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JOINT FOREWORD

A welcome from the co-chairs of the Open Government Steering Group

(Please note: Plain English Campaign's Crystal Mark does not apply to the foreword)

Government Chair of the Open Government Steering Group, Cabinet Secretary for Government Business and Constitutional Relations, Michael Russell

I believe that opening up government is about strengthening democracy and putting people at the centre of our policies to create a Scotland that works for everyone. We should be more responsive, inclusive and accessible to the people we serve.

Openness is a core value of the refreshed National Performance Framework, and I see our involvement in Open Government as one way of achieving transformative change in how we govern. We joined the Open Government Partnership (OGP) in 2016 because we share the values of openness, transparency and accountability with the 90+governments and their civil society partners around the world who are members of OGP.

I am pleased to publish the second Scottish Open Government Action Plan, co-created in partnership with the Open Government Network and with people across Scotland. I am proud of the innovative and ambitious commitments within this plan. Creating this in a collaborative way, and in the spirit and culture of open government, marks a change in how we work. This Action Plan builds on the foundations of transparency and partnership that we have in Scotland. We are proactively publishing more information than ever before. With our first Action Plan in 2017, we built constructive relationships with an active Open Government civil society Network, and very much welcomed the involvement of local government and COSLA. Our Second Action Plan continues this work with both partners and is the next step in our journey of having truly open government in Scotland. We recognise that Local Authorities are the key sphere of government working directly with communities. Therefore, having COSLA as a partner is vital if we are to deliver the plan meaningfully and effectively.

This document sets out our ambitions for creating a culture of open government. The Action Plan features commitments on financial transparency and improving the way people can understand, participate in and influence the government's work. An important feature of this plan is an explicit commitment to ensure people in Scotland are properly informed as the UK negotiates the exit from the EU.

Partnership is key to all of this. We will continue to work collaboratively and openly in the delivery of this Action Plan, working closely with civil society, our partners in the Open Government Network and COSLA. My aim to create a more open government is explicit in this Action Plan which sets out a clear map for achieving transformational change.



Michael Russell
Cabinet Secretary
for Government
Business and
Constitutional
Relations



Lucy McTernan
Member of the
Open Government
Partnership
International
Steering
Committee

Civil Society Chair of the Open Government Steering Group, and member of the Open Government Partnership International Steering Committee, Lucy McTernan

On behalf of the civil society Open Government Network I welcome this second Action Plan. Having been involved for many years in Scotland's journey to be an open government, I was pleased to see significant changes in behaviour and approach to producing this Action Plan over the last year. We appreciate the work that's been done to get us to this stage. We know it's hard to disrupt set processes and cultures and it's worth recognising that open government is breaking new ground. This is important and we must continue to try for this work to have a real and tangible impact on people's lives.

We are pleased to be publishing the Action Plan and while it doesn't contain everything we called for, it does have some solid and very practical proposals to make government more open. It encourages civil society organisations and activists to think and act differently too, and we want to continue exploring this over the duration of the Action Plan.

We also welcome local government's involvement and COSLA's representation on the Steering Group as a key partner with civil society at the local level. We have been working for some time to improve the spread of open government approaches, and this follows our ambition of getting closer to people and the decisions that directly affect their lives.

Looking forward, we will welcome increased political and senior drive within government for the kinds of approaches we are championing. We hope this new way of working will lead to more direct engagement of civil society colleagues working with policy leads across the board. We are keen to broaden the Open Government Network and involve more people. We take seriously the role of movement building in the wider community, which involves reaching out and communicating our progress and the opportunities presented by these new ways of working for people to bring about change. We consider that access to data, increased dialogue, open policy-making and citizen participation to be real opportunities for progress towards social justice. In the first action plan we consciously linked open government with Scotland's contribution to the sustainable development goals, and see this framing all our work going forward.

We recognise that the achievement is not in publishing the plan alone. Important though our new approach has been, the most rewarding and important part will be in seeing the Action Plan being implemented and influencing behaviours and attitudes beyond the specific actions.

