## THE KING'S SPEECH 2023

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#### AN INTRODUCTION FROM THE PRIME MINISTER

Integrity, professionalism, accountability. That's what I promised when I stood on the steps of Downing Street just over a year ago – and that's what we have delivered.

I set out five priorities to judge us by and the results are clear. Inflation is down. The economy is growing. Debt is set to fall. There's more to do on cutting NHS waiting lists, but we've made progress – cutting the longest waits for NHS treatment and providing record funding for the NHS and social care, including additional support for the winter. And we are stopping the boats. Some said it couldn't be done, but this year the number of migrants coming illegally by boat is down by over a fifth.

We have turned the corner over the last year and put the country on a better path. But these immediate priorities are not the limit of our ambition. They are just the foundations of our plan to build a better future for our children and grandchildren, and deliver the change the country needs.

When I talk to people across the UK, I see the incredible talent and potential that we have – it's our most powerful resource. They want to see a government that is even more ambitious for the future of this country – and prepared to take the long term decisions and do the hard work to deliver it.

With this historic King's Speech, we are rising to that challenge. We are changing our country for the long term, delivering a brighter future.

We are introducing new legislation to grow the economy, increase energy security, bring in investment, create jobs, improve skills and boost our brilliant innovators and entrepreneurs – helping people everywhere seize new opportunities which will make their lives better.

We are strengthening society by supporting the NHS, creating a smokefree generation to protect young people from the harms caused by tobacco, giving renters more security, and doing everything we can to eradicate antisemitism.

We are keeping people safe by making sure the police and security services have the powers they need and that criminals receive proper punishment.

And we are protecting our national interests by backing our brilliant Armed Forces, supporting Ukraine, leading in NATO, and striving for peace and stability in the Middle East.

In every area, we are looking to the long term, making the difficult decisions needed and changing things for the better.

Together, we will make our country more prosperous, more innovative, and more secure, ready to seize the better future that the British people deserve.

## **Growing the economy**

A better future is one where our economy is growing faster so that everybody, everywhere across our Union, has new opportunities for better paying jobs and the chance to realise their full potential.

Thanks to the measures we have taken over the last year, inflation is down from 11.1% in October 2022 to 6.7% in September – the largest fall in inflation since the start of the 1980s.

The UK has recovered from the pandemic faster than Germany, France and Japan. And while Germany has fallen into recession, our economy is growing.

Investors are excited about what the UK has to offer. This year I have brought back £18 billion of investment from Japan, £14 billion from the US, and Tata has announced the biggest ever investment in British car manufacturing with £4 billion to build a battery plant, choosing the UK over the EU and creating thousands of jobs.

We're sharpening our cutting edge in tech and innovation. In the last decade, the UK has created 134 tech unicorns – more than France and Germany combined. Last year, UK start-ups brought in over £25 billion of venture capital funding – over 9 times more than a decade ago. And leading AI firms like Google DeepMind, OpenAI and Anthropic have set up their European headquarters in the UK.

All of this is built on the sound foundations we've constructed. We have the lowest corporation tax in the G7. We're increasing investment in R&D to reach £20 billion a year. We have four of the top ten universities globally, with our leading science institutions attracting the world's brightest talents. And our capital allowances regime – the most generous in the OECD – is equivalent to a tax cut worth £27 billion, helping businesses to re-invest profits, and create yet more jobs and growth.

Our vibrant economy is the most powerful engine we have for transforming people's lives. So I'm determined to make it the best it can be.

That's why we are building on these firm foundations with new legislation that will strengthen our economy even more for the long term.

The new Offshore Petroleum Licensing Bill will help to safeguard our energy independence and security, by backing North Sea oil and gas extraction, supporting hundreds of thousands of jobs. Alongside this, we are working to secure record amounts of investment in renewable energy sources – building on the UK's record

for decarbonising faster than other G7 economies, while also changing the way we reach net zero by reducing the burden on working people.

We will continue securing the benefits of Brexit, introducing the Trade Bill so we can confirm our membership of the Comprehensive and Progressive Agreement for Trans-Pacific Partnership – a huge trading pact with a combined GDP of £12 trillion. This deal will give us access to a club that will account for the majority of global growth between now and 2050, guarantee that 99% of our goods can be sold tariff free, and reduce red tape for our world-leading services and goods exporters.

We will also modernise regulation so that the most innovative firms can thrive in the UK. With the Automated Vehicles Bill, the Digital Markets, Competition and Consumers Bill, and the Data Protection and Digital Information Bill, we will open the door to game-changing new technologies like driverless cars and machine learning. We will shake up the legal framework to support tech companies to grow and compete more easily in the British economy, while also putting in place new protections to stop consumers being ripped off.

We are cutting red tape by delivering 12 Freeports across the UK – each one benefiting from tax reliefs and simplified customs processes, helping to create tens of thousands of jobs and billions in new investments. We're also introducing Investment Zones to provide a similar boost to 12 local areas around the country.

Growing the economy means investing in the fundamentals, like transport. Instead of taking the easy but misguided approach of sticking with HS2 with its delays and spiralling costs, we're taking the right decision for the long term interests of the country by investing in local and regional transport links through Network North. Spending every penny that would have gone towards HS2, we will invest £36 billion in improvements that will benefit far more people, in far more places, far more quickly, helping to transform the economy in the North and the Midlands.

The long term decisions we've taken over the last year haven't always been easy, but they are paying off – just look at the inflation figures. Now we're looking to the long term with this plan to build a globally connected, dynamic, innovative economy, with sound infrastructure and world-leading regulation – an economy that will deliver a better future for generations to come.

## **Strengthening society**

A better future also means reinforcing people's pride in the places they call home. I love my local community and it's not right that for far too long many people have not felt that same sense of meaning and belonging. We must do away with the idea that it's inevitable some communities and some places can never and will never get better. They can – and they will.

The government can't do this alone – we must all work at it together – but the state does provide the foundations. So we will deliver on our promise to level up – with greater investment in local areas, to boost growth, create jobs, build a million more homes in places communities want them, and breathe new life into our high streets and town centres.

Network North will help to turbocharge this effort by connecting and reinvigorating towns and cities across the North and the Midlands. Our Long Term Plan for Towns is making a big difference too, giving 55 towns across the country £20 million each for local people to invest in their community over the next 10 years.

A strong society also means making sure that when people fall sick, they get the care they need – so, crucially, we're supporting the NHS and social care with record funding. We've backed the NHS's first ever long term workforce plan, meaning we'll train more doctors, more nurses, more dentists and more GPs than ever before. And we've scrapped the lifetime allowance charge for senior NHS consultants, taking thousands out of the pension tax, to encourage experienced doctors to stay on in the NHS. We're also investing at least £2.3 billion of additional funding a year by March 2024 so an extra two million people can get mental health support, and we're continuing to roll out our mental health support teams in schools and colleges across the country so that 50 per cent of pupils are covered by 2025.

To protect the safety of the public and ensure that services are there for people when they need them, we've introduced tough new minimum service levels, to balance the ability of workers to strike with the rights of the public.

And now, with this King's Speech, we're going to further strengthen society for the long term.

We're announcing new laws to reform the housing market with a Leasehold and Freehold Bill – making it easier for leaseholders to extend their lease or purchase their freehold, and tackling the exploitation of millions of homeowners through punitive service charges. And our Renters Bill will ensure a fairer deal for renters and landlords, by outlawing no fault evictions and enabling landlords to evict antisocial tenants faster.

Strengthening society is also about supporting those things which help bring the community together. We've already backed pubs with the Brexit Pubs Guarantee, taking advantage of our Brexit freedoms to simplify the tax system and reduce the price of a pint. We've also encouraged more local sport with new community pitches and ensuring young girls have the same access to sport as boys. Now we're going even further with a Football Governance Bill, which will safeguard the future of football clubs – the beating heart of communities up and down the country – and put fans first.

We'll also protect the health of our young people by creating the first smoke free generation with the Tobacco and Vapes Bill, ensuring no one turning 14 or younger this year will ever be able to be sold cigarettes. Smoking causes a quarter of cancer deaths, so this will be the most significant public health intervention by the government for generations. It will save tens of thousands of lives and save the NHS billions of pounds.

We will also act swiftly in response to the final report of the Infected Blood Inquiry – following the interim payments we have already made. The use of infected blood and blood products was an appalling tragedy and a dreadful failure. Those affected deserve proper recognition of their loss and pain, as well as appropriate action to address it.

And we'll do everything we can to protect the diverse nature of our communities and drive out sickening and divisive hatred, including antisemitism. Our Holocaust Memorial Bill will ensure the Holocaust is never forgotten. The Bill will allow us to build a national Holocaust Memorial and Learning Centre in central London. And the Economic Activity of Public Bodies (Overseas Matters) Bill will ban public bodies from implementing their own politically motivated boycotts of foreign countries.

I'm proud to live in a country, where we have such a wealth of diverse and different communities – and I want to make sure that wherever you live in our United Kingdom, you should feel proud of your local community too. That's what we'll work together to achieve – so that we can create a better future by boosting our public services, strengthening our communities, and strengthening our society for the long term.

## Keeping people safe

Building a better future won't mean anything unless people feel safe in their communities.

Strong communities are built on values, and on the golden rule: treat others as you would like to be treated yourself. But too often, a small minority break that rule. They spray graffiti on war memorials, discard needles and Nitrous Oxide cannisters in children's playgrounds, gang together on our streets and cause disorder and disruption.

Anti-social behaviour isn't inevitable, and it isn't a minor crime. It makes life miserable for so many and it can be a gateway to more extreme crimes.

So we're working tirelessly to crack down on anti-social behaviour, giving police forces, mayors, and local authorities the tools they need and giving communities confidence that these crimes will be quickly and visibly punished.

We've already delivered an extra 20,000 police officers, meaning there is now a record number of police patrolling the streets, answering the call for help, and catching criminals.

We've taken new steps to tackle fraud and we've put petty criminals on notice with our action plan to beat anti-social behaviour. We're banning Nitrous Oxide, meaning possession of this substance will be illegal from tomorrow. And I am going further to protect our communities, by banning XL Bully Dogs under the Dangerous Dogs Act by the end of the year.

All of this is already having an impact. Crime is down 50% since 2010, excluding fraud. And fraud fell 13% in the last year.

But of course there is more to do. For too long, the justice system has been too lenient and left victims feeling hollow, even when perpetrators are caught. So with this King's Speech, we're going further to protect victims and keep people safe.

We're reforming sentencing to ensure that we not only have tougher sentences for serious offenders, but also greater confidence in the system for victims.

Our Sentencing Bill will ensure that the most dangerous criminals are locked up for longer, whilst reforming short sentences so that prison does not push offenders who can be rehabilitated into a merry-go-round of reoffending. Under our plans, life will mean life for the worst murderers – and rapists and serious sexual offenders will serve the entirety of their sentence behind bars.

We will introduce a Criminal Justice Bill to give the police the tools they need to tackle complex offences like economic and organised crimes, and to bring in tougher sentences for grooming and child sexual exploitation. We will introduce mandatory reporting of child sexual exploitation and introduce powers to compel criminals to attend sentencing hearings.

We will do more to support victims and strengthen the parole system. The Victims and Prisoners Bill will give ministers the power to stop the parole of the worst offenders and prevent them getting married, while ensuring victims are at the heart of justice considerations. We will create an Independent Public Advocate who will advocate for and support victims following a major incident or a disaster, like Hillsborough.

Finally, we will take the necessary steps to protect our national security. As technology and national security threats continue to evolve, we'll ensure our security and intelligence agencies have the powers they need through urgent and targeted amendments to the Investigatory Powers Act. We will introduce "Martyn's Law", with the Terrorism (Protection of Premises) Bill – designed to further protect public premises from terror attacks after the horrendous Manchester Arena attack in 2017.

As Prime Minister, keeping people in this country safe is my most important responsibility – today and for the long term. Through this King's Speech, we'll do exactly that, ensuring those charged with protecting the public have the tools they need to do their jobs.

## **Promoting our national interests**

A better future rests on our security – and how we promote and protect our interests on the global stage for the long term.

We will continue to invest in our Armed Forces – the finest in the world – ensuring that they have what they need to protect our country and keep people safe, while also supporting our fantastic veterans.

We will continue to work with our international partners on the most pressing crises – supporting Ukraine to prevail against Putin's war of aggression, supporting Israel's right to self-defence after Hamas's horrific act of terror, delivering humanitarian aid to the Palestinian people, and working to revive the prospects for peace and stability in the Middle East.

We recognise that we live in a more dangerous world – and that we must shape our response accordingly. That's why I set out a far-sighted plan earlier this year with the refresh of the Integrated Review of foreign and security policy.

