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24 March 2021

Dear Convener,

I'm writing to bring to your attention a paper entitled **Scotland: A Good Global Citizen - A Scottish Perspective on Climate, Defence, Security and External Affairs**, which will be published on the Scottish Government website this morning.

As you may be aware, on 16 March 2021 the UK Government published the Integrated Review of Security, Defence, Development and Foreign Policy. The Scottish Government has produced, in parallel, a publication that sets out the Scottish Government's high-level position on a number of the key issues explored by the Integrated Review.

This publication while not a direct response, presents the Scottish Government perspective, in the context of Scottish values. It does not try to cover the entire range of subjects that the UK Government has been assessing, nor is it necessarily restricted by it.

I have attached a copy of the paper to this letter, which I am also sending to the conveners of the Justice Committee and the Environment, Climate Change and Land Reform Committee.

**HUMZA YOUSAF**

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# **Scotland: A Good Global Citizen**

**A Scottish Perspective on Climate, Defence,  
Security and External Affairs**

**March 2021**

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## **Ministerial Foreword – Cabinet Secretary for Justice**

Scotland is an open, welcoming nation, internationalist in outlook and, as a good global citizen, committed to working in partnership with others to tackle global challenges. As a nation, we are active and connected, with a long history of constructive engagement with our neighbours and a track record of leadership on climate change, climate justice, and effective delivery of development assistance.

The context for our international engagement is changing rapidly. The decision of the UK Government to leave the European Union – opposed by a significant majority of the people in Scotland who voted in the referendum – has, in the view of influential observers, reduced the influence of the UK in the world. Unless the UK seeks to re-join the EU, it will be necessary to work harder to ensure that Scotland's voice is heard on the issues that matter to those living in Scotland and to ensure that the Scottish Government can continue to engage internationally for the benefit of Scotland's people, businesses and institutions.

The UK Government has chosen this point in time to conduct an “Integrated Review” of Security, Defence, Development and Foreign Policy. The conclusions of this Review will have an impact on communities, institutions and individuals across Scotland as well as influencing the way in which the governments of the UK engage with the rest of the world.

The Scottish Government has sought every opportunity to engage with the UK Government on the review process and ensure Scotland's interests are represented. However consultation with the Scottish Government, and the other Devolved Administrations, has been extremely limited and, ultimately, inadequate. The Scottish Government has had next to no access to the proposals being developed, and has thus been largely unable to feed in the Scottish Government perspective to ensure that the interests of the people of Scotland are being properly addressed. This disappointing lack of partnership again demonstrates the disingenuous nature of the UK Government's approach to “strengthening the Union”.

It is therefore important that the Scottish Government uses the opportunity provided by the publication of the conclusions of the Integrated Review to re-state its position on a range of key international issues. This paper highlights a number of the areas in which Scotland has a distinctive approach and makes a significant contribution internationally.

The present devolution settlement reserves many of the policies addressed by the Integrated Review to Westminster. However, the impact of the decisions that the Review informs will be felt in Scotland and will, in turn, impact on the Scottish Parliament's decision-making responsibilities. Only with independence will the Scottish Parliament gain the full range of powers available to states, ensuring that all of these decisions are made in the best interests of the people of Scotland.

The Scottish Government will continue working to ensure that the UK Government is consistent in defending and promoting human rights, an ambitious climate agenda and multilateral engagement. We will continue to engage constructively across these islands to safeguard the security of our people and where it is in the interests of

Scottish businesses, communities and institutions. For example, the Scottish Government welcomes and supports the focus on Science and Technology in the Integrated Review.

The Scottish Government calls on the UK Government to recognise the expertise that exists in Scotland and to work with us and the other Devolved Administrations to address the cross-cutting nature of global challenges.

**Humza Yousaf MSP**  
**Cabinet Secretary for Justice**

## **Introduction**

The Integrated Review covers a wide range of issues and this paper does not aim to address them all. Instead, it takes the opportunity of the review to set out the Scottish Government's position on a number of key international issues, within the context of Scottish values. It notes the positive contribution that Scotland can and does make to addressing global challenges and how all of us in Scotland can benefit from international opportunities.

The paper looks at Global Issues and International Policy, Defence, Security, and Science, Technology & Data. On all of these significant, complex and inter-linked subjects, the Scottish Government has a responsibility to consider and address the implications for Scotland, recognising that, in the current constitutional arrangement, many - but not all - of the policy levers are controlled elsewhere. At the heart of the Scottish Government's approach is an interest in and willingness to engage with the developments and relationships around the world that have such a huge impact on the lives of people living, studying and working in or with Scotland.

## **Global Issues and International Policy**

### **COVID-19**

The COVID-19 pandemic has highlighted the need for international solidarity when tackling global issues. As set out in [Protecting Scotland, Renewing Scotland: The Government's Programme for Scotland 2020-21](#), the Scottish Government is sharing best practice, knowledge and expertise in reducing virus transmission and addressing the other harms caused by the virus and in so doing demonstrating Scotland as a responsible European and international partner. This includes a range of activity through Scotland's participation in Horizon 2020 and Horizon Europe.