1. INTRODUCTION

This is the official publication of Scotland's Second National Action Plan on Open Government. It has been written by us (the Scottish Government¹ and the Scottish Open Government Network² and contains our commitments on improvements to openness, transparency, involving people, and making public services accountable.

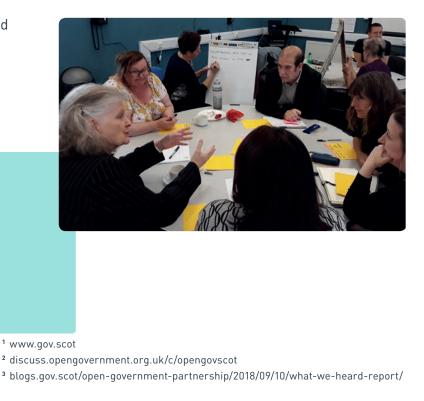
What is an action plan?

An action plan is a collection of all the different ideas that we and our partners are going to put into practice over the next two years. It's a list of all the improvements and changes that we want to make, why these are important, who we will work with to deliver them, and when we will do this by.

'Open government' is the main theme for this action plan. When we talk about opening up government, we mean making governments and decisionmakers more accessible, more transparent, and more able to involve the people they serve.

Where did the ideas come from?

The ideas in this action plan came from the public³, through discussions and consultation, workshops and idea 'crowdsourcing' over the last year (2017). The ideas have been developed by the organisations and individuals involved in open government working together, members of the Open Government Steering Group, public-service regulators, academics, and our policy teams.



What is an open government?

An open government:

- gives the public information about the decisions it makes;
- supports people to understand and influence those decisions; and
- values and encourages accountability (responsibility for those decisions).

Open governments also explore how they can use technology to support how they work and how they serve people. An open government is one which values openness, accountability, transparency and involving people. This action plan includes some ambitious commitments that will make real progress towards these goals.

We have produced this action plan in line with the requirements of Scotland's membership of the Open Government Partnership⁴, an international collaboration of 90 governments across the world committed to three key principles of openness, transparency and public involvement. The partnership also has a team of researchers⁵ that independently monitors how well action plans are delivered. These findings are published in a report so everyone can see what's working and what's not, and progress can be measured according to the same criteria the world over.

What does it mean to be a member of the Open Government Partnership?

Governments that are members of the partnership must work together with communities to develop and deliver an action plan. Commitments in these plans should contain real actions that can lead to change and, ultimately, improve people's lives.

Being a member of this large international partnership means Scotland is connected to other people across the world, inside governments and across communities. These people are all trying to change the way governments work, so we can learn from each other and share our experience.

Open government and freedom of information

To become a member of the Open Government Partnership, countries need to have laws in place that protect this important right to information. But open government isn't just about freedom of information. An open government is one which gives you information about the decisions it makes, supports you to understand and influence those decisions, and encourages and enables you to hold the government to account. The purpose of opening up government is to rebuild trust with the people it serves, and to involve people meaningfully in the decisions that shape the world around them.





⁴ www.opengovpartnership.org/

⁵ www.opengovpartnership.org/about/independent-reporting-mechanism

2. SCOTLAND'S OPEN GOVERNMENT JOURNEY



Why does Scotland want to be an open government?

We recognise that it's important for people to get the information they need in order to understand how open government works. We also know that people in Scotland have a lot of experience and knowledge that can help. By working together we make better decisions, and you are able to trust the process and the decisions we make.

When First Minister Nicola Sturgeon took office, she said she wanted to lead a government that was 'open and accessible'. Open government is one way in which we are working towards that vision. In 2016, Scotland was selected to join the Open Government Partnership⁶ as one of 15 countries or regions around the world to bring innovation at all levels of government.



What have you done so far?