In the 21<sup>st</sup> century I believe we must look beyond the traditional concept of national security to keep our people safe and protect our interests. We must also be robust in protecting our economic security, our energy security, the openness of the trade routes we need, our strong alliances, and our ability to anticipate new threats. We're investing in all of these areas.

We're going beyond our baseline commitment to spend 2% of GDP on defence with a new ambition of 2.5%. If anyone thinks we are no longer able to wield hard power in defence of our values, just ask the Ukrainian soldiers driving British tanks or training with our troops.

We are strengthening our role as a leading NATO ally, and building up our defence-industrial base, together with our closest allies. With Japan and Italy, we're building the next generation of combat air fighter jets. And through our AUKUS partnership with the US and Australia we're developing one of the most advanced nuclear-powered subs the world has ever known.

We're securing our supply chains by doing trade deals around the world, creating new partnerships on semiconductors with the likes of Japan, and negotiating a new critical minerals agreement with the US. Earlier this year, we agreed the historic Windsor Framework with the EU, restoring the smooth flow of trade within the UK internal market, safeguarding Northern Ireland's place in the Union, and tackling the democratic deficit that was at the heart of the original Northern Ireland Protocol.

With measures like the National Security and Investment Act we are blocking acquisitions which could harm our security and safeguarding critical infrastructure – including energy.

We are tackling global drivers of instability. We're taking action at home and abroad to stop the boats and break the business model of the people smugglers. This is a top priority of the British people. That's why we will deliver on our Illegal Migration Act to ensure that if you come here illegally, you will be swiftly detained and removed to your home country or a safe third country, such as Rwanda. And it is why I have put illegal migration on the agenda at every international meeting from the G7 to the Council of Europe. These steps will make sure that it is the democratically elected government of this country who decides who comes here, not the criminal gangs. We've heard the concerns of the poorest countries, so we're working to boost food security by helping Ukraine to open up routes to export their grain to those who need it most and leading the charge to improve development finance with fundamental reforms of the World Bank.

While we deliver our net zero targets at home, we're also leading the global effort to tackle climate change – including committing over £1.6 billion for the Green Climate Fund – the biggest single international climate pledge the UK has ever made.

We're leading efforts to safely harness the power of AI for the long term. AI will bring new knowledge, new opportunities for economic growth, new advances in human capability, and the chance to solve problems we once thought beyond us. But it also brings new dangers and new fears. So, we're taking the right long term decisions to address those fears head on, giving people the peace of mind that we will keep them safe, while making sure you and your children have all the opportunities for a better future that AI can bring. Our new AI Safety Institute will advance the world's knowledge of AI safety and give the British people the most advanced protections for AI of any nation.

I believe Britain is the best country in the world. We are a global defence power, an economy built on innovation and openness, a leader and a partner in tackling global challenges, a frontier nation in the tech revolution and a robust, thriving democracy. We should be proud of our role on the global stage – and what it delivers for us all at home. I will keep taking the long term decisions to build a stronger, safer country, and a more stable world.

# HIS MAJESTY'S MOST GRACIOUS SPEECH TO BOTH HOUSES OF PARLIAMENT

#### MY LORDS AND MEMBERS OF THE HOUSE OF COMMONS

It is mindful of the legacy of service and devotion to this country set by My beloved Mother, The late Queen, that I deliver this, the first King's Speech in over 70 years.

The impact of Covid and the war in Ukraine have created significant long-term challenges for the United Kingdom. That is why my Government's priority is to make the difficult but necessary long-term decisions to change this country for the better.

My Ministers' focus is on increasing economic growth and safeguarding the health and security of the British people for generations to come.

My Government will continue to take action to bring down inflation, to ease the cost of living for families and help businesses fund new jobs and investment.

My Ministers will support the Bank of England to return inflation to target by taking responsible decisions on spending and borrowing. These decisions will help household finances, reduce public sector debt, and safeguard the financial security of the country.

Legislation will be introduced to strengthen the United Kingdom's energy security and reduce reliance on volatile international energy markets and hostile foreign regimes. This Bill will support the future licensing of new oil and gas fields, helping the country to transition to net zero by 2050 without adding undue burdens on households [Offshore Petroleum Licensing Bill].

Alongside this, my Ministers will seek to attract record levels of investment in renewable energy sources and reform grid connections, building on the United Kingdom's track-record of decarbonising faster than other G7 economies.

My Government will invest in Network North to deliver faster and more reliable journeys between, and within, the cities and towns of the North and Midlands, prioritising improving the journeys that people make most often.

My Ministers will strengthen education for the long term. Steps will be taken to ensure young people have the knowledge and skills to succeed, through the introduction of the Advanced British Standard that will bring technical and academic routes into a single qualification. Proposals will be implemented to reduce the number of young people studying poor quality university degrees and increase the number undertaking high quality apprenticeships.

My Ministers will take steps to make the economy more competitive, taking advantage of freedoms afforded by the United Kingdom's departure from the European Union. A bill will be brought forward to promote trade and investment with economies in the fastest growing region in the world [Trade (Comprehensive and Progressive Agreement for Trans-Pacific Partnership) Bill]. My Ministers will continue to negotiate trade agreements with dynamic economies, delivering jobs and growth in the United Kingdom.

My Ministers will introduce new legal frameworks to support the safe commercial development of emerging industries, such as self-driving vehicles [Automated Vehicles Bill], introduce new competition rules for digital markets [Digital Markets, Competition and Consumers Bill], and encourage innovation in technologies such as machine learning [Data Protection and Digital Information Bill]. Legislation will be brought forward to support the creative industries and protect public interest journalism [Media Bill]. Proposals will be published to reform welfare and support more people into work.

My Government will promote the integrity of the Union and strengthen the social fabric of the United Kingdom.

Working with NHS England, my Government will deliver its plans to cut waiting lists and transform the long-term workforce of the National Health Service. This will include delivering on the NHS workforce plan, the first long-term plan to train the doctors and nurses the country needs, and minimum service levels to prevent strikes from undermining patient safety. Record levels of investment are expanding and transforming mental health services to ensure more people can access the support they need. My Government will introduce legislation to create a smokefree generation by restricting the sale of tobacco so that children currently aged fourteen or younger can never be sold cigarettes, and restricting the sale and marketing of ecigarettes to children [Tobacco and Vapes Bill].

My Ministers will bring forward a bill to reform the housing market by making it cheaper and easier for leaseholders to purchase their freehold and tackling the exploitation of millions of homeowners through punitive service charges [Leasehold and Freehold Bill]. Renters will benefit from stronger security of tenure and better value, while landlords will benefit from reforms to provide certainty that they can regain their properties when needed [Renters (Reform) Bill].

My Government will deliver a long-term plan to regenerate towns and put local people in control of their future. Legislation will be brought forward to safeguard the future of football clubs for the benefit of communities and fans [Football Governance Bill]. A bill will be introduced to deal with the scourge of unlicensed pedicabs in London [Pedicabs (London) Bill].

My Government is committed to tackling antisemitism and ensuring that the Holocaust is never forgotten. A bill will progress the construction of a national Holocaust Memorial and Learning Centre in Victoria Tower Gardens [Holocaust Memorial Bill].

My Government will act to keep communities safe from crime, anti-social behaviour, terrorism and illegal migration.

A bill will be brought forward to ensure tougher sentences for the most serious offenders and increase the confidence of victims [Sentencing Bill]. My Ministers will introduce legislation to empower police forces and the criminal justice system to prevent new or complex crimes, such as digital-enabled crime and child sexual abuse, including grooming [Criminal Justice Bill].

At a time when threats to national security are changing rapidly due to new technology, my Ministers will give the security and intelligence services the powers they need and will strengthen independent judicial oversight [Investigatory Powers (Amendment) Bill]. Legislation will be introduced to protect public premises from terrorism in light of the Manchester Arena attack [Terrorism (Protection of Premises) Bill].

My Government will deliver on the Illegal Migration Act passed earlier this year and on international agreements, to stop dangerous and illegal Channel crossings and ensure it is the government, not criminal gangs, who decides who comes to this country.

My Government will continue to champion security around the world, to invest in our gallant Armed Forces and to support veterans to whom so much is owed. My Ministers will work closely with international partners to support Ukraine, strengthen NATO and address the most pressing security challenges. This includes the consequences of the barbaric acts of terrorism against the people of Israel, facilitating humanitarian support into Gaza and supporting the cause of peace and stability in the Middle East.

My Government will continue to lead action on tackling climate change and biodiversity loss, support developing countries with their energy transition, and hold other countries to their environmental commitments.

The United Kingdom will continue to lead international discussions to ensure that Artificial Intelligence is developed safely.

My Government will host the Global Investment Summit, the European Political Community, and the Energy Conference, leading global conversations on the United Kingdom's most pressing challenges.

I look forward to welcoming His Excellency the President of the Republic of Korea and Mrs. Kim Keon Hee for a State Visit later this month.

My Government will, in all respects, seek to make long-term decisions in the interests of future generations. My Ministers will address inflation and the drivers of low growth over demands for greater spending or borrowing. My Ministers will put the security of communities and the nation ahead of the rights of those who endanger it. By taking these long-term decisions, my Government will change this country and build a better future.

## MEMBERS OF THE HOUSE OF COMMONS

Estimates for the public services will be laid before you.

## MY LORDS AND MEMBERS OF THE HOUSE OF COMMONS

Other measures will be laid before you.

I pray that the blessing of Almighty God may rest upon your counsels.

#### **GROWING THE ECONOMY**

## Offshore Petroleum Licensing Bill

"Legislation will be introduced to strengthen the United Kingdom's energy security and reduce reliance on volatile international energy markets and hostile foreign regimes. This Bill will support the future licensing of new oil and gas fields, helping the country transition to net zero by 2050 without adding undue burdens on households."

- The Offshore Petroleum Licensing Bill will make the UK more energy independent by increasing investor and industry confidence with regular annual oil and gas licensing. The Bill's emissions tests will ensure that future licensing supports the transition to net zero.
- The Bill will enhance the UK's energy security and reduce dependence on higheremission imports from overseas, including from countries like Russia - protecting the domestic oil and gas industry that supports more than 200,000 jobs as we grow the UK economy and realise our net zero target in a pragmatic, proportionate and realistic way.
- The UK has cut emissions further and faster than any other major economy and is proud to be a world leader in reducing emissions, but we can and must go further. This is why we have one of the world's most ambitious 2030 emissions targets and why the Government is taking the necessary long-term decisions to put us firmly on track to deliver net zero in 2050.

- The Government's focus is on ensuring we reach net zero without unduly burdening families and businesses, increasing the use of our own secure energy sources like renewables, nuclear and oil and gas, improving the energy efficiency of homes and boosting investments in clean technologies of the future that will grow the economy and create jobs.
- The domestic oil and gas industry is vital to the UK's energy security. While
  the Government is scaling up home-grown, clean energy sources such as offshore
  wind and nuclear, the UK still relies on oil and gas for most of our energy needs
  and there will be continued need over the coming decades.
- The Government's commitment to the UK's oil and gas industry will reduce reliance on foreign imports and ensure that families and businesses

**continue to benefit from home-grown energy** as part of the pragmatic and realistic approach to net zero.

- The Offshore Petroleum Licensing Bill will safeguard our domestic energy supplies and increase certainty for the oil and gas industry by requiring the North Sea Transition Authority to run an annual process inviting applications for new production licences in the UK's offshore waters, subject to key tests being met:
  - o that the UK is projected to remain a net importer of both oil and gas; and
  - that the carbon emissions associated with the production of UK gas must be lower than the average of equivalent emissions from imported liquefied natural gas (LNG).
- This Government recognises the critical role that oil and gas will play in our energy transition and will continue to support UK industry. Developments within the sector mean that production from new gas and oil fields can be much cleaner than producing hydrocarbons from older existing fields, reducing the emissions impact of future production.

## Territorial extent and application

• The Bill will extend and apply to the United Kingdom.

- The UK has cut emissions faster than any other significant economy:
  - based on provisional estimates, the UK has cut its greenhouse gas emissions by 48.7 per cent between 1990 and 2022;
  - generation from coal one of the dirtiest of the fossil fuels has reduced by 95 per cent since 2010;
  - coal-fired power will be entirely phased out during 2024 making the UK the first major economy to be powered without coal.
- Production of oil and gas from the UK Continental Shelf is in decline and new oil
  and gas licences help safeguard our energy security and reduce our reliance on
  hostile states. As the UK is a rapidly declining producer of oil and gas, new oil and
  gas licences will slow the decline in UK supply rather than increase it above current
  levels.
- In 2022, the North Sea Transition Authority launched the 33<sup>rd</sup> oil and gas licensing round. They recently announced the first 27 licences, with dozens of further licences from this round expected to be announced over the coming months.