The Scottish Government has also continued to contribute globally on COVID-19, in particular through our international development work, supporting the COVID-19 efforts of our three African partner countries Malawi, Zambia and Rwanda. This has included working through international organisations such as UNICEF to contribute to activities in our partner countries in support of their governments' national plans.

## European Union

The decision of the UK Government to leave the European Union (EU) and pursue the hardest of Brexits, against the clearly expressed wishes of the people in Scotland, represents the biggest change in Scotland's international relations in recent history. For almost 50 years, the people of Scotland have benefited from EU membership, including membership of the European Single Market, the free movement of people and from the EU's position as one of the world's major trading blocs and standard-setters. In turn, the EU has benefitted from our active collaboration, including willing sharing of expertise.

The Scottish Government is certain that the best future for Scotland is as an independent member state of the EU. Until that point in time, the Scottish Government has made clear its ambition to keep pace with EU law in devolved areas, keeping Scotland in step with European partners by the use of the powers at its disposal including those conferred by [the Withdrawal from the European Union \(Continuity\) \(Scotland\) Act](#).

## EU Values

The Scottish Government will continue to engage proactively and energetically with a wide range of issues on the EU's agenda. As set out in [Strategic Priorities for Scotland and the European Union 2020-24](#), the Scottish Government will remain a committed partner and continue to shape engagement with the EU and EU member states in line with the values that Scotland and the EU both share. The impact of the COVID-19 pandemic has highlighted the need for ambitious and cooperative European action in other areas such as climate change, the rule of law and tackling inequality. The Scottish Government will build on this networked approach to tackle these wider European challenges and further strengthen Scotland's relationships with European partners.

While the UK Government is turning its face away from increased European cooperation – for example, by withdrawing from the Erasmus+ scheme - the Scottish Government values its relationship with our European friends and neighbours, and is determined to build upon it. [Steadfastly European, Scotland's past, present and future](#), which updates [Scotland: A European Nation](#), reflects the impacts of leaving the EU and re-emphasises the Scottish Government's ongoing commitment to European values.

## International Network

The Scottish Government will continue to work collectively across all areas of government and particularly through our overseas network to ensure recovery from COVID-19 consolidates existing ties, unlocks further potential and informs Scotland's future approach to multilateral and bilateral engagement. The Scottish Government will continue to invest in this network to enable Scotland to broaden its reach globally, to reduce the damage to Scotland caused by the UK Government's withdrawal from the EU, and to promote Scotland's place in Europe.

## **International Order**

The UK leaving the EU has significantly changed the way the UK, and consequently Scotland, engages with and is represented in international fora at a time when global challenges call for increased international solidarity and rules-based international cooperation. Scotland is, and will always remain, a responsible country which will play a full and constructive role in the international community, sharing the values set out in the EU treaties - respect for human dignity, respect for human rights, freedom, equality, democracy and the rule of law.

The Scottish Government commits to exploring every avenue for Scotland to continue its participation in these vital fora and to champion reform in key institutions including the United Nations (UN) and World Trade Organisation (WTO), calling for the voices of smaller governments and sub-national governments to be recognised and amplified and supporting partners in the Global South in their calls for a system that works for all. As a good global citizen, Scotland will remain committed to international solidarity and cooperation as a good in itself and not simply as a means of achieving a narrow set of domestic objectives.

## **Arctic**

Over recent years, Scotland has deepened its engagement in Arctic platforms and become a trusted contributor to Arctic dialogue. The Scottish Government's desire to expand Scotland's Arctic connections further is set out in the first [Arctic Policy Framework](#), published in September 2019. Scotland is the northernmost non-Arctic nation and shares numerous challenges with neighbours in the High North, especially those stemming from low population density and rurality. The Scottish Government is committed to promoting knowledge and policy exchanges with Arctic countries – both in Europe and in North America – with a view to sharing relevant Scottish expertise internationally while capturing lessons that can be applied domestically. The Scottish Government's continued participation in the Northern Periphery and Arctic programme and similar territorial cooperation initiatives has been jeopardised by the UK's exit from the EU. The Scottish Government therefore intends to redouble efforts to broker opportunities for Scottish stakeholders to collaborate with like-minded partners to contribute to the development of transnational solutions that can strengthen community wellbeing and resilience. In promoting neighbourly engagement with Arctic countries there is opportunity to also address a wider international audience interested in decarbonisation, climate action and sustainable economic growth.

## **Values and Reputation**

For a nation of its size, Scotland has a wealth of 'soft power' resources – in other words, assets making Scotland an attractive, trustworthy partner. Scotland has a distinct international brand and identity, with Scottish culture, food and drink, landscapes, music, tourist destinations, languages and universities being key attractions to people choosing to live, study, work and do business in Scotland. Indeed, Scotland has a disproportionately high profile on the international stage –

whether it is through the world class festivals, high ranking universities or leadership in the role in the fight against the climate emergency.

Furthermore, the promotion of Scottish values and the way the Scottish Government has built trust internationally is vital to maintaining international influence. The Scottish Government is, for example, a founding member of the group of [Wellbeing Economy Governments](#) (WEGo), which promotes sharing of expertise and transferable policy practices among member governments with an ambition to foster societal wellbeing through their economic policies. The Scottish Government will continue to maximise opportunities that grow people-to-people connections across borders, including education and cultural exchanges. This will help to ensure that Scotland continues to be seen as a reliable and collaborative international partner, whilst promoting Scottish values themselves.