In 2017 we delivered our first action plan? working partnership with the Scottish Open Government Network. The network grew through consulting and involving people and organisations, and now has over 300 members. In 2018, the Open Government Steering Group was set up, providing more structure for overseeing the direction of open government in Scotland and helping to make formal the partnership between communities and government. We have spent 2018 developing the second action plan. The UK Government is also a member, and Scotland, like Wales and Northern Ireland, is able to add its own commitments to the UK's open government action plans.

⁶ https://www.opengovpartnership.org/local

https://beta.gov.scot/publications/open-government-partnership-scottish-action-plan/

⁸ https://www.opengovernment.org.uk/networks/scotland/



People taking part in a public discussion event, developing actions to create the Open Government Action Plan

What is the Open Government Network?

Scotland's Open Government Network is a group of active and interested people and organisations. They are committed to making government at all levels work better for people in Scotland through becoming more transparent and accountable and encouraging public involvement. Scotland has had a small network of individuals and organisations interested in open government for several years. The network serves as an 'engine' for new ideas and a voice to join with and challenge government.

Who runs the network?

The network has, until recently, been supported by the Scottish Council for Voluntary Organisations (SCVO), through the Big Lottery-funded Open Government Pioneers Project, but it is run by its members. Some members are elected to sit on the Scottish Open Government Partnership Steering Group, which helps set the direction for open government in Scotland.

Who can join?

Anyone with an interest can join the network. Visit the Open Government Network website¹² to become a member. It's free and you can be involved as much or as little as you like.

⁹ scvo.org.uk

¹⁰ opengovpioneers.miraheze.org/wiki/Main_Page

¹¹www.gov.scot/groups/open-government-partnership-steering-group

¹² www.opengovernment.org.uk/networks/scotland

This section outlines what we plan to do under each of the five open government commitments in our action plan. We have used this section to give a short, easy-to-read version of the commitments so you can see quickly what we're doing. We've included the detailed commitment templates in a separate document, published on our website¹³.



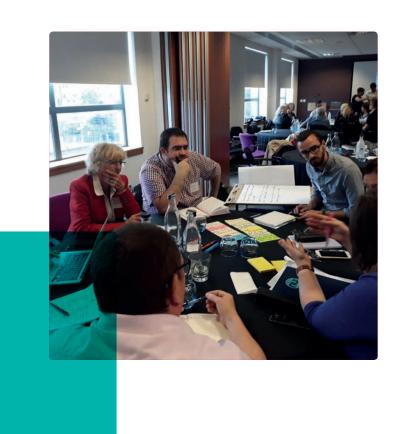
The five **commitments for 2018 to 2020** are to:

- provide financial and performance transparency (help you to understand how our finances work);
- 2. provide a framework that supports overall change in Scottish Government to improve the way people take part in open policy-making and delivering services;
- 3. improve the way we share information;
- 4. be more accountable for public services; and
- 5. aim for transparency and involvement in Scotland as the UK leaves the European Union.



Commitment 1:

Provide financial and performance transparency



How we use public money was one of the things people were most interested in during our public discussions. They wanted to understand how and why decisions are made and how those decisions help make Scotland a good place to live.

What are you going to do?

We and the new Scottish Exchequer and Scottish National Investment Bank (see below) will work with partners and experts to find and understand good practice on transparency, accountability and public involvement. We will hold 'round table' events to share what we have learned, in order to improve current and future financial practice.

Scotland gained new powers through the 2012 and 2016 Scotland Acts, which gave the Government additional tax, spending and borrowing responsibilities. It was also recently announced that there will be a new Scottish Exchequer. and a Scottish National Investment Bank will be established. There's an opportunity to set up these new institutions in the spirit of open government from the very beginning, and to try to help people understand what the new powers mean for them and make it easier to understand how public finances work. We will:

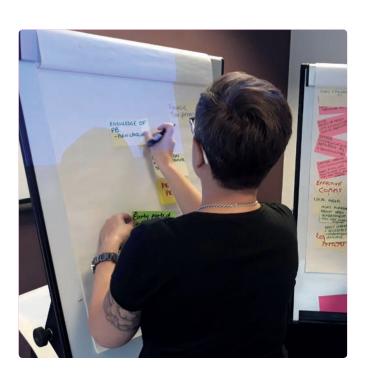
- learn from other countries to make sure our government and these new institutions are developed openly and transparently;
- listen to you about how we can make Scotland's public finances more transparent and accessible (to help encourage you to understand, discuss, debate and take part in financial and policy decision-making); and
- work to develop financial information that young people can understand, starting with workshops to answer their questions about finances.