- Data published by the Climate Change Committee shows that the UK will continue to rely on oil and gas to help meet its energy needs even after the UK reaches net zero in 2050; this will include the use of gas for power generation with Carbon Capture Usage and Storage.
- While the UK is a net importer, domestic production continues to be vital to our energy security. On average over the last 5 years, UK domestic production met 50 per cent of UK natural gas demand.
- Even with continued licensing, production from the UK Continental Shelf is projected to decline at 7 per cent annually, this decline is faster than the average global decline needed to align with the Intergovernmental Panel on Climate Change's 1.5-degrees pathways.
- The carbon footprint of domestic gas production is around one-quarter of the carbon footprint of producing and importing liquefied natural gas. Not proceeding with new licences would mean increased reliance on this imported liquefied natural gas.
- The UK's oil and gas industry brings huge economic benefits to the UK. Domestic oil and gas production adds about £16 billion to the UK economy annually.
- Domestically, the UK has some of the highest tax rates on fossil fuel producers, who have paid more than £33.7 billion in taxes since 2010 and are expected to pay around £50 billion in tax over the next five years. Not proceeding with new licences would mean reduced tax receipts.
- The UK's current dependence on fossil fuels is similar to other advanced economies. Japan gets 85 per cent of its energy from fossil fuels, the United States 81 per cent and Germany 76 per cent. The UK gets about 75 per cent.
- The UK is committed to delivering on its climate goals and achieving net zero by 2050. And the Government's record reflects this we achieved the fastest rate of greenhouse gas emissions reductions of all G7 countries between 1990 and 2021 and we are scaling up our renewable energy supplies, including wind, solar and nuclear. Renewables already generated a record 48.1 per cent of our electricity in the first quarter of this year.

# Trade (Comprehensive and Progressive Agreement for Trans-Pacific Partnership) Bill

"...a bill will be brought forward to promote trade and investment with economies in the fastest growing region in the world."

- The UK is the first European member of the Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP) and the first new member since the partnership was created. Joining as an independent member would have been impossible had the UK remained in the European Union.
- The Trade (Comprehensive and Progressive Agreement for Trans-Pacific Partnership) Bill will ensure the UK can meet international commitments under the CPTPP when the UK accedes.
- Joining CPTPP will link the UK to some of the world's most dynamic economies, a club that will account for the majority of global growth between now and 2050 and £12 trillion of GDP once the UK joins. This means:
  - O Good news for UK exporters as over 99 percent of current goods exports to CPTPP countries will be eligible for tariff-free trade. Specifically, dairy farmers will benefit from reduced tariffs on cheese and butter exports to Canada, Chile, Japan and Mexico. This builds on the £23.9 million worth of dairy products we exported to these countries in 2022. And there will be enhanced market access opportunities for our world-leading whisky producers and car manufacturers amongst others.
  - Good news for consumers with lower tariffs on imports from CPTPP countries to the UK. This could mean cheaper prices for high-quality products like fruit juices from Chile and Peru, honey and chocolate from Mexico, and vacuum cleaners from Malaysia.
  - British firms will gain enhanced market access to Malaysia for the first time, an economy worth £330 billion in GDP in 2022.

- CPTPP will bring new opportunities for British businesses, support jobs across the country, and ensure UK PLC is well positioned to capitalise on future global growth.
- The Trade (Comprehensive and Progressive Agreement for Trans-Pacific Partnership) Bill will enable the UK to meet its obligations under the CPTPP when the UK accedes, allowing us to bring our accession into force. The Bill will:
  - Give CPTPP parties greater access to our government procurement market. In return, the UK will gain new market access into Canada, Japan,

Peru, Malaysia and Brunei – commercial opportunities that go beyond these countries' commitments under the WTO's Agreement on Government Procurement.

- Enhance regulatory cooperation between the UK and CPTPP parties on conformity assessments, reducing costs for UK businesses while protecting UK standards.
- Bring our approach to geographical indications (GIs) into line with CPTPP, a deal that will help the UK better protect our GIs abroad and support our world-beating agricultural sector.
- Expand copyright protections so performers from CPTPP parties are covered, mirroring the protections that UK performers will receive when operating abroad.

## Territorial extent and application

 The Bill will extend and apply to the United Kingdom, except for the measures relating to technical barriers to trade and geographical indications which will apply to Great Britain.

- Joining CPTPP will connect the UK to a vast global free trade area consisting of 11 countries spanning Asia Pacific and the Americas (current members are: Australia, Brunei, Canada, Chile, Japan, Malaysia, Mexico, New Zealand, Peru, Singapore and Viet Nam).
- The UK will be the third G7 member to join CPTPP, and the second largest economy in the group.
- Trade between the UK and CPTPP countries was worth £113.4 billion or 6.6 per cent of total UK trade in 2022. Total UK exports (goods and services) to CPTPP countries were worth £61.3 billion in 2022.
- One in every 100 UK workers was employed by a business headquartered in a CPTPP member nation in 2019, equating to over 400,000 jobs across the country.
- CPTPP countries are expected to have around half of the world's middle class consumers by 2050.
- Membership of the trade group is expected to spark further investment in the UK by CPTPP countries, already worth almost £182 billion in 2021, by guaranteeing protections for investors.

- Joining CPTPP will play to British strengths and unlock opportunities for our globally respected services and digital sectors, which employ over 80 per cent of the UK workforce. The UK exported services worth £32.2 billion to member countries in 2022, including legal services to Australia, transportation services to Singapore, and pension services to Canada.
- More than 99 per cent of current UK goods exports to CPTPP, including whisky and cars are set to be eligible for zero tariffs as UK businesses will have access to a market of over 500 million people.
  - Tariffs of around 80 per cent will be eliminated on UK exports of whisky to Malaysia within 10 years, improving market access for UK whisky exporters.
  - UK car manufacturers will benefit from the staged removal of tariffs of 30 per cent on UK exports of cars to Malaysia within 7 years.
  - And the agreement will deliver new export opportunities for UK farmers whilst also safeguarding UK food safety standards.
- Digital trade is creating a new global economy, with remotely delivered services from the UK to CPTPP worth £23 billion in 2021. Joining CPTPP will help remove the barriers our companies face like data localisation requirements, ensuring data can flow between the UK and CPTPP members.
- The Government has ensured that joining CPTPP will not compromise our high standards of protection for the environment and workers' rights and the NHS was kept off the table through the course of discussions as in all of our Free Trade Agreement negotiations.

#### **Automated Vehicles Bill**

"My Ministers will introduce new legal frameworks to support the safe commercial development of emerging industries, such as self-driving vehicles..."

- The Automated Vehicles Bill will unlock a transport revolution by enabling the safe deployment of self-driving vehicles. It will cement the UK's position as a global leader in this high tech and high growth industry and deliver one of the world's most comprehensive legal frameworks for self-driving vehicles, with safety at its core.
- It will release the huge growth potential of this sector, which will allow us to create a UK market of up to £42 billion and create 38,000 skilled jobs by 2035, helping meet the Prime Minister's priority to grow the economy.
- Self-driving vehicles will make transport safer, more convenient and more accessible, improving the lives of millions of people. With 88 per cent of accidents currently involving human error, the potential for automated vehicles to reduce costs, injuries, and fatalities is enormous. They will empower people across the country to get around more easily, including to school or work which will boost productivity.

- The UK is building a strong global reputation in self-driving technologies, and international investors in this area are increasingly looking to invest in British companies. 70 per cent of global auto sector companies that source for self-driving technologies are sourcing from the UK market. Between 2018 and 2022, the UK self-driving vehicle sector has generated £475 million of direct investment and 1,500 new jobs.
- We can either lead the way or follow the leaders. This legislation would be one of the world's most comprehensive legal frameworks for self-driving vehicles, based on the international thought-leadership of the Law Commissions' review. The Bill will provide the certainty and confidence that the private sector needs to unlock research, innovation, and investment across the whole of the UK.
- We need to update our laws to ensure the potential benefits of self-driving technologies can become a reality. The Automated Vehicles Bill puts safety and the protection of the user at the heart of our new regime and makes sure that only the driver be it the vehicle or person is accountable, clarifying and updating the law. It implements the recommendations of the 4-year, world-leading review of self-driving vehicle legislation carried out by the Law Commission of England and Wales and the Scottish Law Commission.

The Automated Vehicles Bill will:

- Set a rigorous safety framework for self-driving vehicles, with safety at its core:
  - Set the threshold for self-driving vehicles in law. Only vehicles that can drive themselves safely and can follow all road traffic rules without the need for a human to monitor or control the vehicle to maintain that level of safety will be classified as self-driving and allowed on our roads. The Department for Transport and its agencies will be given new powers to authorise these vehicles and ensure in-use compliance with the safety standards that we will set
  - O Hold companies firmly accountable once vehicles are on roads. Companies will have to meet safety requirements from the point a vehicle is introduced onto our roads or face new sanctions and penalties if they fail in their duty. These include fines, requirements to take corrective action, and suspension of operation. Criminal offences will apply in serious cases.
  - Investigate and learn from incidents. The Bill sets out new processes to investigate incidents involving self-driving vehicles to ensure that lessons are fed back into the safety framework.
  - Digitalise Traffic Regulation Orders (TROs). Local authorities will be required to send the legal orders they make (for example, to set speed limits, close roads and designate parking bays) to a central publication platform. This data will be used to create a digital map of the road network to support the safe operation of self-driving vehicles. This will also help make parking easier for all drivers, providing better information like the location and availability of parking spaces, as outlined in the Plan for Drivers.

## Ensure clear legal liability:

- Create new organisations responsible for self-driving. While the vehicle is driving itself, a company rather than an individual will be responsible for the way it drives. The Bill sets out the responsibilities of companies that develop and operate self-driving vehicles on roads in Great Britain. Once authorised, companies will have ongoing obligations to keep their vehicles safe and ensure that they continue to drive in accordance with British laws. They will be required to report certain safety related data to the authorisation authority and the in-use regulator and to comply with other relevant laws, including data protection and environmental protection legislation.
- Protect users from being unfairly held accountable. The Bill gives people immunity from prosecution when a self-driving vehicle is driving itself, given it does not make sense to then hold the person sat behind the wheel responsible. Non-driving responsibilities however will still remain with that person, such as maintaining appropriate insurance for the vehicle and ensuring proper loading, as well as responsibility during any part of the journey where the person is driving.

#### Protect the Consumer:

Clamp down on misleading marketing. The Bill prohibits misleading marketing: only vehicles that meet the safety threshold can be marketed as self-driving. For all other vehicles, the driver is responsible at all times. Anyone using a self-driving vehicle must be clear about their legal responsibilities.

## **Territorial extent and application**

• The majority of the measures in the Bill will extend and apply to Great Britain. England and Wales. The exception to this is the Digitalising Traffic Regulations Order measure which applies only to England.

- In 2015 and 2016, the Government announced £200 million to support the development of self-driving technologies, funding more than 80 projects and 200 organisations developing self-driving vehicle technologies, products, services and testing capabilities.
- In September 2022, the Government announced the £66 million Commercialising Connected and Automated Mobility fund, supporting a further 20 projects in nearly 50 organisations, to develop prototype passenger and logistics services and support the development of the UK self-driving vehicle supply chain, to enable safe and secure rollout in the UK.
- Self-driving vehicles have the potential to improve road safety by reducing human error:
  - tragically, there were 1,695 road casualties in 2022, and in 2021 88 per cent of all recorded collisions on roads in Great Britain involved human error as a contributory factor;
  - Institute for Engineering and Technology research suggests that for every 10,000 errors made by drivers, a self-driving vehicle will make just one;
  - safety gains from self-driving vehicles will not be a linear process, and there
    may well be incidents involving self-driving vehicles in the future. However,
    this legislative framework will allow and ensure that these incidents are
    appropriately investigated, responded to and learnt from.
- A strong UK self-driving sector could bring significant economic impacts.
  - the market in the UK is estimated to be worth £41.7 billion in 2035, capturing
     6.4 per cent of the £650 billion global market;
  - jobs in the self-driving sector will reach 87,000 by 2035. 49,000 of these will substitute jobs in the motor vehicle manufacturing sector and 38,000 will be net additional.

- The application of self-driving technologies will create efficiencies in other domestic sectors:
  - modelling shows productivity increases and cost savings through selfdriving technology could contribute £66 billion economic impact by 2040;
  - of the sectors analysed, logistics and passenger services were shown to experience the greatest relative impacts, with more modest relative benefits felt in the agriculture, construction and mining sectors.

