time of budget restrictions.
<b>Brexit</b> Scottish Government have committed to protect the Scottish economy and human, environmental, employment and consumer rights during negotiations, and maintain relations with European neighbours.  This will take place in the context of UK Government proposals, activities and negotiations arising from the 2017 Queen's Speech, focused on the EU Withdrawal Bill, Customs Bill, Trade Bill and Immigration Bill. There will also be activity on the UK Industrial Strategy and the Prosperity Fund as well as intergovernmental decision making .	CLEAR RISKS TO COSLA'S PRINCIPLES	Over the next 18 months and then beyond.	This is a highly complex intergovernmental area covering community cohesion work and its funding, workforce, procurement, local economic development, employability, state aids and the delivery of public services. This is one of COSLA's key priorities and Leaders can expect a range of policy specific reports over coming months.  There are a number of key risks for Local Government and our communities and the nature of the challenges will become clearer as Bills progress. COSLA's key over-riding work is to ensure that Local Government is effectively represented and able to influence the negotiations. This is being progressed via continuing engagement with Scottish and UK Governments, the EU Institutions and our sister organisations to maintain relationships during and after the leaving process, and maintaining our commitment to the European Charter.
<b>Culture</b> Development of a Culture Strategy for Scotland based around the principles of access, equity and excellence.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	During 2017/18	Councils have a potentially significant role in this agenda, and COSLA will be seeking clarity around joint political ownership with a view to being fully engaged and involved in future direction and actions.

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<b>International Development</b> Building institutional capacity in other countries through annual £10m funding.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing Activity	Further clarity will now be sought regarding capacity building, given that this is often focused on Local Government functions and involves council staff.
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## HEALTH AND SOCIAL CARE

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<b>Free Personal Care</b> Beginning the implementation of 'Frank's Law', providing free personal care to those under 65 who need it - while ensuring a sensitive interaction with the social security system.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing - Expected to begin implementation by April 2019	Tone and the use of 'beginning' to implement is welcome, as is the overt commitment to working with COSLA on the detail. Several issues will need to be addressed including: <ul style="list-style-type: none"> <li>• Clarification of whether this will be delivered via legislation</li> <li>• Risks that it could challenge the principle/power of Local Government to raise local resources by charging</li> <li>• The critical importance of the funding and implementation mechanism, which may present significant risks for Local Government.</li> </ul> Deliverability is a reputational and operational risk given workforce implications, although it is understood that implementation will not happen in this Spending Review period.
<b>Budget commitments</b> Commitment to ensuring at least a real terms increase in the frontline NHS budget, as part of a commitment to increase health resource funding by £2 billion over the life of this Parliament.  Commitment to invest an increasing proportion of the budget in primary, community, mental health and social care services – to support a shift in the balance of care.	CLEAR RISKS TO COSLA'S PRINCIPLES	Year on year over this term of Parliament	Unclear how this will manifest, but historically the commitments to the NHS budget, combined with the 'protection' of other budgets such as police, have an impact on the Local Government settlement.  However, if this is also combined with a further commitment in the Programme for Government to ringfence an increasing amount of resources to shift the balance of care, it potentially signals a continuation of the funnelling of Local Government resources for social care through the NHS.
<b>Mental Health</b> Commitment to take forward the Scottish Government's new Mental Health Strategy.	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing	COSLA is working on implementation and issues arising from the ringfencing of mental health monies within the IJB. The biggest concern is the commitment to 800 new mental health workers over the life of this Parliament and the financial implications of this new input measure.
<b>Safe Staffing</b> 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.	CLEAR RISKS TO COSLA'S PRINCIPLES	Bill timescales unclear – within this term of Parliament	There are significant implications for IJBs within this proposal.  The extent to which they impact on social care provision and the Local Government workforce will be determined by the scope. COSLA's understanding is that Scottish Government see this as being enabling rather than directive legislation, but it could have a financial and workforce implication for Care Homes and integrated community and home care provision.