How will that solve the problem?

This will help to solve the problem as we and the new institutions begin to understand from others – initially from young people – the questions people have about public finances. They will use this understanding to improve the information that is available to the public and to answer those questions.

Commitment 2:

Providing a framework to support overall change in Scottish Government to improve the way people take part in open policy-making and delivering services





Improving how you can take part in making policies and delivering services was the main priority to emerge from the public discussions on open government. You had concerns about how we consulted and involved you and about wider public services. The result of this is a growing mistrust of both the processes and the outcomes.

You were concerned about the following:

- An inconsistent approach and lack of feedback, leaving people unsure what we do with their input.
- That we rely on a small number of stakeholders, rather than try to involve the wider public (causing a few people to get tired of constant consultations).
- That we rely too much on formal consultation, and too often at a point where the options have been narrowed or all but fixed.
- Our consultation documents are often complicated and long. They are unsuitable for anyone who is not familiar with the arguments, the type of language or the actions involved, and so make many people feel excluded.
- We do not use technology enough, as many people now choose to communicate using phones, tablets and computers.
- There is not enough support available to make sure a wide range of people can fully take part in things like consultation events and online discussions and that we value their time properly.

What are you going to do?

We will develop a 'participation framework' that guides good practice across government in open policy-making. We will:

- test new approaches in a number of key policy areas, including the Local Governance Review and 'participatory budgeting';
- review how we consult across government; and
- develop training, guidance and case studies to explain different ways you can take part and how we can use these new approaches to involving and working with policy-makers.

(Participatory budgeting is a way for people to have a direct say in how money is spent. It is used all over the world and in Scotland to involve people in how money is spent in their local area or region. See more at http://pbscotland.scot/)

How will that solve the problem?

It will:

- improve our employees' understanding of the benefits of involving people early in a process;
- raise awareness and give people the skills they need to carry out (or commission someone to carry out) effective ways of including the public; and
- help to make sure our employees are choosing the right methods for the right reasons at the right time.

Our overall aim is to respond to the clear message from the public that there is a need for better ways for them to take part. We hope the result will be guidance and training that can support us to involve you regularly and effectively. Our wider aim is that your views, expertise and first-hand experience are feeding in to the right places in government, at the right time, as policies and services are developed.

Commitment 3:

Improving how we share information



The public told us that they feel strongly that the information we and public bodies share is not always easily accessible and that they cannot always understand it. Some people and organisations like to reuse the information and statistics that we share, for example, for research or business. To make it possible for people to make good use of public-sector information like this, we need to share it in a format that allows this. We provide free and open access to a wide range of information, but there is still more information that we can make easily and consistently accessible.

We also heard from members of the Open Government Network, who thought it was important for open government to make some progress in social policy areas, such as health.

What are you going to do?

We will make more public-sector information available for social and economic good. We will:

- expand the range of information available, continuing to work in partnership across the public sector;
- share more types of information, such as financial information and all information that supports our National Performance Framework;
- establish a method for publishing Scotland's official statistics information in a format that allows people to reuse it; and
- develop innovative ways of making information relevant and accessible to a wide range of users.

We will better understand Scotland's communities and support people to develop their skills. We will:

- increase the amount of information and statistics about local areas and smaller regions across Scotland;
- provide appropriate explanations or other information that helps you understand and reuse public information; and
- plan how we can help you develop skills to make full use of (and reuse) public information.