## **Digital Markets, Competition and Consumers Bill**

"My Ministers will ... introduce new competition rules for digital markets..."

- The Digital Markets, Competition and Consumers Bill delivers on our manifesto commitment to tackle consumer rip-offs and bad business practices, including fake reviews and subscription traps. The Bill will tackle vested interests to provide better value for money for consumers.
- The Bill will introduce a world-leading regulatory regime in digital markets by creating a new targeted ex ante competition framework to quickly and effectively prevent anti-competitive activity and boost innovation over the long term.

- By fixing long-term problems in digital markets and tackling consumer rip-offs the Digital Markets, Competition and Consumers Bill will create more choice, more protection and lower prices for consumers. The Bill will:
- Empower consumers to help them get the deal that is right for them and increase their confidence in the products they buy and services they use. It will do this by:
  - Establishing new rights over subscription contracts to give consumers more control over their spending. These new rights will make it harder for unscrupulous traders to trap people in subscription contracts they no longer want a practice that currently cheats consumers out of £1.6 billion a year. They will also help people to keep hold of their hard-earned cash and increase consumer confidence in the products they buy and services they use.
  - Taking new powers to enable growing consumer harms to be tackled, such as fake reviews and, subject to consultation, drip pricing (a practice where firms only advertise part of a product's price upfront and reveal other charges later in the buying process).
  - Introducing new powers for the Competition and Markets Authority to take action against bad business practices more quickly, without needing lengthy court action and with penalties for those breaking consumer law.
- Give the Competition and Markets Authority new powers to enable it to tackle anti-competitive activity swiftly and effectively. It will do this by:
  - Rebalancing the UK's merger control regime to better focus the Competition and Market Authority's attention on those transactions with the greatest potential to weaken competition, by amending the thresholds for merger review.

- Enabling more efficient, flexible and proportionate market inquiries, including introducing a new power to vary remedies that are not effectively solving problems they were designed to address.
- Providing stronger powers to investigate illegal anti-competitive conduct, including ensuring that anti-competitive agreements that harm UK markets and consumers are prohibited under UK law, regardless of where the agreement was implemented.
- Enabling faster and more effective investigation and enforcement, with a new duty on the Competition and Markets Authority, emphasising the need for swift decision making while preserving the importance of robust decisions and procedural rights.
- Giving the Competition and Markets Authority greater powers to sanction companies that refuse to comply with investigations and remedies, to deter egregious behaviour.
- Grant new powers to the Competition and Markets Authority to address the far-reaching power of a small number of tech companies, helping to spur innovation, encourage start-ups and deliver better terms for consumers. The Competition and Markets Authority will be able to set tailored rules to ensure that designated firms treat business and consumers fairly and to carry out targeted interventions to address the root causes of competition issues, by:
  - Enabling the Competition and Markets Authority to designate a small number of the most powerful digital firms with strategic market status.
  - Ensuring designated firms comply with rules on how they can treat consumers and other businesses.
  - Empowering the Competition and Markets Authority to impose targeted remedies to promote competition by tackling the root causes of competition issues in digital markets.
  - Requiring designated firms to be more transparent about mergers and acquisitions which pose risks to competition.
  - Allowing the Competition and Markets Authority to enforce obligations on designated firms and impose penalties including fines up to 10 per cent of a firm's global turnover for breaches.

## **Territorial extent and application**

The Bill will extend and apply to the United Kingdom.

## **Key facts**

 The Digital Markets, Competition and Consumers Bill is expected to deliver a consumer benefit of £9.7 billion over 10 years as UK consumers benefit from new rights, stronger law enforcement, and more competition including through merger control.

- Between April 2020 and April 2021, 69 per cent of consumers in the UK experienced problems with items or services that caused them stress, cost them money, or took up their time. These problems were estimated to have a net cost of £54.2 billion.
- For large businesses across the economy, average mark-ups (the difference between the price set by a business and the cost of producing a product) have increased since 2008 from just over 20 per cent to about 35 per cent in 2020. The Digital Markets, Competition and Consumers Bill will boost competition across the economy, benefiting UK consumers and supporting innovation.
- Smaller firms are also increasingly finding it difficult to compete with bigger businesses. Over half of firms surveyed in 2021 with less than 250 staff felt it was harder to compete with larger companies than it was 5 years ago.
- The UK approach is more targeted than the EU's. The digital markets regime will be targeted at a very small number of firms with far reaching market power. The Digital Markets Unit (DMU) will prioritise its interventions according to the evidence of harms and will target those by creating bespoke remedies. In contrast, the EU takes a broader approach which risks creating unnecessary burdens for too many firms and will impose a rigid set of rules.
- The Competition and Markets Authority has provided £2.3 billion of net benefit to consumers annually on average between financial years 2019-20 to 2021-22 through tackling rip-offs, boosting competition in markets and investigating potential anti-competitive activity. This Bill will enable the Competition and Markets Authority to deliver more benefits and faster.

## **Data Protection and Digital Information Bill**

"My Ministers will introduce new legal frameworks to ... encourage innovation in technologies such as machine learning."

- Better data access and use is at the heart of the Government's mission to grow the economy, improve the lives of everyone in the UK, and make us the most innovative society in the world through science and technology.
- The Data Protection and Digital Information Bill maximises post-Brexit freedoms to boost the economy and unleash innovation while also protecting people from harm by building on the UK's already high standards. The Bill has been co-designed with industry, for industry, in order to maximise the economic benefits.
- The Bill will create an innovative and flexible data protection regime which maintains the UK's high standards of data protection and ensures we can unlock £2.2 billion of net present benefits to businesses and £2.5 billion to the public sector over 10 years, in the form of compliance cost savings, increased productivity and savings to law enforcement and intelligence service bodies.
- At the same time, we will reduce burdens on businesses and researchers, and enable innovation in science, innovation and technology that advance the health and prosperity of society to the benefit of the British people. And the Bill will directly tackle issues that have plagued the public for too long – including the proliferation of nuisance calls and repetitive 'cookie pop-ups'.

- The Data Protection and Digital Information Bill seizes our post-Brexit opportunity to create a new UK data rights regime, while taking tangible steps to harness the benefits of secure data use for everyone through innovation and technology.
- The Bill reduces burdens on businesses (especially SMEs), removes unnecessary barriers placed on scientific researchers, boosts the economy by £4.7 billion over 10 years, and enables innovations that advance the strength and prosperity of society. It does this through a combination of:
  - Allowing businesses to protect personal data in more proportionate and practical ways than under the EU's GDPR, making them more efficient by eliminating unnecessary paperwork and cutting red tape, whilst maintaining high data protection standards.
  - Clarifying and improving rules around using personal data for scientific research, fostering a home for world class research and development.

- Establishing a framework for secure digital verification services, enabling people and businesses to make the most of new technologies with confidence, facilitating smoother, cheaper online transactions, and enabling individuals to prove things about themselves digitally in a secure and trusted way – if they choose to do so.
- Enabling "Smart Data" schemes across the economy to ensure everyone benefits from lower prices from schemes like Open Fuel, and trusted, innovative services like Open Banking.
- Ensuring the better use of data in delivery of health and adult social care, law enforcement, security, and other government services to increase efficiency and the quality of services for individuals.

## This regime also better protects people by:

- Strengthening and modernising our world leading regulator, the Information Commissioner's Office (ICO), by ensuring it has the capabilities and powers to tackle organisations that breach data rules, empowering it to better allocate its resources, and ensuring it is more accountable to Parliament and the public. We are also broadening the ICO's powers to tackle nuisance calls that have blighted communities – particularly the elderly – for too long.
- Maintaining high international data protection standards so that businesses can trade freely with global partners like the EU, while ensuring it's easier to strike new data bridges with trusted international partners such as the US, boosting trade and market access for UK businesses. Reforms will also enable our UK law enforcement agencies to maximise law enforcement cooperation with key international partners.

## Territorial extent and application

• The majority of the measures in the Bill will extend and apply to the United Kingdom.

- Data is critical for UK businesses. 85 percent of UK businesses handle some form of digital data, and 99 percent of businesses who employ more than 10 people use digitised data.
- In 2022, the UK's data market, (i.e. the money made from products or services derived from digitised data) was estimated to be larger than that of any EU or EEA country.
- The UK data economy (the data market plus the value data adds to other sectors of the economy) now represents an estimated 6.9 per cent of GDP (as of 2022).

- Utilising data in an effective and safe way is helping to level the playing field. This
  Bill will reduce compliance burdens on businesses and cut red tape, which we
  estimate will save micro and small businesses approximately £90 million a year in
  compliance costs.
- The reforms in this Bill will also encourage small and micro businesses to use more data more effectively in their decision making, boosting productivity. We estimate micro and small businesses will increase their annual Gross Value Added levels by approximately £14 million a year.
- The UK's data economy is also crucial to boosting trade. In 2021, data-enabled UK service exports accounted for 85 percent of total service exports and were estimated to be worth £259 billion. The value of data-enabled exports from the UK to the EU alone is estimated at £91 billion.
- Reducing administrative burdens on policing by removing the requirement to record a justification every time personal data is accessed or disclosed could save approximately 1.5 million policing hours. The cost-savings for law enforcement agencies could be in the region of £46.5 million per year.

#### Media Bill

"Legislation will be brought forward to support the creative industries and protect public interest journalism."

- The Media Bill will make long-term changes to ensure viewers and listeners across the UK can continue to access public service television and radio content as technology changes.
- The Bill will deliver the manifesto commitment to repeal Section 40 of the Crime and Courts Act 2013 which, if commenced, could have a chilling effect on the freedom of the press.

- The Bill will mean audiences can more easily access and enjoy quality British content and allow us to project British values globally, as it will:
  - Remove a threat to the freedom of the press by fulfilling the manifesto commitment to repeal Section 40 of the Crime and Courts Act 2013, which, if commenced, could force publishers to pay the legal costs of the people who sue them, even if they win. Publishers who have acted lawfully are currently threatened with potentially having to pay the costs of any court judgment if they were not a member of the approved regulator, regardless of the outcome of the court judgment. This stifles freedom of speech and is a draconian measure which we are repealing.
  - Modernise the 'mission statement' for public service TV so our public service broadcasters (BBC, ITV, STV, Channel 4, S4C, Channel 5) are encouraged to focus on what makes them distinctive - while having the flexibility to serve audiences across the UK with high quality programmes on a wider range of services.
  - Ensure public service content is always carried by connected devices and online platforms, and easy to find for UK audiences e.g. on smart TVs, set-top boxes and streaming sticks. This reform is vital for PSB sustainability.
  - Ensure UK radio is easily accessed through smart speakers by ensuring listeners can continue to find the content they expect.

- Reduce regulatory burdens and costs on commercial radio stations, to support investment by broadcasters in content and the long-term sustainability of the sector, while strengthening protections for the provision of local news and information.
- Support Channel 4's sustainability, including by strengthening the broadcaster's governance arrangements and allowing Channel 4 to make more of its own programmes.
- Allow S4C, the Welsh language broadcaster, to broaden its reach and offer its content on new platforms in the UK and beyond, updating its public service remit to include digital and online services, and formally implementing in statute other recommendations made by Euryn Ogwen Williams' 2018 independent review.
- Recognise the importance of minority language content in the public service remit for TV (covering Welsh, the Gaelic language, Irish, Scots, Ulster Scots and Cornish), and give Gaelic-language content appropriate prominence, through MG Alba's existing partnership with the BBC.
- Better protect children by applying similar standards for TV to the streaming giants. The Bill will ensure standards are upheld on video-ondemand services through a proportionate new Video-on-demand Code, to be drafted and enforced by Ofcom.
- Provide greater access to subtitles, audio description, and signed interpretation for the millions of people living with hearing loss and visual impairments in the UK when they watch or listen to content on-demand, in line with requirements on live TV.

## Territorial extent and application

• All the provisions in the Media Bill will extend and apply to the whole of the United Kingdom, except for the repeal of Section 40 of the Crime and Courts Act 2013, which extends and applies to England and Wales.