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## HEALTH AND SOCIAL CARE

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Implementing the Health and Social Care Delivery Plan</b> Commitment to develop Regional Delivery Plans to set out services which can best be planned and delivered at regional level, and support services that can best be delivered closer to home.</p> <p>Also includes supporting national NHS Boards to develop a plan of where improvement in national services should be focused, including where appropriate a 'Once for Scotland' approach.</p> <p>A Digital Care Strategy will be developed to support a digitally-active population and workforce, and make better use of the opportunities of modern technology.</p>	CLEAR RISKS TO COSLA'S PRINCIPLES	<p>September 2017 for first iterations of regional plans</p> <p>Ongoing work for Digital Care</p>	<p>The extent to which Local Government is sighted on and involved in a regionalisation of NHS functions is critical to each local authority, the IJBs and the wider CPPs (not least because changes to structures and /or the delivery of services may have implications for Local Government employees).</p> <p>COSLA will know more in September when it sees the draft plans. However, a 'once for Scotland' approach which deals with the NHS alone is a siloed way of thinking which we are trying to move away from as part of wider public service reforms.</p> <p>The digital strategy will be critical for Local Government and IJBs and will have operational and financial implications.</p>
<p><b>Healthy Eating</b> Consultation to limit the marketing of products high in fat, sugar or salt.</p> <p>Commitment to conclude review of school food regulations and implement changes to reflect the revised scientific advice on nutrition.</p>	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Ongoing	<p>Local Government support actions to improve public health but the political support of COSLA for these matters we will need to scope any impact this might have on Local Government, for example in relation to school meals and licensing etc.</p> <p>Outcomes of review of school food could potentially carry a change in costs of school meals.</p>
<p><b>Drug and Alcohol Treatment and Support</b> Additional investment of £20 million in treatment and support services for drugs and alcohol.</p>	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	Ongoing	The concept of additionality and ringfencing of these service funds goes against integration, although COSLA would support activity to improve outcomes for people suffering from addictions.
<p><b>Public Health</b> Set overarching public health priorities with local government to direct improvement across Scotland, and establish a new, single, national population health improvement body by 2019.</p>	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	<p>Strategy to be agreed in 2018.</p> <p>Legislation to be initiated for new Public Body in 2018.</p>	<p>This area of work is progressing well and in active partnership with Local Government.</p> <p>Risks do exist in terms of governance and funding of the new body and also in terms of improving local partnerships. There may also be challenges around the shape of environmental health services. However, there is every indication that these will be worked through in collaboration with COSLA.</p>
<p><b>Justice</b> Commitment to continue ring-fenced funding of around £100 million to local authorities for criminal justice social work services and maintain additional £4 million in 2017-18 to expand access to community services. Intention to consult on the introduction of a statutory duty to provide 'appropriate adults'</p>	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	<p>Ongoing</p> <p>Timescales for duty to be confirmed</p>	<p>Current approach to funding will be maintained.</p> <p>COSLA is involved in the Appropriate Adults Working Group which will consider the costing exercise required for the development of a statutory service.</p>

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to support vulnerable adults who have communication difficulties during police processes.			
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## EMPLOYERS' TEAM