Also, in line with our Digital
Health & Care Strategy, 14 we will
involve the public in developing
an approach which makes clear
how you can choose how we use
and share your health and care
information and how you can
access your own information.
Working with people across
Scotland, we aim to make
information useful and make
sure that it can be accessed and
shared openly and transparently.

How will that solve the problem?

It will:

- increase the amount of Scotland's information in official statistics published as public information;
- increase the amount of detailed information published on local areas or small regions which helps describe communities;
- make information easier to find, understand and reuse;
- explain technical information, and how it can be used, to a non-technical audience; and
- plan possible future work on helping you interpret, understand and communicate statistics and information.

 $^{{\}tt 1^4} www.gov.scot/publications/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering/scotlands-digital-health-care-strategy-enabling-connecting-empowering-scotlands-digital-health-care-strategy-enabling-connecting-empowering-empo$

Commitment 4:

Be more accountable for public services



You have told us you want to know more about:

- how to make your voice heard;
- how you can have a say in, and contribute to, public-sector improvement and accountability; and
- who makes decisions about how public services are designed and delivered, and how they make those decisions.

One idea that we heard from the public¹⁵ was about making sense of the accountability process to help them better understand how governments and public services are held to account for their decisions, spending and actions.

How public services are held to account in Scotland is complicated. It can be challenging for people to know how (or whether) to share their views, resolve a problem or hold public services to account at an individual, organisational, sectoral or national level. A lack of understanding and certainty around how public services are held to account can make people feel powerless, frustrated or uninvolved.

What are you going to do?

This commitment is split into two parts. Part 1 is led jointly by scrutiny bodies and regulators, and part 2 is led by us. The two parts are linked and each part will support the other to help solve this problem.

Part 1: Understanding accountability and improving people's access to accountability processes.

Under part 1, scrutiny bodies and regulators will commit to working together to improve the public's understanding of and access to accountability processes. This will include:

- understanding current publicservice scrutiny and regulatory bodies (their decisions and the public's access to them);
- working with a wide range of people and partners to see how people would like to use their rights to complain, appeal or assess how public bodies perform, and what the barriers are to this; and
- finding ways to improve access to information on who is responsible and strengthen people's ability to hold public services to account.

Part 2: A citizen-focused approach to public services

Accountability isn't just about reacting when things go wrong. It must be fixed firmly throughout public services. Taking account of the work of part 1 of this commitment, we will:

- develop ways of considering the effect of public policy and decision-making on people; and
- use the principles of open government in advice services and a new consumer-protection body.

How will that solve the problem?

Both parts of this commitment aim to help you understand how you can make public services accountable. They will improve your ability to influence issues and hold public services to account. We expect this commitment to:

- improve the quality of information on public-service accountability and make it easier to access and use; and
- make it easier for you to use public services and find support to sort out issues.

¹⁵blogs.gov.scot/open-government-partnership/wp-content/uploads/sites/43/2018/09/Report-of-public-discussion-events-and-ideas-Open-Government-compressed.pdf

Commitment 5:

Transparency and involvement as the UK leaves the European Union

Please note: At the time of developing this national action plan (June to December 2018), the shape of the Brexit agreement and its possible impact on Scotland is not known. So, we are keen on keeping this commitment flexible to help us respond appropriately to this fast-moving situation which is largely outwith our control.



From discussions with people in Scotland, there is a belief that the public do not trust information surrounding Brexit. There is a wide range of conflicting information about the possible terms of the UK's future relationship with the EU, and what this means for people and businesses in Scotland and the EU and other EU nationals living in Scotland.

Since the UK-wide vote to leave the European Union in 2016, the UK, as the member state negotiating with the EU, has not provided objective information on the process, outcomes and possible implications of leaving the European Union.

What are you going to do?

We are committed to:

- publishing information on the possible impact of Brexit and the actual effects of Brexit as they happen;
- publishing results of any research and analysis we commission, where possible;
- supporting and encouraging people and communities to get involved so we can hear your views and you can understand the information, implications and effects of the decisions taken by the UK Government;
- making public our preferred approach to leaving the European Union, and the evidence that supports that approach; and
- involving stakeholders, including the Scottish Parliament, as we continue to assess the negotiations to leave the EU and the implications of the outcomes for Scotland, and take people's views into account in our response.