‘Soft power’ should not become a tool used by governments to deliver a narrow, political agenda; this undermines the very creativity and freedom that are so important to Scotland’s international attractiveness and identity. The Scottish Government recognises that a good international reputation is produced by the country as a whole, and we will continue to collaborate with others to promote Scotland on the international stage.

## **Climate**

As Scotland emerges from the COVID-19 pandemic, there is an opportunity to build a greener, fairer and more equal society and economy, while remaining absolutely committed to a just transition to net zero emissions by 2045 and a 75% reduction by 2030.

This year, and in particular the UN Climate Change Conference of the Parties (COP26), which is being held in Glasgow, is a critical milestone for the world to intensify collective ambition and commit to the highest level of required action to address the climate emergency, in a just and inclusive way. The Scottish Government will continue to engage with key international networks, such as the [Under2 Coalition](#) and [Regions4](#), to build relationships with other likeminded governments around the world, and to promote collaboration in response to the twin crises of climate change and biodiversity loss.

Climate change and biodiversity loss are inextricably linked and we have an unwavering commitment to tackle them hand in hand. Scotland has taken a key leadership role, working with the UN Convention on Biological Diversity and international networks to contribute to the new post-2020 global strategic framework for biodiversity to be agreed at the UN Biodiversity Conference (COP15) being held in Kunming, China. The Scottish Government published a high-level [Statement of Intent](#) on biodiversity in December 2020 which sets out Scotland’s commitment to endorse the [Leaders’ Pledge for Nature](#) launched at the United Nations General Assembly in September 2020, and increase protected areas for nature to at least 30% of Scotland’s land by 2030. Scotland’s network of Marine Protected Areas (MPA’s) already covers 37% of our seas exceeding these international targets.



The journey to net zero within a generation will transform all sectors of the Scottish economy and society. As the pace of the transition increases, the need to ensure it is just and fair for everyone will become ever more important. That is why the Scottish Government is committed to a Just Transition in which wellbeing, fair work and social justice are at the heart of our decarbonisation work.

A Just Transition is central to Scotland's green recovery from COVID-19 and is embedded in Scotland's climate change legislation, and runs throughout the [updated Climate Change Plan](#). It takes a broad look across the whole of the Scottish economy. The Just Transition approach recognises that the scale of the net zero transition will impact everyone, but not equally. The Scottish Government will ensure that decisions take into account different circumstances and enable everyone to access and benefit from the opportunities of net zero whilst supporting those potentially at risk from an unmanaged shift away from fossil fuels.

Similarly, and in line with the Scottish Government commitment to being a good global citizen, Scotland's climate change legislation places the principle of climate justice, and the achievement of the UN Sustainable Development Goals, at the heart of the process for developing future climate change plans. This means recognising that those least responsible for the global climate emergency are being affected first and most severely. The Scottish Government is going beyond its commitment to "do no harm" by making financial contributions to positive development outcomes; for example by launching the world's first dedicated Climate Justice Fund in 2012 to support some of the world's most vulnerable people.

In addition, the £62 million pound Energy Transition Fund (ETF) is a package of investment for the North East that will support the energy sector to grow and transition as Scotland moves to net zero emissions by 2045.

The [2020-21 Programme for Government](#) also committed to the development of a Blue Economy Action Plan to launch a programme of collaborative projects across the public sector, Scotland's science base, marine industries and the marine environmental sector. The plan will set out clear actions to strengthen the resilience of our marine industries, ranging from renewable energy to fisheries (and the marine science, research and innovation which underpin them) and to support coastal communities, recognising the vital importance to our marine economy of the abundant natural capital in Scotland's seas and rivers.

## **International Trade**

The Scottish Government wants Scotland to be a nation that trades based on values, high standards and a low carbon economy, starting with our most important international market – the European Union.

The Scottish Government published its [Vision for Trade](#) in January 2021. It underpins how the Scottish Government implements its three cornerstone international economy plans on [exports](#), [inward investments](#) and [private capital](#), and articulates the approach that the Scottish Government wants to take in developing future trading arrangements. In the vision, the Government takes five principles and applies them to trade challenges.

Our five trade principles...				
Inclusive Growth	Wellbeing	Sustainability	Net Zero	Good Governance
...are applied to today's eleven biggest trade challenges for...				
Scotland's economy		Scotland's people		The planet
(1) Influencing the trading environment – goods, services and investment		(5) Fair trade and the winners and losers from international trade		(8) Climate, nature and trade
(2) Digital trade		(6) Supporting public services through trade		(9) Coherence of trade with International development outcomes
(3) Cooperation on regulation while regulating in the public interest		(7) Balancing cost, value and protections for consumers		(10) Multilateral trading system and dispute settlement
(4) Global Value Chains				(11) Scotland's role as a trading partner

Scotland's [National Performance Framework](#) prioritises sustainable, inclusive growth and wellbeing and affords equal importance to economic, environmental and social progress. In line with that approach, the Scottish Government's equalities and climate change targets, and the five key red lines identified for the US Free Trade Agreement negotiations in March 2020<sup>1</sup>, the following core principles inform the Scottish Government's approach to trade policy:

- **Inclusive Growth:** Trade should generate inclusive growth for all;
- **Wellbeing:** Wellbeing is a critical measure of success for trade policy;
- **Sustainability:** Trade decisions must be guided by economic, social and environmental sustainability;
- **Net Zero:** Trade policy should operate as a lever to increase progress towards net zero targets;
- **Good Governance:** We will respect good governance at all times.