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Public Sector Pay</b> Commitment to lift the 1% pay cap for NHS and other public sector workers and for future pay policy to continue to take account of the cost of living</p>	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	From 2018-19	<p>Positive tone that potentially aids recruitment and retention of workers. However, there is ambiguity about whether the commitment:</p> <ul style="list-style-type: none"> <li>a) extends to all public sector workers; and</li> <li>b) guarantees additional funding to meet the cost of higher pay.</li> </ul> <p>There is therefore a risk of expectations being unrealistically raised, making pay negotiations with Trade Unions more difficult.</p>
<p><b>Workforce Implications of Programme</b> The Programme for Government includes a number of proposals that have potential implications for the current and future Local Government workforces as referred to elsewhere in this report, including: education governance, the Health and Social Care Delivery Plan, 'Frank's Law' and the expansion of Early Learning and Childcare.</p>	POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR	From 2018-19	<p>COSLA will continue to monitor and respond to potential workforce implications of policy developments, working with SOLACE, ADES, Heads of HR, TUs, SPDS and others.</p> <p>In Education governance and the integrated health and social care landscape, regionalisation may lead to a change in responsibilities which might lead to a restructuring, re-shaping or even transfer of parts of the Local Government workforce.</p> <p>The expansion of Early Learning and Childcare provision will create a new workforce estimated at 14,000. Although this will not fall exclusively to councils to populate, there will be a significant workforce implication, including the potential of workforce migration from health and social care posts to early years posts. This additional competition comes at a time when there are increased demands for social care, due to an ageing population, and vulnerability due to Brexit and uncertainty over the ability to continue to employ migrant workers from the EU.</p> <p>The impact of Brexit on regulatory services will create the most turbulent regulatory environment for 40 years as a regulatory framework that is fully integrated with the EU is disrupted. Substantial deregulation and reregulation is likely and there is substantial uncertainty about regulatory standards and requirements among SMEs. The demand for advice and support is likely to rise sharply at a time when there is a decline in the numbers of trading standards and environmental health officers in Scottish councils. This is a serious workforce planning issue which needs an early intervention.</p>

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## LOCAL DEMOCRACY

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<p><b>Review of Local Governance</b> Commitment to a Review of Local Governance ahead of a Local Democracy Bill later in this term of Parliament.</p> <p>Review is likely to spearhead wider ambitions to decentralise power to a more local level and empower communities in line with wider commitments made within the Programme for Government.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>Review anticipated to commence late 2017</p> <p>Legislation anticipated summer 2018</p>	<p>While Leaders have agreed that a Review has potential to progress COSLA's democratic principles, ongoing work will be required to secure these opportunities, and avoid any potential risks to local democratic accountability.</p> <p>COSLA has successfully worked with Scottish Government to develop their initial proposals, including any review's widening scope to cover all local public services. Leaders have also considered 3 strands of work covering COSLA's potential coproduction of the Review itself, a process to identify and agree the key changes that Local Government will seek to secure, and work to build a wider alliance of voices around opportunities for positive change.</p> <p>It is anticipated that a further report on next steps will be considered by Leaders in October.</p>

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## ENVIRONMENT AND ECONOMY

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Economy</b> There are a variety of commitments made around the economy which will be of interest and relevance. However, those most pertinent to Local Government and flowing from the Enterprise and Skills Review are:</p> <ul style="list-style-type: none"> <li>• appointment of a new Strategic Board to focus 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.</li> <li>• Establishment of the interim arrangements for the South of Scotland enterprise agency while developing legislation for its formal establishment</li> <li>• Additional £1.7m for the DigitalBoost programme delivered by Local Government under the Business Gateway banner</li> <li>• A Digital Growth Fund of £36m over 3 years.</li> <li>• Various funding initiatives to support business including the Scottish Growth Scheme, announcement of further funding to lever additional investment, and a Scottish National Investment Bank.</li> </ul>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Strategic Board to be established by October 2017.</p> <p>Legislation to set up the new South of Scotland Agency is likely in 2018.</p>	<p>The implementation of the Enterprise and Skills Review remains a priority for the Environment and Economy Board.</p> <p>In relation to creation of the Strategic Board, via the Spokesperson COSLA has been involved in the Implementation Board which is the precursor to the Strategic Board. We are building on previous commitments from the Cabinet Secretary in relation to Local Government being represented on the Strategic Board.</p> <p>On the interim and long term arrangements for the South of Scotland enterprise agency, Leaders previously agreed that the two councils concerned, Scottish Borders and Dumfries and Galloway take the lead on these discussions. In addition, it was agreed that COSLA would provide additional support on this issue as and when required.</p> <p>Local Economies and Inclusive Growth is a COSLA priority. The Environment and Economy Board's contribution to this priority is focused on the Enterprise and Skills Review. It is expected that the Board will consider the detail of the legislation for the formal establishment of the South of Scotland during in 2018.</p> <p>On DigitalBoost, while additional funding to March 2018 is welcome, it would be helpful to have continuation of funding for a sufficient period to tie in with the ambition of having a world class digital economy by 2021. Single year funding cannot provide the long-term planning or resources needed to achieve this ambition.</p> <p>COSLA Business Gateway National Unit is actively working with the Government and partners on details for the Digital Growth Fund, and currently carrying out a survey with businesses to establish needs. The Fund is intended to be a loan rather than a grant.</p> <p>On the funding proposals, we are yet to see detail of these. Key issues will include the relationship between the Scottish National Investment Bank and Scottish Investment Bank, and how the Scottish Growth Scheme interacts with Local Government funding support through e.g Business Loans Scotland (the ERDF funded successor to West of Scotland and East of Scotland Loan Funds run by Local Government).</p>