We have already published several papers on Brexit. All our publications relating to Brexit are here. 16

How will that solve the problem?

Listening to stakeholders and the public across Scotland and involving them will help policy-makers understand the implications of Brexit, so they can help protect what matters to people in Scotland.

When Brexit negotiations first began, we published our clear position based on evidence and analysis. This helped make sure that you were informed. By continuing to talk to communities, we will improve our understanding of all of the issues people are facing to do with the effects of Brexit. This will also increase understanding of, and influence our policy on, negotiations with the UK Government and help build agreement in Scotland for reducing the impact of Brexit on people's lives and wellbeing.

If you would like more information on these commitments, there are full details in the supporting document published on our website.¹⁷

¹⁶ beta.gov.scot/publications/?topics=Brexit

¹⁷ https://www.gov.scot/policies/improving-public-services/open-government-partnership/

4. HOW WE CREATED THIS ACTION PLAN

This section tells you how we created this action plan, where it came from and who was part of it.





How did you create this action plan?

We worked with organisations and individuals, the Open Government Network¹⁸ and people across Scotland to create this document. We warmly welcomed the involvement of COSLA (Convention of Scottish Local Authorities)¹⁹ to explore open government right through the system of many levels of governance.

How did you work together and communicate with each other?

The Open Government Civil Society network published all the draft project plans that had been developed with us. They used an online wiki site²⁰, which is an open-access site that people can edit and add to the content produced. This was set up to keep planning and progress transparent and a joint effort. Both we and members of the network regularly used the Scottish Open Government Network online forum²¹ to communicate. This made sure there were clear timelines for what was happening when, and invited network members and the public to take part.



18 www.opengovernment.org.uk/networks/scotland/

¹⁹http://www.cosla.gov.uk/

²⁰https://opengovpioneers.miraheze.org/wiki/Scotland_OGP_ActionPlan_2018

²¹https://discuss.opengovernment.org.uk/c/opengovscot



Was anyone else involved?

Yes! We invited people all across Scotland to share their ideas. We carried out public engagement and consultation over the summer of 2018.²² This included:

- seven public discussion events across the country (Dundee, Stirling, Inverness, two in Glasgow, two in Edinburgh);
- attending existing events (for example, Inclusion Scotland's Highland Disability conference); and
- hosting informal events (Conversation Café, FireStarter Festival).

We also used an online site (ideas.gov.scot) to gather ideas from people across the country. It was open and available publicly, so everyone could see what ideas were being proposed, suggest their own ideas and discuss or comment on the ideas. We promoted this site through our and the civil society network's social-media channels, newsletters, media and printed leaflets. The network also involved a number of equalities groups, including young people, black and minority ethnic groups, and disabled people's organisations, whose ideas were included online.

We received 57 ideas through this site, both from online and offline events. We were able to use most of these ideas to help develop this action plan, and the following themes form the basis of the commitments in the plan.

Financial transparency

- Understanding the flow of money
- Transparency to do with procurement (buying goods and services)
- Accessible information on budgets and spending, and easy-to-understand explanations of that information
- Involving the public

Access to information

- Making information available in a variety of accessible formats to help you understand government processes and decisions
- Making it easier for people to take part in decision-making.

²²https://blogs.gov.scot/open-government-partnership/2018/09/10/what-we-heard-report/

4. HOW WE CREATED THIS ACTION PLAN

Consultation and involvement

- More public involvement and discussions
- Improvements in how we involve people
- Improved feedback and government consultations
- Educating people on democratic processes

Accountability of public services

- Helping you understand who decision-makers and service providers are and how they are accountable
- Providing clearer information on who is responsible and how scrutiny bodies can help you resolve an issue

Understanding and influencing

- Information on systems and processes so you can understand where and how to make your voice heard and where you can be involved
- Educating you on other, more involved ways you can take part
- Encouraging citizen journalism
- Developing apps to help you understand and be involved in government processes

You can find a full report on how we involved and consulted people in 'What we heard'²³ on our Open Government blog.