## Human Rights

Scotland is a modern, inclusive nation which protects, respects and fulfils internationally recognised human rights. As a good global citizen, the Scottish Government is committed to securing democracy, the rule of law and human rights

<sup>1</sup> [Reckless' approach to US trade talks](#): (i) Protecting our public services; (ii) protecting our environment and positively contributing to achieving our net zero target; (iii) as a minimum, maintaining alignment with EU standards; (iv) building a fairer society, reducing inequality and improving economic wellbeing through inclusive economic growth; (v) being a good global citizen and helping to raise standards through trade.

across the world. Through dialogue, the Scottish Government seeks to promote international human rights standards in a manner that has practical impact, and demonstrate leadership and share practical experience of a human rights approach to policy-making and delivery. On 16 March 2021, the Scottish Parliament passed the United Nations Convention on the Rights of the Child (UNCRC) (Incorporation)(Scotland) Bill. Once commenced, Scotland will become the first UK nation to incorporate the UNCRC fully and directly into domestic law to the maximum extent possible within its constitutional powers. The Bill will deliver a revolution in children's rights, requiring that children's rights must be respected, protected and fulfilled. It will drive a culture of everyday accountability for children's rights and require that public authorities act consistently to uphold those rights. Children, young people and their representatives will be able to use the courts to enforce their rights.

The Scottish Government is also taking practical action to secure the progressive implementation of all human rights – civil, political, economic, social, cultural and environmental. The Scottish Government is committed to working with the whole of Scottish society to deliver a shared vision for a Scotland where everyone can live a life of human dignity. Ensuring internationally-recognised human rights have a meaningful, everyday effect is the core function of Scotland's national government. The Scottish Government is also committed to ensuring that an approach that respects rights is at the heart of Scotland's recovery from the pandemic. This will ensure that the services and support which are put in place build on previous successes and are renewed and improved to support better and more equal outcomes for the people of Scotland.

## **International Development**

Global citizenship is both a concept and an attitude which welcomes diversity and global solidarity. As part of the Scottish Government's dual commitment to the UN Sustainable Development Goals, Scotland plays its part as a good global citizen by tackling poverty and inequality at home in Scotland as well as contributing to global challenges including inequality, injustice and poverty, by supporting its partner countries grow in a fair and sustainable way.

In addition to Scotland's contribution to the UK aid budget, the Scottish Government further contributes internationally through its own international development programmes, and efforts to reduce the impact of climate change on the world's poorest communities. The Scottish Government's International Development Fund (IDF) primarily supports and empowers Scotland's partner countries: Malawi, Rwanda, Zambia and Pakistan, including projects that promote equality of women and girls. The separate Humanitarian Emergency Fund enables the Scottish Government to contribute directly to humanitarian disasters, whilst the Climate Justice Fund takes a people-centred, human rights approach to help our partner countries tackle the effects of and become more resilient to climate change.

International solidarity has never been more important as we build back from the widespread impacts of COVID-19, and help others to build back, fairer and stronger. This approach is shared across the Scottish Government and we continue to develop our programmes in response to global challenges and change. Most recently, the Scottish Government set out in the [2020-21 Programme for](#)

[Government](#) the intention to review our approach to international development - to ensure that work focuses on where it can make the biggest contribution and difference in our partner countries against the backdrop of the new reality of COVID-19. In reviewing the Scottish Government international development programme, Scottish Ministers opened discussions with partner country governments and civil society, European development Ministers and representatives, in addition to Scottish civil society representatives, in order to learn from others about best global practice to the benefit of our relationships with our partner countries.

A new set of [Scottish Government International Development Principles](#), co-developed with input from civil society and academics in our partner countries and Scotland, will lie at the heart of how Scotland seeks to set an example in addressing the issue of systemic racism and inequality in international development, and form one key outcome of the review. The new Principles commit to partner country-led development, collaboration, equality, inclusion and diversity, and will apply not only to IDF funded work, but more broadly across wider Scottish Government international development work as part of the Government's commitment to policy coherence.

The Scottish Government will also implement a range of key cross-cutting changes to the IDF Programme, including:

- further focus in Rwanda and Zambia in line with thematic priorities, whilst maintaining existing agreed themes in Malawi;
- establishing a new, distinct, equalities programme in recognition that COVID-19 is deepening pre-existing inequalities and exposing vulnerabilities in social, political and economic systems, and within that committing to funding for projects that specifically promote equality of women and girls in Sub-Saharan Africa partner countries;
- refreshing Government funding criteria to support a shift in power to our partner countries, towards increased localisation of development; and,
- establishing a new advisory Global South Programme Panel on international development, which will include experts and academics from partner countries and representatives of partner countries' diaspora living in Scotland, ensuring that Global South voices continue to be heard, at ministerial level, to ensure ongoing dialogue and to drive and support further positive change.