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## ENVIRONMENT AND ECONOMY

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Crown Estate Bill</b> The Bill will set up the long-term management arrangements for the Crown Estate in Scotland.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Bill anticipated late 2017 / early 2018</p>	<p>COSLA has been involved at every stage in the devolution of the Crown Estate to Scotland and we are working to secure the maximum possible devolution to local authorities. We are also supporting the piloting of new management arrangements by the Island authorities.</p> <p>The Crown Estate Bill is a priority within the Environment and Economy Board Plan. The Cabinet Secretary recently indicated to the Spokesperson that the Scottish Government is working towards publication of the draft Bill in December 2017.</p>
<p><b>Planning Bill</b> The Bill responds to the Independent Review of Planning and will reform the planning system in Scotland. It is intended to deliver a simpler, more effective system of development plans, to set a clear view of how areas will develop in future.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Bill anticipated late 2017 / early 2018</p>	<p>COSLA responded to the consultation on planning reform which was published earlier in the year. Planning is an active area of work as we try, with Heads of Planning Scotland, to influence what the Bill contains. A focus of our work is regional spatial planning and development of community level 'local place plans'. As a risk, we also expect proponents of a third party right of appeal to lobby for its inclusion with the Bill. The Planning Bill is a priority within the Environment and Economy Board Plan.</p>
<p><b>Climate Change Bill</b> Introduction of a new Climate Change Bill to set more ambitious targets to reduce greenhouse gas emissions. The Bill is expected to increase the 2050 emission reduction target from 80% to 90% from the 1990 baseline, in line with the UN Paris Agreement and based on the advice from the Committee on Climate Change.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Bill anticipated late 2017 / early 2018</p>	<p>This is a priority within the Environment and Economy Board Plan and members have already agreed to support the Government's ambition of a 90% emission reduction by 2050.</p> <p>A number of initiatives, some detailed below, flow from the work on the Climate Change Bill. Some risks are likely as are additional costs for local authorities in meeting targets.</p>
<p><b>Transport Bill</b> 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.</p> <p>The Programme for Government also pledges support for a Members Bill making it a legal requirement for local authorities to ensure that seat belts are fitted in all dedicated vehicles used for home to school journey's and school excursions.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>Timescale is not certain but will be in Parliament by summer 2018</p>	<p>COSLA's current focus on transport is to influence positively the review of the National Transport Strategy. The Transport Bill is not currently a priority within the Environment and Economy Board Plan but we will assess the opportunities and implications for Local Government as further details emerge.</p> <p>Work is ongoing with Government regarding the costs of this. The Parliament is also taking a keen interest in this area and has asked for detailed costs.</p>