What did you do with the ideas and how did they become commitments?

We took all the contributions from all events, conversations and ideas to a final public discussion event to mark the end of the process. This helped to shape the broad ideas into more specific commitments and prioritise the main themes. We then took these to our policy teams for agreement. The steering group then discussed the draft commitments and agreed to do some more work on them to turn them into commitments. Each theme had named government officials working with community representatives to develop them into commitments. You can read more about that process on the Scottish Government website.²⁴

The final plan, including all the commitments, was agreed by the Scottish Ministers and the steering group members in December 2018.



 ²³ https://blogs.gov.scot/open-government-partnership/2018/09/10/what-we-heard-report/
 24 https://discuss.opengovernment.org.uk/t/steering-group-meeting-notes-meeting-2/644

5. CONCLUSION

Thank you for reading Scotland's second action plan on open government.

We will deliver the plan during 2018 to 2020, and we will provide a way for you to track the progress of the commitments which will be publicly available and updated regularly.

We will be working closely with the Open Government Network to deliver the commitments over the next two years, so there are plenty of opportunities to get involved. Anyone with an interest can join the Open Government Network²⁵.

We will also be reflecting on how we developed this action plan over the last year with those who have been involved. We will publish a report of what we have learned, with the aim of improving the process for the next time.

Feel free to get in touch if you have any questions or would like to get involved. You can email our Open Government Team at ingage@gov.scot. You can also stay up to date by reading our Open Government blog²⁶ or following us online on Twitter @scotgovopen and the Open Government Network at @opengovscot. Follow and join in the discussions on the hashtag at #OpenGovScot.

This document has been produced by Scottish Government Open Government Team²⁷ and the Scottish Open Government Network.²⁸