The International Development Review is the start, rather than an end point to a change process of aligning the Scottish Government programme with the new Principles to realise the Government's ambitions to have the best impact possible for our partner countries. We look forward to this new, evolving phase of our approach to international development, and to deepening the ongoing commitment that we have to our partner countries of Malawi, Rwanda, Zambia and Pakistan.

The merger of the Department for International Development (DfID) with the Foreign and Commonwealth Office to form the Foreign, Commonwealth and Development Office in June 2020 raised widespread concern. Not only was the decision taken in the middle of a pandemic but also months before the conclusion of the Integrated Review. Furthermore, there are significant concerns that the merger will dilute the focus DfID had on reducing international poverty and on the world's poorest, instead

using the international aid budget for foreign policy, commercial and political objectives.

In the Spending Review published in November 2020, the Chancellor announced that the aid budget would be “temporarily” reduced to 0.5%, reneging on its legally-binding commitment to spend 0.7% of Gross National Income on Official Development Assistance. The UK Government has argued that domestic economic pressures meant such international investment could not be justified. The Scottish Government believes that the Scottish national interest is best served when development assistance is clearly aimed at promoting the economic development and welfare of developing countries, rather than narrow diplomatic or economic objectives. Scottish Ministers have therefore raised their concerns with the UK Government’s shift in focus of its Aid Strategy and slashing of the aid budget. This is not a time to be turning our back on the poorest. The failure to invest now in developing nations as they seek to recover from COVID-19 will not only have disastrous short-term impacts and set-backs but could also mean even greater investment will be required in the future.

## Migration

Scotland has a long history of welcoming people from all over the world. The Scottish Government believes that migration strengthens society and that the nation benefits from the skills, experience and expertise of people who choose to live, work, study and raise their families in Scotland. Scotland must be able to attract talented people from Europe and across the world to work and study here without excessive barriers, and migration policy should support mobility, collaboration and innovation. Inward migration is vital to Scotland’s population growth to ensure our communities are sustainable now and in the future – it is one of the four key building blocks within the [Scottish Government’s population strategy](#).

Whilst immigration is a reserved competence, it impacts on a wide range of areas of devolved responsibility including the economy, provision of public services and the sustainability and wellbeing of our communities. Scottish Government Ministers have written to the UK Government multiple times to request engagement, and yet have not been offered a meeting to discuss the impact of the ‘points-based’ immigration system. UK Government immigration policy is not meeting Scotland’s distinct economic and demographic needs. The Scottish Government wants to engage with the UK Government on a tailored migration policy that allows Scotland’s communities, economy and public services to thrive.

Freedom of movement across the EU had a positive impact on Scotland. By leaving the EU, ending freedom of movement for EU citizens and instead including them as part of the general international immigration system, the UK Government is making matters worse. The Independent Expert Advisory Group (EAG) on Migration and Population has provided [objective evidence](#) of the negative impact on Scotland’s economy, public services and communities of the UK Government’s immigration proposals. We have called on the UK Government to extend the 30 June 2021 deadline to the EU Settlement Scheme. EU citizens who do not apply to the scheme before the deadline will lose access to work, benefits and other services. Some may face enforced removal from the UK.

Under the new UK Government 'points-based system' the main visa routes are for high earners, with almost no route at all for so-called 'low-skilled' workers. Scotland needs people to contribute at all levels of the economy, in vital, challenging roles in care, construction, food production and elsewhere. The continued focus on 'highly skilled' workers will be disastrous for Scotland's economy and society and would risk acute labour shortages. This approach by the UK Government also ignores the wider issue of social value and the significant positive contribution that people who have moved to Scotland make to our cultural life and to our communities.

In particular, the UK's immigration system does not support Scotland's rural communities, who are experiencing population decline. In their [latest report](#), the EAG proposed three options to develop into a rural migration pilot which could attract people to move to rural areas of Scotland, and potentially be rolled out across other parts of the UK. The UK Government has, so far, ignored the evidence and refused to discuss Scotland's distinct migration needs.

## **Asylum and Refugee Integration**

Asylum and refugee resettlement are matters reserved to the UK Government. However, many of the services that support people, who have sought protection in the UK to settle and integrate into communities, are devolved to the Scottish Government. Scotland has a long history of welcoming asylum seekers and refugees from all over the world through the pioneering and collaborative approach of the [New Scots refugee integration strategy](#). The strategy is a partnership between national and local government and the third sector, with the key principle that integration begins from day one of arrival, and not just when leave to remain has been granted.

Many of the UK Government's policies on asylum do not support the approach and aspirations of the New Scots strategy or of the Scottish Government more broadly. The ability of people seeking asylum to effectively integrate into communities before they have been granted refugee status is hindered, including by the limited financial support they can access, while not being permitted to work. People refused asylum face withdrawal of accommodation and financial support because they are subject to No Recourse to Public Funds restrictions, placing them at risk of destitution and homelessness. Scottish Ministers have consistently pressed UK Ministers on a range of asylum issues to deliver a fairer and faster system that treats people with dignity and respect throughout the process. However, to date there has been little progress.