- The Government's support for the media and creative industries is longstanding. Since 2010, we have deployed a range of tax reliefs and investments to maximise the potential of these sectors:
  - we introduced high-end TV and animation reliefs in 2013, video games and theatre tax reliefs in 2014, the children's television tax relief in 2015, the orchestra tax relief in 2016, and the museums and galleries tax relief in 2017;

- the Spring Budget 2023 built on this support and announced extensions to tax reliefs for orchestras, museums and galleries, and reforms to audiovisual tax reliefs that will provide a greater benefit to recipients;
- newspapers have benefitted from the extension of business rates relief for local newspaper office space until 2025; the investment of £2 million in the Future News Fund, and the zero-rating of VAT on e-newspapers.
- Internet access and streaming services have fundamentally changed how audiences access broadcast content, but our public service broadcasters are governed by laws written 20 years ago. The Media Bill is needed to enable these broadcasters PSBs to compete in this new world, so they can continue developing skills and driving growth in the creative industries across the UK.
- The viewing of broadcast TV is in decline. Last year, its weekly reach fell to 79 per cent, down from 83 per cent in 2021, the sharpest fall on record but this was offset by an increase in on-demand viewing, which in 2023 reached 53 minutes a day. The new laws will introduce simpler, more up-to-date rules on what our public service broadcasters have to broadcast and how they reach viewers, ensuring they are able to adapt to changing viewer habits as people increasingly watch TV online.
- Public service broadcasters play a vital role in supporting the wider film and TV sector, which contributed £18.2 billion to the UK economy in 2020 and is responsible for 280,000 jobs across the UK.
- Almost eight in ten children aged 5-15 (78 per cent) watch some form of video-on-demand content. This number has almost doubled since 2015. Video-on-demand services provide huge value to UK audiences, and in many cases significant, and growing, contributions to the UK economy. However, these services are regulated far less robustly than traditional broadcast television stations, particularly content standards.
- Channel 4 have made progress diversifying their revenues in recent years, with 10 per cent of their revenues now coming from non-advertising sources. However they still remain significantly dependent on advertising; in 2022 two thirds of their revenues came from linear television advertising, the market for which is in long term structural decline. This is in contrast to other broadcasters who have pursued successful diversification strategies through investing in their own 'in-house' production studios. For example, in 2022 ITV generated 48 per cent of its group revenues from its ITV Studios business.
- Radio remains a strong, trusted medium in the UK, delivering significant public value. 88 per cent of the population (aged 15+) tunes in every week, for an average of around 21 hours. Smart speaker listening now represents 14 per cent of radio listening, up from zero in 2016 (when the first of these devices entered the UK market).

#### **Arbitration Bill**

- The Arbitration Bill modernises the law on arbitration as recommended by the Law Commission of England and Wales. This includes clarifying the law governing arbitration agreements, strengthening the courts' supporting powers, and facilitating quicker dispute resolution.
- These new measures will bolster England, Wales, and Northern Ireland's world-leading domestic and international arbitration sector with benefits for individuals and businesses seeking to resolve disputes, as well as boosting economic growth.

- Arbitration is a form of dispute resolution. If two or more parties have a dispute
  which they cannot resolve themselves, they might appoint a third person as an
  arbitrator to resolve the dispute for them by issuing an award or they might appoint
  a panel of arbitrators to act as an arbitral tribunal. This gives individuals and
  businesses access to effective dispute resolution without the cost or stress of court
  proceedings. It is also an important means of reducing pressures on our courts
  system.
- The Arbitration Bill implements recommendations from the Law Commission's review of the Arbitration Act 1996. It will support arbitration in England, Wales, and Northern Ireland by:
  - Empowering arbitrators to expedite decisions on issues that have no real prospect of success. This will make arbitrations more efficient and aligns with summary judgments available in court proceedings.
  - o Introducing a statutory duty on arbitrators to disclose circumstances which might give rise to justifiable doubts about their impartiality. This will codify the common law and align English law with international best practice to promote trust in arbitration.
  - Extending arbitrator immunity against liability for resignations, unless shown to be unreasonable, and the costs of the application to court for their removal, unless they have acted in bad faith. This will support arbitrators to make robust and impartial decisions without fear of being sued by a disappointed party.

- Clarifying the law governing arbitration agreements, providing that the law applicable will be those of the legal location chosen for arbitration unless parties expressly agree otherwise. This will ensure that, where arbitration is seated in England and Wales or Northern Ireland, it will be fully supported by our arbitration law which is among the most supportive of arbitration globally.
- Simplifying the procedure for challenging arbitral awards on substantive jurisdiction by providing for rules of court that would mean these applications should contain no new evidence or new arguments. This will avoid challenges based on jurisdiction becoming a full rehearing, reducing the delay and costs involved in court hearings repeating what has already been argued before the tribunal.
- Empowering the court to make orders supporting those of emergency arbitrators. This will give emergency arbitrators the same pathways to enforce their orders as other arbitrators and enhance their effectiveness.
- Providing that the court can make orders in support of arbitral proceedings against third parties. This will resolve conflicting decisions in the case law and aligns with the approach in court proceedings.

## **Territorial extent and application**

The Bill will extend and apply to England and Wales. Justice is a devolved matter
in Scotland and Northern Ireland. However, the Arbitration Act 1996 also applies
to Northern Ireland and so, subject to the agreement of the Northern Ireland
Department of Justice, the Bill will also extend and apply to Northern Ireland.

- England and Wales is among the world's foremost jurisdictions for arbitration. Industry estimates suggest international arbitration has grown by about 26 per cent between 2016 and 2020, with London the world's most popular seat of arbitration.
- England, Wales, and Northern Ireland's arbitration sector is world-leading in its facilitation of domestic and international legal disputes. The Law Commission of England and Wales estimate there are at least 5,000 domestic and international arbitrations each year in England and Wales, worth £2.5 billion to the economy in fees alone.
- It is vital to modernise our arbitration framework, to respond to competition from abroad and maintain our competitive edge. Competing jurisdictions have updated their legislation more recently: Singapore in 2023, Hong Kong in 2022, and Sweden

- and Dubai in 2018. In 2021, Singapore ranked equal first to London as preferred choice of seat for the first time according to research from Queen Mary University.
- The Law Commission consulted extensively before reaching its recommendations, which this Bill implements. They have received great support from the arbitration sector. The Law Commission ran two public consultations on the Arbitration Act 1996 in 2022-23, with a majority of respondents to both consultations agreed with the amendments to the Arbitration Act provided for in this Bill.
- The Bar Council has welcomed the Law Commission's review and said "London has a well-deserved reputation as the foremost centre for International Arbitration. It is important to legislate to make the modest changes to the arbitration regime which the Law Commission has recommended in order to maintain and enhance that reputation."

#### **Draft Rail Reform Bill**

- The railways are a vital part of the transport system of Great Britain. They support
  over a billion journeys per annum, employ over 100,000 people and carry millions
  of tonnes of freight each year. Rail touches all corners of the country, connecting
  communities and forming an iconic part of our industrial heritage.
- The public rightly expect ever more from our railways, but the structure that has
  evolved over time now needs legislation to set the foundations for further progress.
  In order to meet the demands of a modern economy and society, we need our
  railways to be more responsive and more efficient, more adaptive to technology
  and innovation, and to fully embrace the private sector and its benefits.
- The draft Rail Reform Bill sets a bold vision for future rail customers of punctual and reliable services, simpler tickets and a modern and innovative railway that meets the needs of the nation. It helps deliver on the 2019 manifesto commitment by bringing forward the biggest rail reform programme in a generation to create a simpler, more effective rail system.
- Given the scale and complexity of the changes being made to the sector, it is right that the draft Bill undergoes pre-legislative scrutiny to provide Parliamentarians and experts across industry the opportunity to review and test the legislation in draft. This will allow for a swifter passage through Parliament when the legislation is brought forward.

#### What does the draft Bill do?

- Prior to the COVID-19 pandemic the railways had experienced significant growth with passenger numbers doubling in two decades. Thousands of new, cleaner and greener trains were introduced, dozens of new stations have opened, hundreds have been made more accessible and modern, and in 2018, rail travel achieved its highest share of all miles travelled in Great Britain since 1965. The pandemic presented an existential challenge to the railways. Almost overnight, passenger numbers fell to levels last seen in the 1850s, reaching just 5 per cent of previous demand in April 2020. This impacted railway revenue and saw an increase in reliance on taxpayer investment.
- However, the structure that has evolved over time now needs legislation to set the foundations for further progress. The draft Rail Reform Bill will enable:
  - o **More accountability**: Bringing together the management of the network and the commissioning of passenger services into a new public rail body that puts

customers first and delivers efficiency. The Secretary of State's franchising authority functions will be transferred to Great British Railways, ensuring that operational and infrastructure decisions are made in a co-ordinated way. The new body will serve as the single point of accountability for the performance of the railway where previously it was split between Network Rail and the Secretary of State.

- Better service: Simplifying fares and ticketing, providing more convenient ways to pay with the rollout of Pay As You Go and new ways of buying tickets such as single leg pricing which will make the railways easier to use (for example by removing the anomaly of some single tickets being almost as expensive as a return ticket). Whole system strategic decision-making should lead to improved reliability and performance of train services. Great British Railways' regional structure is intended to ensure differing regional customer needs are part of decision-making.
- Smarter growth: Developing the right commercial conditions to empower the private sector to reinvigorate the industry, drive innovation and most importantly, attract more customers to the railway. We need a pragmatic partnership between state and industry, properly harnessing the dynamism and efficiency of the private sector. This will help drive new investment and innovation in the railways to better deliver for existing customers and attract new ones.
- Greater efficiency: Establishing Great British Railways will create a simpler industry structure. It will be adaptable to changing customer needs, working in close partnership with the private sector (including train operating companies, freight operators, suppliers and innovators) to deliver a more efficient, modern rail system underpinned by better collaboration and aligned incentives, generating value and savings that will have benefits for passengers and taxpayers.
- Improved focus on customers through specific accessibility and freight duties: Introducing specific duties in relation to accessibility and freight, set out in the Great British Railways' licence, will ensure that accessibility on the railway is improved and the experience for disabled passengers is enhanced. Rail freight will be targeted for growth, recognising the sector's economic benefits and potential for expansion.
- Whilst this primary legislation is needed to establish Great British Railways, many reforms and tangible benefits for rail users are being delivered now. This includes simplifying fares and continuing the rollout of Pay As You Go and barcode ticketing, building local partnerships, a new Rail Freight Growth Target, simplifying industry practices, improving rail contracts and delivering workforce reforms.

• The Bill extends UK-wide, and most measures apply to Great Britain.

- The railways are used by millions of people to access work, education, leisure and other vital services, carry millions of tonnes of freight, helping to reduce congestion from the roads, and employ around 100,000 full-time people across train operating companies. Over a billion passenger journeys were made by rail in Great Britain over the last year.
- The Government appointed independent Chair Keith Williams to conduct a rootand-branch review of the railways after a timetable change in May 2018 exposed the system's lack of leadership, coordination and customer focus.
- These reforms reflect the findings of the Williams review and the Plan for Rail White Paper - which were strongly endorsed by the industry. Williams rightly identified serious issues facing the railways before the pandemic struck, which were then exacerbated. Despite progress, legislation is needed to complete the process of reform and futureproof the industry.
- The Great British Railways Transition Team has been established and is bringing the industry together, by encouraging close industry working, supporting revenue recovery efforts, generating additional passenger revenue and journeys. It has established a Strategic Freight Unit to provide strategic leadership to unlock opportunities for growth in the sector and develop options for a long-term rail freight growth target. After a competition involving the public from our railway towns and cities, Derby was chosen as the home for the headquarters of Great British Railways.
- New national flexi season tickets are on sale, with over 900,000 sold since launch, alongside the continued rollout of digital ticketing.
- Single leg pricing has been extended to the rest of the LNER network and we have begun the roll-out of Pay-As-You-Go ticketing in the South East, as well as working with Greater Manchester and West Midlands on Pay-As-You-Go as part of the Trailblazer deals.
- The accessibility audit of all 2,578 railway stations in Great Britain is complete and the National Rail Accessibility Strategy is being developed. The results will help people with accessibility needs better plan their journeys and travel with confidence.

#### STRENGTHENING SOCIETY

## **Tobacco and Vapes Bill**

"My Government will introduce legislation to create a smokefree generation by restricting the sale of tobacco so that children currently aged fourteen or younger can never be sold cigarettes, and to restrict the sale and marketing of e-cigarettes to children."

- If we want to change the direction of our country and build a better future for our children, that means tackling the single biggest entirely preventable cause of ill-health, disability and death: smoking.
- The Bill will implement the hard but necessary decisions to get the country on the
  right path for the future. There is no more addictive product that is legally sold in
  our shops than tobacco and four fifths of smokers start before the age of twenty
   which is why 'stopping the start' of addiction is vital.