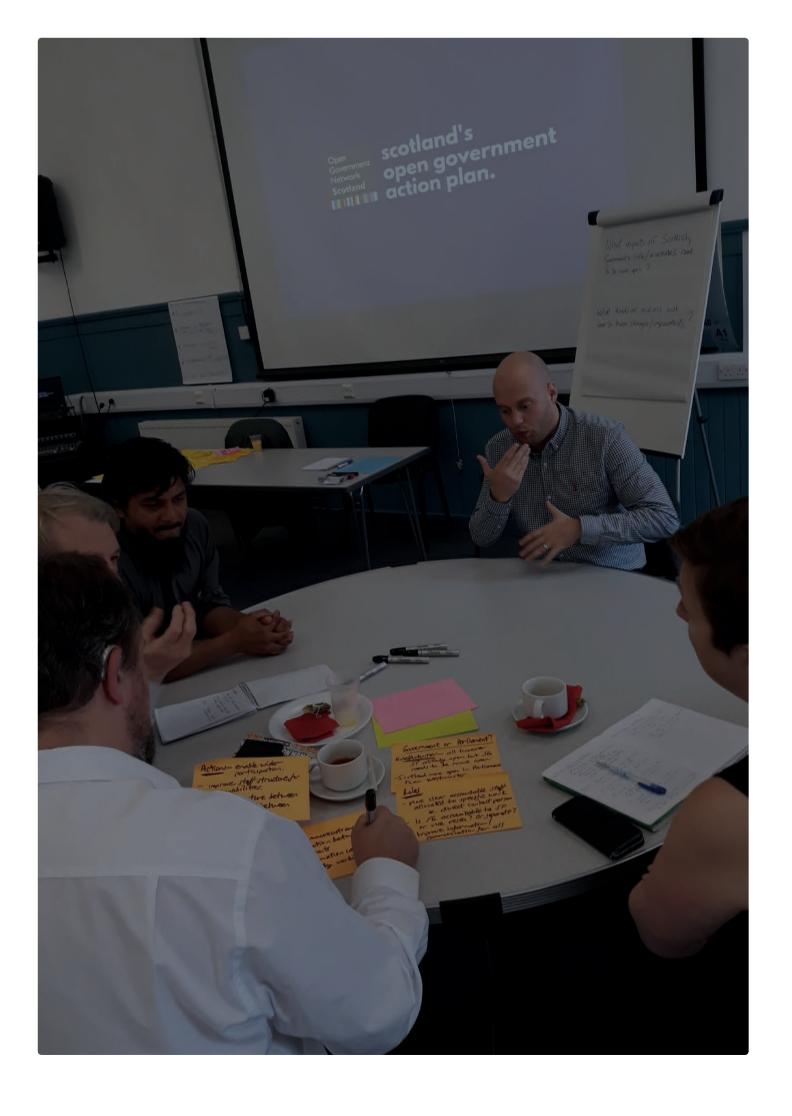


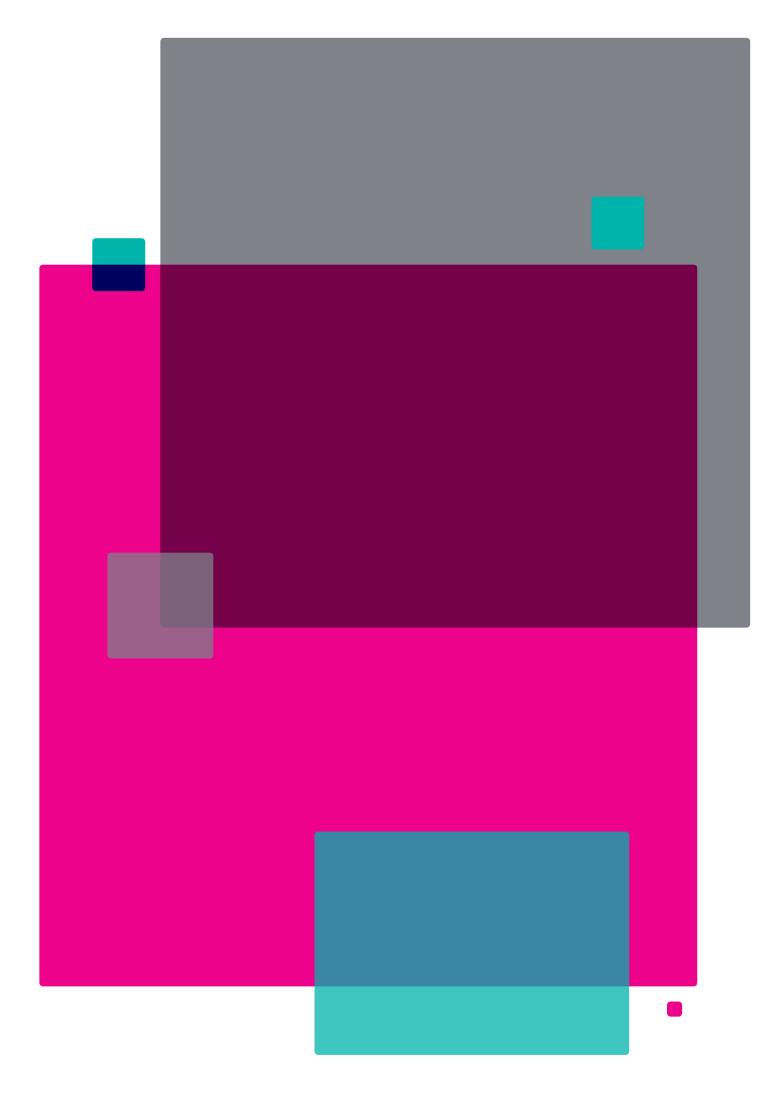
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²⁶blogs.gov.scot/open-government-partnership

²⁷https://www.gov.scot/policies/improving-public-services/open-government-partnership/

²⁸discuss.opengovernment.org.uk/groups/opengovscot









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