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## ENVIRONMENT AND ECONOMY

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Low Emission Zones, Electric Vehicles and Active Transport</b> New low emission zones in Scotland's four biggest cities by 2020 and in all air quality management zones by 2023, where this is needed.</p> <p>Phasing out of the need for new petrol and diesel cars and vans by 2032 and an expansion of electric vehicle charging infrastructure by 2022.</p> <p>The budget for active travel will also increase from £40 million to £80 million per year from 2018/19.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>£80 million for active travel in 2018/19</p> <p>Further low emission zones by 2020 and 2023</p> <p>No new petrol and diesel cars &amp; vans after 2032</p>	<p>Scottish Government has been working on the first low emission zone so this is an extension of an existing commitment. Likewise, the announcement of new money for active travel and to expand electric vehicle charging infrastructure builds on existing work.</p> <p>The new announcement is the phasing out of new petrol and diesel cars and vans by 2032, eight years before a similar commitment by the UK Government. Low carbon and active travel is linked to work on the National Transport Strategy review, which is an Environment and Economy Board priority. However, this area will need further, more detailed work beyond our commitment to the NTS Review.</p> <p>Transition will present other impacts for local authorities in relation to the charging network and replacement of vehicles.</p>
<p><b>Circular Economy/Deposit Return (DR)</b> Introduction of a Deposit Return scheme for drinks containers. The scope is not exactly defined, but we anticipate that it may include plastic and glass bottles and metal tins.</p> <p>There will also be 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.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>Timescales Unclear</p>	<p>The Scottish Government had already commissioned modelling work on a Deposit Return (DR) scheme, but so far has refrained from a decision between a dedicated DR scheme and a wider Extended Producer Responsibility scheme. Legislative consent is already provided in the Climate Change (Scotland) Act 2009.</p> <p>The main impact of DR on local authorities is around a potential loss of income from recycle materials, potential savings as a result of litter reduction, and the question arising as to whether local authorities will want to operate a DR scheme.</p> <p>The possibility of a 'coffee cup levy' is a new commitment. Any potential impact on local authorities is still to be established. The impact of the circular economy is an active and positive area of work for COSLA and is linked to the Environment and Economy Board's priority on the Scottish Household Recycling Charter.</p>

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## LOCAL GOVERNMENT FINANCE

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Barclay Review of Non-Domestic Rates</b> Urgent consideration of the recommendations (including reforming/restricting charity relief) and publication of an implementation plan. Commitment to introduce a new relief for day nurseries.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>Implementation Plan to be published Autumn 2017</p>	<p>Potentially significant financial implications in removing charity relief from ALEOs with an impact on frontline delivery of services such as leisure. Concerns that increased standardisation and changes to how assessors operate will have resource implications. More frequent revaluations, whilst welcome in principle, will also have resource implications. Scottish Government commitment to work in partnership with COSLA to consider the implications of these changes is welcomed.</p>
<p><b>Citizens Basic Income</b> Establish a fund to help those local authorities considering how they can pilot elements of a citizen's basic income and ask the Poverty and Inequality Commission to consider how it could help to draw together findings from local authorities to inform the government's thinking.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Timescales to be confirmed</p>	<p>COSLA will work with the Scottish Government to ensure proper funding for pilots.</p>
<p><b>Taxation</b> Commitment to making local taxation more progressive whilst improving the financial accountability of Local Government. Includes commitment to further dialogue on options for reform.</p>	<p>POTENTIAL RISKS / RELATIONSHIP WITH COSLA PRINCIPLES UNCLEAR</p>	<p>Timescales to be confirmed</p>	<p>This is being discussed with Government as part of the spending review. COSLA is also seeking additional powers to introduce discretionary taxes.</p>
<p><b>Sanitary Products</b> Introduction of a scheme to fund access to free sanitary products in schools colleges and universities and consider action to support those on low incomes and not in education, in light of the current pilot in Aberdeen.</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>Timescales to be confirmed</p>	<p>Increased costs will be likely within schools for implementation of this policy. COSLA will work with Scottish Government to ensure costs are funded.</p>
<p><b>Paying for Public Services</b> The Government will publish a discussion paper on income tax and possible options for using powers to ensure the sustainability of our public services and give long-term certainty to taxpayers</p>	<p>CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES</p>	<p>To be published ahead of setting the budget for 2018-19</p>	<p>As part of spending review discussions COSLA will work with the Scottish Government to consider all options to ensure that there is proper investment in public services.</p>