## **Defence**

Scotland is committed to working constructively with other countries to tackle global threats. The Scottish Government recognises that competition from adversaries will not always take the form of large scale conflicts and that technological developments have changed the character of warfare and of politics. New tools, techniques and tactics can be used to undermine political and social cohesion. The Scottish Government remains live to these risks and recognises the importance of having a defence capability that is able to respond.

The Scottish Government recognises the need for a defence capability that enables the Armed Forces to move at pace to match adversaries, to operate with agility in the digital age and to collaborate credibly with partners to neutralise threats. Scotland will continue to maximise its soft power approach, working with the UK Government and international allies and partners to achieve this aim.

Similarly, the Armed Forces remain key resilience partners in helping the Scottish Government tackle non-military threats. Through the provision of military aid to civil authorities and communities, they carry out urgent work of national importance which allows them to support the delivery of essential services or responding to emergencies.

The UK Government is increasing the Ministry of Defence budget by £24bn over the next four years, resulting in a budget of £46bn in 2021-22. The military and industrial footprint in Scotland has significant implications for the economy, local communities and military families stationed here, yet there have been no discussions with the Scottish Government on how decisions relating to the defence budget will affect Scotland.

The Scottish Government has repeatedly asked the UK Government to honour its commitment to base 12,500 regular Armed Forces personnel in Scotland by 2020, a commitment that it has failed to meet. With the confirmation of additional defence spending and a commitment to the modernisation of the armed forces, the Scottish Government ask the UK Government to revisit previously announced base closures in Scotland and work with us to carry out local economic impact assessments of these decisions, particularly given the damaging effect of no longer being in the EU and COVID-19.

The Scottish Government believes it is of paramount importance to ensure appropriate defence and security capabilities are maintained. This includes ensuring that companies operating in Scotland have the opportunity and support to compete for contracts. As the UK Government acknowledges itself, Scotland's military personnel and industrial base play a crucial role in keeping all of the people of the UK safe.

The Scottish Government will continue to maximise opportunities for growth within this sector to strengthen Scotland's economy and build on the skilled workforce of the future. For example, Team Tempest is a significant programme that will develop the sixth generation replacement for the current Eurofighter Typhoon fighter aircraft. Scotland has a world-class aerospace industry centred around the Aerospace Cluster at Glasgow Prestwick Airport and Scottish aerospace business can offer much to the project in the way of research and development expertise. With the civil aerospace sector still experiencing the detrimental and ongoing impact to new aircraft component manufacture and Maintenance, Repair and Overhaul as a result of the COVID-19 pandemic, it is imperative that Scottish companies are able to pivot into defence-related work, and so preserve sovereign aerospace capability.

The UK Government also committed to investing in cutting-edge technology, positioning the UK as a global leader in domains such as cyber and space and the formation of a new 'Space Command', capable of launching a first rocket from Scotland in 2022. Space is pivotal to defence and security operations, providing critical services, such as intelligence, surveillance and reconnaissance, precision navigation and timing, and communications. As the UK increasingly operates as a joint force, an advanced space capability is essential to support the other defence environments: air, land, sea and cyber. Responsive and reliable access to space through sovereign launch capabilities is anticipated to be a key enabler in ensuring the security of the UK.

Scotland is undoubtedly the home of UK space launch; of the seven planned spaceports across the UK, five are in Scotland. More small satellites are built in Glasgow than anywhere else in Europe and Edinburgh is the data-driven capital of Europe, hosting the largest centre for informatics in Europe and having more than 170 data sciences companies. Scotland clearly has a major role to play in the provision of UK capability.

Scotland also has significant naval shipbuilding expertise that provides a substantial contribution to the Scottish and UK economies. Scotland's shipbuilding industry has secured contracts worth around £6bn from the Ministry of Defence to build both Type 26 and 31 Frigates which are the next generation warship. Despite the UK Government backtracking on its original commitment for the Type 26 vessels, naval shipbuilding in Scotland has an order book for work running into the 2030s.

Shipyards at Govan, Scotstoun and Rosyth have proven time and again that they are able to deliver contracts of quality to generate prosperity for the whole of the UK. It is this expertise which make them ideally placed to deliver the plans to develop and manufacture the new Type 32 warship which was announced in November 2020. The UK Government should ensure that any future contracts for these warships includes work which benefits the Scottish economy and our shipyards on the Clyde and Forth.

The Scottish Government is firmly opposed to the possession, threat and use of nuclear weapons; we are committed to pursuing the safe and complete withdrawal of all nuclear weapons from Scotland. The UK Government's decision to increase the nuclear weapon stockpile is completely at odds with two thirds of the international community who signed the United Nation's Treaty on the Prohibition of Nuclear Weapons. We share the United Nation Association's concerns over the lack of engagement by the UK Government with initiatives led by non-nuclear weapon states working for worldwide nuclear disarmament. The continued retention of nuclear weapons is morally, strategically and economically wrong. Nuclear weapons have consistently failed to provide a meaningful deterrent to the threat of terrorist attacks, nor have they proved a deterrent to other nuclear-armed states carrying out atrocious acts on British soil. Rather than making repeated and damaging cuts to conventional military forces and capabilities and to the aid budget, the UK Government would do better to reverse its decision to replace Trident.