- The Tobacco and Vapes Bill will tackle the single biggest entirely preventable cause of ill-health, disability and death: smoking.
- The Bill will:
  - create the first smokefree generation so children born on or after 1 January 2009 (turning 14 this year or younger) will never be able to be legally sold cigarettes. This will mean effectively raising the age of sale by one year each year for this generation, to prevent them and future generations from ever taking up smoking in the first place because there is no safe age to smoke.
  - o further crack down on youth vaping. The Government is looking at new regulations to reduce the appeal and availability of vapes to children while ensuring that vapes remain available for adult smokers to quit. We are consulting now on how to get this balance right, with proposals including: restricting the flavours and descriptions of vapes so they are no longer targeted at children; regulating point of sale displays so that vapes are kept out of sight of children; regulating vape packaging and product presentation, ensuring that neither are targeted to children and closing loopholes in the law which allow children to get free samples and buy non-nicotine vapes.
  - strengthen enforcement activity with new powers to fine, on the spot, rogue retailers who sell tobacco products or vapes to people underage. We will simultaneously crackdown on illegal online sales by enhancing online age

verification to stop the sale of tobacco products and vapes to underage people online.

- We will not criminalise smoking nor will anyone who can legally be sold cigarettes today be prevented from being so in the future. It is already illegal to sell vapes to under 18s and the age of sale is not changing.
- We are wasting no time in getting on and delivering on the promise to create a smokefree generation. On 12th October, we launched an eight-week UK-wide public consultation on the smoking and vaping measures, so these can be implemented as soon as possible after the consultation closes in early December. The consultation has generated widespread support across the UK, with the Welsh Government, Scottish Government and the Department of Health in Northern Ireland all giving it their backing and agreeing to a joint consultation.
- Our consultation is also considering measures to restrict the sale and supply of disposable vapes (including considering prohibiting their sale) and action on the affordability of vapes, including exploring a new duty on vapes as other countries have done, while ensuring that there is a significant differential between duty on vapes and tobacco products.

# Territorial extent and application

 The Bill will extend to England and Wales and apply to England. However, the Government is working closely with the Devolved Administrations to understand their legislative intentions following consultation and to support them should they choose to implement these measures.

- Smoking rates in the UK are now the lowest on record, at 12.9 per cent (around 6.4 million people) and 12.7 per cent of people smoke in England (2022 data). As stated in the Khan Review, without action nearly half a million more people will die from smoking by 2030.
- Smoking is the number one preventable cause of death, disability and ill health. It
  causes 64,000 deaths a year in England, 1-in-4 of all cancer deaths, and kills up
  to two-thirds of its users. Smoking also substantially increases the risk of many
  major health conditions throughout people's lives, such as strokes, diabetes, heart
  disease, stillbirth, dementia and asthma.
- Smoking drives socioeconomic and geographic disparities in health outcomes. People in the least deprived areas of the country live around a decade longer than people in the most-deprived areas and smoking is one of the biggest causes. 1-in-11 mothers smoke at the time of delivery and this as high as 1-in-5 in some parts

of the country. Smoking increases the chance of stillbirth by almost half and makes children twice as likely to be hospitalised for asthma from second-hand smoking. And a typical addicted smoker spends around £2,450 a year, significantly stretching the household budgets of those on lower incomes.

- Smoking costs our country £17 billion a year, including £14 billion a year through lost productivity alone. This cost dwarfs the £10 billion income from taxes on tobacco products. It imposes £3 billion of costs on the NHS and care system alone. Almost every minute of every day someone is admitted to hospital due to smoking, and up to 75,000 GP appointments are made for smoking related illnesses every month equivalent to over 100 appointments every hour.
- More than 4-in-5 smokers (83 per cent) start before the age of 20. We know action targeted at young smokers works. When we raised the smoking age from 16 to 18, smoking prevalence in 16-17 year olds fell by 30 per cent. When the US raised the smoking age to 21, the chance of someone in that age group smoking fell by 39 per cent. It is very rare for people to take up smoking later in life.
- Creating a smokefree generation could reduce smoking rates amongst 14-30 year olds to near-zero by 2040 (and help halve them within three to ten years of implementation). Over the next 50 years (by 2075), it could save tens of thousands of lives; avoid up to 115,000 cases of cases of strokes, heart disease, lung cancer and other lung diseases; save the NHS and social care up to £18 billion; and boost the economy by up to £85 billion. And it will significantly level up the UK by tackling one of the largest preventable drivers of inequality in health outcomes.
- The number of children using vapes has tripled in the past three years. A staggering 20.5 per cent of children had tried vaping in 2023 despite it being illegal to sell vapes to under 18s. More children now vape than smoke. Disposable vapes play a big part in this trend: in 2021, only 7.7 per cent of current vapers aged 11 to 17 used disposable vapes, but this increased to 52 per cent in 2022 and 69 per cent in 2023.
- Youth vaping is a global issue and many countries have taken action. For example, in Australia vapes are only available by prescription. The US, Canada and New Zealand already restrict flavours. Rules we have inherited from the EU have led to a system where vapes are being routinely promoted and marketed to children at scale.
- The Government has a strong history of taking bold and comprehensive action on tobacco control:
  - smoking in cars with children was banned in 2014, and plain packaging for tobacco was introduced in 2016, building on measures introduced between 2012 and 2015 to prohibit the display of tobacco in shops;

- in May 2020, the sale of menthol flavoured cigarettes and hand-rolling tobacco was banned, as international evidence shows that many young people start smoking by using menthol cigarettes;
- last year the Government provided £35 million to deliver on the NHS Long Term Plan's commitments on smoking, including the offer of NHS-funded tobacco treatment services to inpatients who smoke and are admitted to hospital.
- Alongside our legislative proposals, the Government has announced a significant package of new funding:
  - we are supporting people to quit smoking by more than doubling the funding available (to £140 million) for local stop smoking services, to support a total of around 360,000 people a year to set a quit date. This funding will start from next April;
  - we are providing an additional £5 million this year (2023-24) and then £15 million a year thereafter (from 2024-25 2028-29) to fund national antismoking campaigns to explain the legislative changes, the benefits of quitting and support available;
  - we are strengthening enforcement of underage and illicit sales of tobacco and vapes by increasing funding for enforcement agencies – such as Border Force, HMRC and Trading Standards – by £30 million a year (from 2024-25 – 2028-29).

#### Leasehold and Freehold Bill

"My Ministers will bring forward a bill to reform the housing market by making it cheaper and easier for leaseholders to purchase their freehold and tackling the exploitation of millions of homeowners through punitive service charges."

- The Leasehold and Freehold Reform Bill delivers the Government's manifesto commitments on leasehold reform. This decisive action will address one of the longest-term challenges that the country faces: fairness in the housing market.
- The Bill will make the long-term and necessary changes to improve home ownership for millions of leaseholders in England and Wales, by making it cheaper and easier for more leaseholders to extend their lease, buy their freehold, and take over management of their building.
- These reforms build on the success of the Leasehold Reform (Ground Rents) Act 2022, which put an end to ground rents for new, qualifying long residential leasehold properties in England and Wales as part of the most significant changes to property law in a generation.

# What does the Bill do?

• The Leasehold and Freehold Reform Bill will put the country on the right path for the future by giving homeowners a fairer deal in the following ways:

#### Empowering leaseholders:

- Making it cheaper and easier for existing leaseholders in houses and flats to extend their lease or buy their freehold - so that leaseholders pay less to gain security over the future of their home.
- Increasing the standard lease extension term from 90 years to 990 years for both houses and flats, with ground rent reduced to £0. This will ensure that leaseholders can enjoy secure, ground rent free ownership of their properties for years to come, without the hassle and expense of future lease extensions.
- Removing the requirement for a new leaseholder to have owned their house or flat for two years before they can benefit from these changes – so that more leaseholders can exercise their right to the security of freehold ownership or a 990-year lease extension as soon as possible.
- Increasing the 25 per cent 'non-residential' limit preventing leaseholders in buildings with a mixture of homes and other uses such as shops and offices, from buying their freehold or taking over management of their

**buildings** – to allow leaseholders in buildings with up to 50 per cent non-residential floorspace to buy their freehold or take over its management.

# Improving leaseholders' consumer rights:

- Making buying or selling a leasehold property quicker and easier by setting a maximum time and fee for the provision of information required to make a sale (such as building insurance or financial records) to a leaseholder by their freeholder (known as 'landlords').
- Requiring transparency over leaseholders' service charges so all leaseholders receive better transparency over the costs they are being charged by their freeholder or managing agent in a standardised comparable format and can scrutinise and better challenge them if they are unreasonable.
- Replacing buildings insurance commissions for managing agents, landlords and freeholders with transparent administration fees – to stop leaseholders being charged exorbitant, opaque commissions on top of their premiums.
- Extending access to "redress" schemes for leaseholders to challenge poor practice. We will require more freeholders to belong to a redress scheme so leaseholders can challenge them if needed.
- Scrapping the presumption for leaseholders to pay their freeholders' legal costs when challenging poor practice.
- Granting freehold homeowners on private and mixed tenure estates the same rights of redress as leaseholders – by extending equivalent rights to transparency over their estate charges, access to support via redress schemes, and to challenge the charges they pay by taking a case to a Tribunal, just like existing leaseholders.
- Building on the legislation brought forward by the Building Safety Act 2022, ensuring freeholders and developers are unable to escape their liabilities to fund building remediation work – protecting leaseholders by extending the measures in the Building Safety Act 2022 to ensure it operates as intended.

# Reforming the leasehold market:

- Banning the creation of new leasehold houses so that other than in exceptional circumstances - every new house in England and Wales will be freehold from the outset.
- We will also consult on capping existing ground rents, to ensure that all leaseholders are protected from making payments that require no service or benefit in return, have no requirement to be reasonable, and can cause issues when people want to sell their properties. Subject to that consultation, we will look to introduce a cap through this Bill.

The Bill will extend and apply to England and Wales.

- The Building Safety Act 2022 delivered far-reaching protections for leaseholders against remediation costs and an ambitious enforcement regime to hold freeholders and developers to account.
- There are 752,000 households with children and 1.48 million over-65s who are leasehold homeowners.
- Leasehold reform will support the housing market. 49 per cent of leaseholders are first time buyers, and 28 per cent of leaseholders are under 35. Land Registry data tells us that 22 per cent of residential property transactions in 2019 were leasehold around 238,000 transactions in total. Almost all flats are sold on a leasehold basis compared to 6 per cent of houses.
- The current leasehold system leaves many homeowners trapped in their properties or facing extortionate costs to buy their freeholds, for example:
  - Case Study 1: Sian paid £225,000 in 2020 for her new build flat in Southend. Her lease had a ground rent indexation start date of March 2018 (when the development started) with 5-year reviews based on RPI, and so is now due for review. As a result, Sian has seen her ground rent rise from £350 to over £450 per year and she is braced for another RPI review in five years' time.
  - Case Study 2: Zack bought a flat in North Yorkshire in 2008 with a ground rent of £300 and a 10-year doubling clause, meaning he now pays £600. Zack wants to sell the flat and is considering a lease extension to extinguish the ground rent as he does not think lenders will lend against a lease with the current ground rent terms. He has been quoted £25,000 to extend the lease and cannot afford to pay this sum.
- Our reforms will tackle these issues head on:
  - We are making it significantly cheaper for leaseholders to extend their leases. For example, a young first-time buyer in a £250,000 leasehold flat in Birmingham with 76 years left on the lease would currently have to pay around £16,000 to extend the lease plus around £10,000 to cover their costs and the freeholder's costs. Under our reforms, they will now only pay around £9,000 plus their own legal costs for a 990-year extension a saving of over £10,000.
  - The ground rents cap we are consulting on could save leaseholders up to an average of £250 in year one and £6,000 over the remaining term of their lease that would be £250 back in people's pockets each year. This will also make it easier for people to sell their properties and get mortgages.

## Renters (Reform) Bill

"Renters will benefit from stronger security of tenure and better value, while landlords will benefit from reforms to provide certainty that they can regain their properties when needed."

- A thriving private rented sector is a vital part of our housing market providing flexibility for those who want it, and a secure stepping stone towards home ownership for aspiring renters.
- The Renters (Reform) Bill delivers our manifesto commitment to upgrade the
  private rented sector and improve renting for the long-term. It will provide greater
  security and certainty of quality accommodation for renters, while helping
  landlords get their property back swiftly when needed, such as evicting anti-social
  tenants or those repeatedly in rent arrears.

- As part of the Government's long-term plan for housing, the Renters (Reform) Bill will support the 11 million private tenants and 2.3 million landlords in England by:
  - Delivering the Government's manifesto commitment to abolish 'no fault evictions', increasing tenants' security. We will not commence the abolition of section 21 until stronger possession grounds and a new court process is in place.
  - Strengthening landlord grounds for possession, adding new mandatory grounds for possession; for example, if landlords wish to sell property or for repeated serious rent arrears, as well as expanding grounds for when close family members wish to move in. If a tenant breaches their tenancy agreement or damages the property, landlords will be able to evict them in as little as two weeks.
  - o Introducing stronger powers to evict anti-social tenants. Tenants who are persistently disruptive should be evicted a measure that will be welcomed by both landlords and responsible tenants. The Bill will seek to halve the delay between a landlord serving notice for anti-social behaviour and eviction, with landlords able to make a claim in the court immediately. We will also broaden the criteria for disruptive and harmful activities that can lead to eviction.
  - Ending blanket bans on pets. Tenants will have the right to request a pet, which landlords cannot unreasonably refuse. We will do this whilst protecting

landlords' properties by allowing them to require insurance to cover potential damage from pets.