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## MIGRATION, POPULATION AND DIVERSITY

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Immigration</b> The Scottish Government will set out the case to extend the powers of the Scottish Parliament around immigration and seek to build consensus around the need for Scotland to have migration powers and for the UK Government to deliver flexibilities within the current system. This will include setting out both the economic case and proposals for how this might operate.</p>	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	<p>Discussion papers to be published late 2017.</p> <p>Consensus to be sought during 2018.</p>	Opportunities to influence migration policy to suit local need and to continue constructive relationship with Scottish Government in this area. Risks may include additional burdens to local authority budgets if proposals not backed up by resource.
<p><b>Equalities</b> Scottish Government will carry forward a Race Equality Action Plan and a plan of action to implement the recommendations of the Independent Advisory Group on Hate Crime, Prejudice and Community Cohesion.</p>	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Timescales not clear	Aligns with COSLA's principles, in particular a focus on communities and delivering outcomes.
<p><b>Human rights</b> The Scottish Government 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.</p>	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Timescales not clear	COSLA is committed to promoting a culture of human rights. This is exemplified in our support of the Scottish National Action Plan on Human Rights (SNAP), and we would expect to be involved in this process too.
<p><b>Human Trafficking and Exploitation</b> Scottish Government will deliver the Trafficking and Exploitation Strategy and commence outstanding provisions of the Act.</p>	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Consultation and commencement throughout 2017/18	Broadly aligns with COSLA principles. However there are risks around the commencement of Independent Child Trafficking Guardians if these compete with local authority statutory duties.
<p><b>Asylum Seekers and Refugees</b> While some elements are reserved, Scottish Government has committed to supporting asylum seekers and refugees within Scotland and participating in resettlement programmes and integration.</p>	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	<p>Scottish local authorities to have resettled over 2000 Syrian refugees by end of 2017</p> <p>New Scots Strategy refresh Jan 2018</p> <p>UK secondary legislation expected 2017/18</p>	<p>Scottish local authorities and COSLA have led the way with participation in the resettlement of Syrian refugees and are also participating in the Vulnerable Children's Resettlement Scheme.</p> <p>The Strategy is being jointly refreshed by COSLA, Scottish Government and the Scottish Refugee Council. Although there are tight timescales there has been significant positive engagement across Scotland to contribute to the Strategy.</p> <p>Ongoing work will be required to address any risks or resource issues arising from secondary legislation.</p>

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## DIGITAL

Programme for Government Commitment and Description	Anticipated Link to COSLA Principles	Timescales	Comments
<p><b>Digital Strategy and Digital Public Services</b>            Range of measures focused on digital transformation to ensure that all services deliver to the best specification, and are aligned around the Digital First Service Standard.</p> <p>Programme also sets commitments including developing digital skills and citizenship, improving connectivity and infrastructure improvements, and the adoption of digital technology, all of which are relevant to Local Government.</p>	CLEAR POTENTIAL TO PROGRESS COSLA'S PRINCIPLES	Ongoing- no legislation anticipated	COSLA will work closely with the Scottish Local Government Digital Office whose digital transformation strategy will reflect some of the priorities in the Programme for Government into a set of actions that will set the long-term digital direction for Local Government in Scotland. This work is aimed as supporting all councils to help build a portfolio of collaborative initiatives and projects that exploit digital technologies to reduce the cost of services and improve the customer experience for citizens.

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