Scotland makes a significant contribution to UK defence and the Scottish Government will continue to protect Scottish interests and values in our engagement with the UK Government on defence matters.

## **Security**

National security is formally reserved to the UK Government. However, it is also clear that decisions on the future conduct of national security can directly impact on devolved areas of competence.

The impact of a national security incident in Scotland, or against wider Scottish interests, would be experienced directly by the people living and working in Scotland. The incident response would be wholly or mainly carried out by Scottish bodies. The consequence management of such an incident is entirely devolved. Scottish Government Ministers are ultimately responsible for the funding of those who would deliver the response/consequence management. They are accountable to the public and the Scottish Parliament for how Scotland conducts itself. The recent cyber incidents relating to SolarWinds and the ransomware attack on the Scottish Environment Protection Agency (SEPA), which critically affected their internal systems and communications, are clear examples of how the Scottish Government and its response partners, including the National Cyber Security Centre, have responded to and managed incidents affecting Scottish organisations and Scotland.

Ensuring that the response to a national security related incident is appropriate and proportionate and aligned with similar such capacities and capabilities across the UK are therefore decisions for the Scottish Government. That such decisions are taken in the face of an increasingly complex set of national security threats, and the seamless nature of those threats, makes the lack of engagement from the UK Government, detailed elsewhere in this paper, all the more illogical. Similarly, no longer benefiting from being in the EU poses significant issues to the UK and Scotland's ability to cooperate with our closest international partners to keep our citizens safe from all forms of crime, which the UK Government should recognise.

The Scottish Government absolutely recognises the need for close cooperation on defence and security across the UK. However, this needs to take the form of a genuine partnership, which currently does not exist. And the UK Government shows no signs of acknowledging the necessity of this approach or, on the basis of the development of the Integrated Review, recognising the importance of meaningful engagement. This failure to engage runs the very real risk of weakening the defence and security of our nations.

While the Scottish Government acknowledges that the transnational aspects of serious and organised crime can lead to national security considerations, the downstream effects of such activity more often than not flow into devolved areas of responsibility. A properly integrated response requires full consultation and engagement with the Scottish Government and Scottish law enforcement. The Scottish Government was pleased to note Sir Craig Mackey's acknowledgment of the Scottish Crime Campus model in his review of the UK organised crime strategy.

## Science, Technology and Data

Scotland is a science nation; science is a key part of Scotland's future wellbeing, and Scotland's world-leading research base benefits our economy, people and environment. Science, technology and data impact on all aspects of our lives, with space becoming increasingly important as a means for technological discovery and scientific breakthrough. Science and scientific advice inform the work of the Scottish Government, and as a nation we continue to build on a legacy of science, engineering and innovation. Scientific research carried out in Scotland is cutting edge and among the best in the world, and Scotland continues to be a keen partner in international research collaborations. Scotland attracts scientists and investors from around the world because of the science being done here and they contribute to sustaining and extending our links with other nations through science. However, the UK Government's new immigration policy risks pricing the UK out of the global market for top scientific talent.

A report published in 2019 by the Scottish Science Advisory Council<sup>2</sup> found that the productivity, quantity and quality of Scottish science and research are significantly above the UK average. Scotland's researchers are highly productive, having the highest number of publications per researcher amongst all UK nations and comparator countries<sup>3</sup>. In addition, Scotland's research is high quality, having the highest number of citations per researcher out of the UK and all other comparator nations; 27% higher than the nearest comparator (Wales) and 63% ahead of the UK average.

The report also highlights that Scottish researchers are highly mobile and create a greater academic impact when collaborating internationally. Scotland has nine universities in the World Top 200 of the Times Higher Education World University Rankings for International Outlook, demonstrating a greater global view than other parts of the UK.

Scotland's photonics (the physical science of light) and quantum technology expertise supports multiple market sectors, including aerospace and defence, energy, healthcare and industrial manufacturing. Scottish universities and businesses are at the forefront of research and development and supply chains of quantum technologies (including sensors, quantum imaging, quantum communications and quantum computing). This includes sensors and applications for the UK space sector (next generation satellites and manufacturing satellite Quantum Key Distribution<sup>4</sup> payloads), commercialising quantum technology batteries for the electric vehicles industry, environmental sensing and medical technology. Other work being led in Scotland is looking at how to improve the size, strength and reliability of quantum components for advanced manufacturing to support opportunities in existing markets, such as navigation and situational awareness,

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<sup>2</sup> [A Metrics-Based Assessment of Scotland's Science Landscape \(2007-16\)](#)

<sup>3</sup> [For which data was available over the ten-year period considered by the report. Number of publications per researcher per total R&D Personnel \(FTE\) in 2016: Scotland's average is 0.53, UK average is 0.38](#)

<sup>4</sup> [ETSI - Quantum Key Distribution | Quantum cryptography](#)

communications and computing, as well as future markets such as global open finance.