- Creating a digital Private Rented Property Portal to bring together key information for landlords, tenants, and councils. Landlords will quickly be able to understand their obligations and demonstrate compliance. Councils will be able to use the Portal to target enforcement where it is needed against a minority of unscrupulous landlords. Tenants will be able to access helpful information when entering tenancies.
- Supporting quicker, cheaper resolution when there are disputes preventing them escalating to costly court proceedings – with a new Private Rented Sector Ombudsman that will provide fair, impartial and binding resolution, reducing the need to go to court.
- Alongside this, we intend to bring forward amendments at the earliest opportunity to:
  - Make it illegal to have blanket bans on renting to tenants in receipt of benefits or with children – so no family is discriminated against, while landlords will retain the final say on who they rent to.
  - Squeeze out criminal landlords who undercut the responsible majority making it easier for councils to target enforcement action and arming them with further enforcement powers.
  - Protect the student market. We recognise that the student market is largely cyclical and that landlords must be able to guarantee possession each year for a new set of tenants. We will introduce a new ground for possession to facilitate this.
- Alongside the Bill the Government is pursuing wider measures to support landlords:
  - o Speeding up the courts process so landlords can quickly regain possession of their property if a tenant refuses to move out. We will align the abolition of section 21 with reform of the courts. We are starting work on this now, with an initial commitment of £1.2 million to begin designing a new digital system for possessions. As work progresses, we will engage landlords and tenants to ensure the new system supports an efficient and straightforward possession system for all parties.
  - Scrapping proposals to require landlords to meet EPC C from 2025 in their private rented properties. As announced by the Prime Minister in September, we will not be taking forward proposals to force private landlords or homeowners to upgrade homes to EPC C. Landlords can still take

advantage of the many government-backed schemes available to improve energy efficiency but at a time that suits them.

# **Territorial extent and application**

The Bill will extend to England and Wales and apply to England.

- We have taken significant action over the past decade to improve private renting.
  This has included improving safety standards through requirements for smoke and
  carbon monoxide detectors, awarding £6.7 million to local councils to boost their
  enforcement work where things go wrong, and reducing financial barriers to rented
  by capping most tenancy deposits at five weeks' rent.
- We have also legislated to ban tenant fees. This has reduced the upfront cost for tenants of renting and provided greater transparency over what a given property will cost them in the advertised rent with no hidden costs.
- During the COVID-19 pandemic the Government's emergency measures helped tenants to remain in their homes by banning bailiff evictions, extending notice periods, and providing unprecedented financial aid.
- We are on track to meet our manifesto commitment of one million additional homes over this Parliament and have delivered almost 2.3 million homes across England since 2010, giving millions of people the opportunity of homeownership while boosting the supply of homes for rent.
- Unexpected evictions cause financial difficulty and disrupt employment and schooling and over a quarter of households that moved in the last year did not do so by choice. Each school move at a non-standard time reduces expected GCSE grades by 0.5.
- Most landlords and properties let are sensitive to shifts in interest rates almost 60 per cent of landlords (and almost 70 per cent of properties let) are financed through a Buy to Let mortgage. We must protect their rights to increase rents to the market level.
- Most landlords hold a small portfolio having worked hard to secure this property

   over 40 per cent rent out just one property, while a further 40 per cent own
   between two and five, and the remaining 18 per cent own five or more. We must
   ensure the new systems works for all.

#### **Football Governance Bill**

"Legislation will be brought forward to safeguard the future of football clubs for the benefit of communities and fans."

- An Independent Football Regulator will put fans back at the heart of football and help to deliver a sustainable future for all clubs. It follows on from the 2019 manifesto commitment to conduct a fan-led review of football, which highlighted a number of systemic issues in football that this legislation addresses.
- The Regulator will address systemic financial issues in football while providing the
  certainty and sustainability required to drive future investment and growth, so that
  the Premier League and the English Football League remain a global success
  story. It will also provide greater protections for club heritage, address the issue of
  breakaway competitions, and most importantly ensure that fans have a greater
  voice in their own clubs.
- The Regulator will not change the fundamentals of the game it will ensure a more sustainable future, with fans at its heart, for generations to come.

- The fragility of the English footballing pyramid has been exposed in recent years.
  The collapse of Bury FC, the devastating impact of the pandemic on clubs, and the
  botched plan for a breakaway European Super League have all revealed the
  financial unsustainability of some clubs and the need for more accountability for
  fans.
- In 2019, we committed to a fan-led review of football, which recommended the
  establishment of an Independent Football Regulator. This legislation will
  strengthen the governance and financial resilience of football clubs to protect the
  national game and clubs' link with communities and fans, by:
- Establishing a new independent regulator for English football clubs to address issues of financial sustainability and ensure fans' voices are listened to. The Regulator will operate a licensing system, where all clubs in the top five tiers of the men's English football pyramid will need a licence to operate as professional football clubs. The Regulator will have powers to monitor and enforce compliance with requirements in financial regulation; corporate governance; club ownership (Owners' and Directors' tests); fan engagement and club heritage protection; and approved competitions. This approach to regulation will be proportionate to a club's circumstances based on criteria like league, club size, and

financial health. The Regulator's narrow focus will be protecting the long-term sustainability of clubs for the benefit of their fans and communities and helping to prevent the collapse of clubs like Bury and Macclesfield Town.

- Creating a new, strengthened owners' and directors' tests to make sure a club's custodians – their owners and directors - are suitable. We have seen growing concerns about financial mismanagement in football, and questions about illicit finance. The new Owners and Directors Test will protect fans from irresponsible owners.
- Setting a minimum standard of fan engagement, which clubs will need to meet, and requiring the support of a majority of fans for any changes to the club's badge, name, home shirt colours. While most clubs have a strong relationship with their fans and consciously engage them in decisions about club heritage, not all do. Fans of Cardiff City and Hull City have had to recently had to battle to bring back, or keep, their club's colours and badge (Cardiff City) and name (Hull City).
- Requiring clubs to seek the Regulator's approval for any sale or relocation
  of the stadium and demonstrate how they have consulted their fans as part
  of this. At Derby County, we saw the issues caused by the decision to sell the
  club's stadium to a separate company owned by the club's owner.
- Preventing clubs from joining breakaway or unlicensed leagues. In 2021,
  Premier League fans faced the prospect of a breakaway European Super League
  that was fundamentally uncompetitive, and which threatened to undermine the
  footballing pyramid against the wishes of fans. Fans will no longer face the
  prospect of seeing their clubs sign up to ill-thought out proposals such as the
  European Super League.
- Intervening as a last resort to ensure financial sustainability through the
  redistribution of broadcast revenue. The Government recognises that the
  current distribution of revenue in the top 5 divisions is not sufficient, contributing to
  problems of financial unsustainability and having a destabilising effect on the
  football pyramid. The Regulator will have powers in extremis if the leagues
  themselves have not come to a voluntary agreement to ensure financial
  sustainability.
- Establishing a compulsory 'Football Club Corporate Governance Code'. Clubs will be required to report annually on corporate governance, setting out how they apply the principles of the Code and why this is suitable for their circumstances.

 The Bill will extend and apply to England and Wales. The regime will only apply to the English football pyramid, with regulations setting out which leagues (the top 5 tiers) will be captured.

- The Premier League is a global success, attracting more viewers and higher revenues than any of its international rivals: in the 2021-22 season the Premier League's aggregate revenue was £5.5 billion compared to Spain's La Liga (£2.8 billion) and Italy's Serie A (£2.1 billion).
- However, this cannot disguise the underlying fragility of the English football pyramid. Fundamental problems of perverse incentives, poor governance, and defective industry self-regulation mean there is a high and growing risk of financial failure among clubs:
  - clubs are consistently loss making and rely on external funding. From 2010-11 to 2021-22, Championship clubs made collective pre-tax losses over £3 billion and they exceeded £1.7 billion in the last five seasons for which data is available (2017-18 to 2021-22);
  - even at Premier League-level, from the 1999-2000 season onwards, 19 out of 23 (83 per cent) Premier League seasons have resulted in pre-tax losses, highlighting that this is a persistent issue even for the highest earning clubs.
- Levels of borrowing and debt are increasing. Across the Premier League and Championship combined, net debt increased to £4.4 billion in 2022. This shows that many clubs across the pyramid are financially vulnerable. The unique importance of football clubs to their fans and local communities means the social costs of financial failures would be significant. The introduction of an Independent Football Regulator will help to promote and secure the financial sustainability of clubs and reduce the likelihood of financial collapse.

## Pedicabs (London) Bill

"A bill will be introduced to deal with the scourge of unlicensed pedicabs in London."

- Pedicabs are the only form of unregulated public transport on London's roads the only place in England and Wales where they are not regulated. Too frequently, people experience anti-social, unsafe, and nuisance behaviour from some pedicab operators and drivers – this must stop.
- The Government's Anti-social Behaviour Action Plan, published earlier this year, committed to ensuring the police and local authorities have the tools they need to tackle the scourge of unruly and criminal behaviour, protect the public, and keep communities safe.
- Passengers need the confidence to know they are in a safe, licensed and roadworthy vehicle, while pedestrians and other road users deserve to be protected from some unruly pedicab drivers.
- The Pedicabs (London) Bill will give Transport for London powers to regulate London's pedicab industry so that passengers, pedestrians and other road users go about their lives safe in the knowledge these vehicles and their operators are properly licensed and accountable.

- Pedicabs are the only form of unregulated public transport on London's roads, with recent estimates suggesting there are up to 900 pedicabs carrying passengers with limited requirements on their operations, and limited powers to tackle significant safety and traffic-related issues.
- Addressing longstanding concerns about pedicab operations, will pave the way for a sustainable pedicab industry that is safer for passengers, pedestrians, and other road users in London, and making it fairer for passengers and taxpayers by enabling Transport for London (TfL) to introduce fare controls.
- The Pedicabs (London) Bill will enable TfL to regulate London's pedicabs and protect passengers by:
  - Conferring powers on TfL to bring forward a licensing regime for pedicabs, in a similar way to local authorities throughout the rest of England and Wales.
  - Providing TfL with the ability to introduce fare control to combat overcharging on pedicab services and protect consumers from being ripped off.

- Allowing TfL to set standards for operators, drivers, and their vehicles to improve the safety of pedicabs, as well as introducing insurance requirements and ensuring vehicles are road worthy.
- Ensuring that pedicab drivers undergo criminal record and right to work checks before being allowed to carry passengers in the same way that drivers of taxis and private hire vehicles must do, allowing passengers to use pedicabs with confidence and cutting crime.
- Giving TfL powers to take steps to improve congestion and tackle issues such as highways obstruction. TfL will be able to restrict the presence of pedicabs in certain areas, at certain times. This will help improve road safety and traffic-related issues in central London.
- Enabling enforcement action against those operating without a licence or outside their licence conditions, including civil sanctions and criminal offences.

• The Bill will extend to England and Wales, but the measures will apply only in Greater London.

- Outside of London pedicabs can be regulated as taxis in England and Wales.
- There is no reliable data about the number of pedicabs operating in London, or who is operating and driving the vehicles. Recent estimates have varied from around 200 up to 900 pedicabs carrying passengers.
- Westminster City Council has primarily taken enforcement action usings powers contained within the Control of Pollution Act 1974, targeting noise nuisance on central London's streets. The Council launched an information campaign in October 2022 warning residents and visitors about the dangers of using unlicensed pedicabs in central London. Working with the Metropolitan Police, the Council conducts monthly operations around central London hotspots to crack down on nuisance pedicab operators.
- There is currently no fare control for pedicabs in London, which has resulted in regular media coverage about excessive fares being charged for short journeys. In July 2023, the BBC reported that a tourist with two children was charged £464 for a 1.3-mile, seven-minute journey.
- Since 2021, Westminster City Council has received around £30,000 in fines from pedicab drivers. Fines have ranged from around £106 to £1850. Prosecutions were secured against 68 pedicab drivers in 2022 for anti-social behaviour; and 13 pedicab drivers have been taken to court and charged in 2023, up to August.