The Scottish Government believes that joint work on space can be a force for good, as set out on page 13, and is an area that facilitates and exemplifies international cooperation for the benefit of all humankind, with commonly shared global objectives. Space activity has obvious environmental benefits, but we recognise the important contribution that space currently, and will increasingly, make to other parts of the economy and society through, for example, the provision of secure communications and positioning, navigation and timing (PNT) capabilities.

Scotland has a versatile and adaptable space sector with close collaboration between government, industry and academia. There is an innovative and diverse engineering base with companies competing in international markets. Scotland is in a great place to consolidate these existing strengths to inspire skills development and STEM (science, technology, engineering and mathematics) take up. The growing space sector focuses upon high-tech, highly skilled and research and development intensive areas. Scotland has huge potential “downstream” opportunities from satellite launch, focussed around applications and data, aligning with Scotland’s leading university programmes such as Edinburgh University’s Data Driven Innovation Programme and Strathclyde University and Glasgow University’s Innovation Districts.

## **Data**

Like science and technology, data is integral to building domestic resilience and tackling global challenges. The Scottish Government’s vision is to maximise the benefits that data innovation brings. Data should be used systematically to improve decision making, saving time, money and lives and to create social, economic and environmental value. That is why data is at the heart of the renewal of [Scotland’s Digital Strategy](#) as a key enabler to create services that work for all and a digital and data economy that is robust, inclusive and resilient. The Scottish Government is promoting Scotland internationally as a growing and dynamic country at the heart of the data revolution, underpinned by investment in skills, infrastructure and a breadth of experience in sectors offering the greatest global opportunities such as space, energy and fintech.

The Scottish Government recognises that data is integral to creating a resilient economy and to supporting economic and social recovery after COVID-19. Having an impressive set of high quality public sector data and the largest concentration of internationally significant and world-leading informatics research in the UK, Scotland has the potential to realise this opportunity. The Scottish Government is making strategic investments to make Scotland the best place for data innovation and artificial intelligence (AI). This includes investing £13m for phase 2 of The Data Lab and £60m alongside funding from the UK Government in the Edinburgh and South East Scotland Deal. Research Data Scotland, launched in May 2020, will provide support for researchers to access and use data about people, places and businesses in a secure setting for public benefit and help to attract investment to Scotland.

As an ethical digital nation, the Scottish Government recognises that use of data and digital technology raises important new ethical and moral questions. To be able to influence the decisions made in international arenas Scotland must be recognised internationally as an ethical digital nation and have the confidence to engage with citizen groups, regulators, companies, academics and other governments at a global level. The Scottish Government is building public trust in the use of data and making more data openly available.

[Scotland's AI Strategy](#), published in March 2021, has a vision that Scotland will become a leader in the development and use of trustworthy, ethical and inclusive AI. In delivering on this vision, the Scottish Government will develop Scotland's AI ecosystem through collective leadership, strengthened foundations and building an AI powerhouse that will be a place to collaborate, innovate, and support successful development and adoption. The Scottish Government "AI for Good" programme is investing in data driven solutions to climate change, medical imaging and solving the challenges facing children nationally and globally. Together, these investments and values-based approach to data-driven innovation are helping to position Scotland as a leader in data for good and are helping to foster partnerships with those who share our values.

Much of the responsibility for data lies in sectors such as health, and policy issues such as data standards, that are devolved. However, many matters, such as data protection and much of social security, are reserved. This makes it important to recognise the need to work across the UK on many of these issues to ensure we all benefit from access to data on our residents wherever they may be held. Building the data infrastructure that can support data sharing and use between public bodies across the UK requires that investment and collaboration reflect this. The Scottish Government and other Devolved Administrations should be involved as partners in important programmes enabling data on our citizens to be used appropriately, ethically and securely.

## Conclusion

Scotland has a long history of international engagement. As an independent state, Scotland would take responsibility for the safety and security of its citizens, play a full part in the institutions and mechanisms responsible for cooperation and dialogue between nations and contribute towards collective defence in the North Atlantic. Even within the restrictions of the current constitutional arrangement, Scotland has been able to build on its history as a scientific nation, leading the way in the UK for the quality and breadth of our research and innovation.

The development of the Integrated Review was an opportunity for the UK Government to work with the Scottish Government, the other UK administrations and a wider, diverse group of stakeholders to create a new, more relevant approach to the UK's role in the world. Instead, beyond a recognition of the role that science and technology can play in effective policy development in these areas, the UK Government has chosen to carry out a traditional, limited review, with little in the way of obvious new thinking.

As this paper has set out, Scotland has a distinctive perspective on the range of issues addressed by the Integrated Review. There are obvious synergies, areas where Scottish Ministers can work closely with counterparts in Northern Ireland, Wales and England to ensure the safety of people living in Scotland and the rest of the UK. But there are also areas where we know that the people of Scotland would rightly expect the Scottish Government to take a different approach, for example, the protection of development aid to the world's most vulnerable communities.

The Scottish Government will always be an advocate for the wishes of the people of Scotland. It is only with independence that the people of Scotland will have the opportunity to set the direction that they want their nation to take in the world.



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