#### **Holocaust Memorial Bill**

"My Government is committed to tackling antisemitism and ensuring that the Holocaust is never forgotten. A bill will progress the construction of a national Holocaust Memorial and Learning Centre in Victoria Tower Gardens."

- We must do everything we can to ensure the Holocaust is never forgotten and antisemitism is driven out of our society. The barbaric attack by Hamas on Israeli civilians on 7 October 2023 and the rise in antisemitism in the days and weeks after serves as a reminder that we must never give up doing so.
- Our Holocaust Memorial Bill will support the building of a national Holocaust Memorial and Learning Centre in the heart of our democracy, next to the Houses of Parliament. It will be a focal point for national remembrance of the Holocaust, dedicated to the six million Jewish men, women and children and all other victims of the Nazis and their collaborators.

- The Holocaust Memorial Bill enables the Government to deliver its manifesto commitment to build the planned Holocaust Memorial and Learning Centre.
- Located next to the Houses of Parliament, the memorial will serve as a powerful reminder to the whole nation of the Holocaust and its victims.
- This memorial will rightly sit at the heart of our democracy, next to Parliament, and will act as an inspiration to the whole nation for generations to come.
- The Holocaust Memorial Bill:
  - authorises expenditure on the construction, maintenance and operation of the Holocaust Memorial and Learning Centre;
  - disapplies the relevant sections of the London County Council (Improvements) Act 1900, ensuring that this legislation does not serve to further block the building of a memorial in Victoria Tower Gardens.
- The Holocaust Memorial Bill is a hybrid Bill which means that people who are directly, and specially, affected have the opportunity in each House of Parliament to petition against the Bill, and to be heard by a Select Committee.

The Bill will extend to England and Wales and apply to England.

- The commitment to build a Holocaust Memorial and Learning Centre was first made in January 2015 and has been endorsed by all living prime ministers.
- The design is sensitive to the heritage and existing uses of Victoria Tower Gardens.
   The Memorial and Learning Centre will take up approximately 7.5 per cent of the park, while making enhancements to the remainder of the gardens that will help all visitors including better pathways and improved access to existing memorials.
- Incidents of antisemitism, recorded by the Community Security Trust (CST), rise in correlation to escalations of violence in Israel and the Palestinian Territories. This has been further demonstrated by a huge rise in reported antisemitic incidents following Hamas's attack on Israel - the Metropolitan Police recorded an over 1000% rise in antisemitic incidents compared to the last year.
- This sits alongside the Government's wider package to tackle antisemitism and remembering the horrors of the Holocaust including:
  - the Jewish Community Protective Security Grant provides protective security measures (such as guarding, CCTV and alarm systems) at Jewish schools, colleges, nurseries, and some other Jewish community sites, as well as a number of synagogues;
  - o in March 2023, the Home Secretary announced the continuation of the Jewish Community Protective Security Grant, and increased funding for 2023-2024 by £1 million, to a total of £15 million. In October 2023, in the wake of Hamas's barbaric attack on Israel, the Prime Minister announced increased funding of £3 million for The Community Security Trust to increase patrols;
  - the provision of over £12 million in funding since 2010 to the Holocaust Memorial Day Trust to run events to mark Holocaust Memorial Day;
  - £500,000 of funding to the Holocaust Education Trust from 2020-21 to 2022 23 to deliver their Lessons from Auschwitz project into Higher Education.

## **Animal Welfare (Livestock Exports) Bill**

- Now that we have left the European Union, we can end live animal exports, further strengthening our animal welfare protections and delivering on our manifesto commitment.
- The Animal Welfare (Livestock Exports) Bill will ban the export of cattle, sheep, goats, pigs and horses for slaughter and fattening from Great Britain, stopping unnecessary stress, exhaustion and injury caused by exporting live animals.
- We have already stopped the export of live animals; this Bill brings a permanent ban into effect and prevents any future exports.

- We are a nation of animal lovers and have some of the highest animal welfare standards in the world, which we continue to strengthen even further.
- The UK was the first country in the world to pass legislation to protect animals and we are currently joint top of the World Animal Protection's Index. This Bill builds on our proud animal welfare record further by preventing unnecessary journeys of animals being exported abroad.
- Our meat exports carry a premium internationally because of our high welfare standards. This Bill reinforces our position as a world leader on animal welfare, boosting the value of British meat and helping to grow the economy.
- The Animal Welfare (Livestock Exports) Bill delivers on our commitment to animal welfare by:
  - Fulfilling the Government's manifesto commitment to end excessively long journeys for slaughter and fattening by banning the live export of cattle, sheep, goats, pigs and horses. It will prevent unnecessary long export journeys, instead using shorter and less stressful domestic journeys.
  - Ensuring animals are slaughtered domestically, in high welfare UK slaughterhouses and preventing the export to unknown and likely lower welfare slaughterhouse conditions.
  - Taking advantage of Brexit freedoms which mean the UK can ban live animal exports which was prevented under EU rules.
  - Our new rules will still allow live animal exports in other circumstances, for example, for breeding and competitions, provided they are transported in line with legal requirements aimed at protecting their welfare.

- No animals have been exported for slaughter from Great Britain since we announced our intention to bring forward a ban in 2021. Our bill makes this permanent.
- Alongside the Bill we are pursuing wider measures on animal welfare:
  - Funding for farmers: we are supporting farmers to improve animal welfare conditions, for example through funding annual vet visits for all livestock farmers and new equipment and upgraded farm infrastructure.
  - Support for small abattoirs: we are introducing a £4 million Smaller Abattoir Fund, opening by the end of 2023. The fund will improve animal health and welfare and help sustain our network of smaller abattoirs, providing a valued service to local farmers and helping to maintain reduced journey times for livestock to slaughter.

The Bill will extend and apply to England and Wales and Scotland.

- The Government's 2020 consultation on ending live animal exports showed that 87 per cent of respondents agreed that livestock and horses should not be exported for slaughter and fattening.
- Long journey times pose welfare risks such as stress, exhaustion and injury.
   From a welfare perspective, animals should only be transported when necessary, and journey durations should be minimised. The shortest direct to slaughter export journey from GB to continental Europe in 2018 was a journey time of 18 hours. Most domestic journeys to slaughter in the UK are significantly shorter.
- Journeys of unweaned calves from GB for fattening in Spain were found to last on average 60 hours and often even longer.
- As the Royal Society for the Prevention of Cruelty to Animals has said "The RSPCA wants to see an end to the practice of exporting live farm animals for slaughter or further fattening [...] Farm animals should be slaughtered as close to the place where they are reared as possible. There should then be a carcassonly export trade."
- The Government has already delivered a raft of measures to ensure the welfare of animals:
  - Tougher sentences for animal cruelty: The Animal Welfare (Sentencing)
     Act 2021 increased maximum sentences from six months up to five years.
  - New laws on animal sentience: The Animal Welfare (Sentience) Act 2022 recognises in law that all vertebrate and invertebrate animals are sentient beings.

- o **Bringing in, and extending, the ivory ban**: The Ivory Act 2018 is one of the toughest bans on ivory sales in the world.
- Bringing forward cat microchipping: from 10 June 2024, all owned cats in England over 20 weeks of age must be microchipped and registered on a compliant database.
- Since 2010 the Government has also backed the:
  - Wild Animals in Circuses Act 2019, which makes it an offence for an operator of a travelling circus in England to use (in performance or exhibition) a wild animal in the circus.
  - Animal Welfare (Service Animals) Act 2019, aka "Finn's Law", which
    prevents those who attack or injure a service animal from claiming selfdefence.
  - Shark Fins Act 2023, which banned the import and export of detached shark fins, including all products containing shark fins such as tinned shark fin soup.
  - Glue Traps (Offences) Act 2022, which banned the use of inhumane glue traps, which are a widely available method of rodent control but can cause immense suffering.
  - Animals (Low-Welfare Activities Abroad) Act 2023, which allows for the introduction of a ban on the advertising and offering for sale here of specific low-welfare activities abroad.

# **Economic Activities of Public Bodies (Overseas Matters) Bill**

- The Bill delivers the manifesto commitment to ban public bodies from imposing their own boycotts, divestment, or sanctions campaigns against foreign countries.
- The Bill will ensure that the UK has a consistent foreign policy and speaks with one voice internationally. It will ensure public bodies do not waste taxpayers' money pursuing their own foreign policy agendas.

- The Bill will:
  - ban public bodies from taking account of territorial considerations in a way that indicates moral or political disapproval of foreign state conduct when making procurement and investment decisions.
  - ban public bodies from publishing statements indicating that they intend to engage in a boycott or divestment policies.
  - apply to all public bodies across the UK, as defined in section 6 of the Human Rights Act 1998.
  - enable enforcement activity to ensure that public bodies comply with the ban. This includes the power for enforcement agents to investigate breaches of the ban, issue compliance notices, and impose monetary penalties.
- Public bodies that pursue their own foreign policy agendas overwhelmingly and disproportionately target Israel. The Boycotts, Divestment and Sanctions (BDS) movement calls upon public bodies to treat Israel differently from any other country on the globe. This is divisive for the communities these public bodies represent and undermines community cohesion, resulting in Kosher food being removed from supermarket shelves, Jewish films being banned from a film festival, and a student union holding a vote on blocking the formation of a Jewish student society. The Government is concerned that these campaigns are linked to rising antisemitism in the UK, particularly given the events since Hamas's horrific attacks of 7 October.
- The Bill applies universally to all countries equally. All public bodies across the UK, as defined in section of the Human Rights Act 1998, are included including councils, universities, some cultural institutions, and central government bodies. It is a long-standing principle that there are restrictions on taxpayer-funded public bodies that do not apply to private bodies, including restrictions on their procurement and investment functions.

• The Bill will extend UK-wide and apply to public bodies across the UK.

- BDS motions have been passed by bodies across the UK. In 2021, Lancaster City
  Council voted to express its support for the BDS movement's demands and wrote
  to its Pension Fund urging them to divest from companies active in Israeli
  settlements. In 2014, Leicester City Council, Swansea City Council and Gwynedd
  County Council passed boycott motions targeted at the Israeli Government.
- Incidents of antisemitism, recorded by the Community Security Trust (CST), rise in correlation to escalations of violence in Israel and the Palestinian Territories. This has been further demonstrated by a huge rise in reported antisemitic incidents following Hamas's attack on Israel - the Metropolitan Police recorded an over 1000% rise in antisemitic incidents compared to the last year. When public bodies decide to boycott or divest from Israel in response violence, they legitimise and drive antisemitism.
- Sanctions policy should be determined by the UK Government. The UK already
  has a legal framework in the Sanctions and Anti-Money Laundering Act 2018 to
  impose, update and lift sanctions. Nothing in this Bill prevents the UK Government
  from imposing sanctions on any country.
- The Economic Activity of Public Bodies (Overseas Matters) Bill forms part of the UK's wider package to tackle antisemitism, including:
  - the Jewish Community Protective Security Grant provides protective security measures (such as guarding, CCTV and alarm systems) at Jewish schools, colleges, nurseries, and some other Jewish community sites, as well as a number of synagogues;
  - in March 2023, the Home Secretary announced the continuation of the Jewish Community Protective Security Grant, and increased funding for 2023-2024 by £1 million, to a total of £15 million. In October 2023, in the wake of Hamas's barbaric attack on Israel, the Prime Minister announced increased funding of £3 million for The Community Security Trust to increase patrols;
  - the provision of over £12 million in funding since 2010 to the Holocaust Memorial Day Trust to run events to mark Holocaust Memorial Day;
  - £500,000 of funding to the Holocaust Education Trust from 2020-21 to 2022 23 to deliver their Lessons from Auschwitz project into Higher Education.

#### **KEEPING PEOPLE SAFE**

## **Sentencing Bill**

"A bill will be brought forward to ensure tougher sentences for the most serious offenders and increase the confidence of victims."

- This Government will make sure that the prison estate is used to lock up dangerous criminals for longer, without further criminalising redeemable offenders by trapping them in a merry-go-round of reoffending.
- The most dangerous prisoners are guaranteed to be behind bars for longer but we need to go further to keep the public safe. For the worst murderers, the only proper penalty is life in prison without the possibility of release by the Parole Board. We will ensure that in these most serious cases life really will mean life. Further, we will ensure those that commit rape and other serious sexual offences will spend every day of their sentence behind bars and face the consequences of their actions.
- However, delivering public protection and cutting crime is not just about custody. There is persuasive evidence that suspended and community sentences are, in certain circumstances, more effective than short custodial sentences in reducing reoffending and aiding rehabilitation. In these cases, short prison sentences may even trap an offender in a revolving door of reoffending, cutting them off from work, housing, and family and further criminalising them with each spell inside.
- This Government will therefore grasp the nettle and make a long-term decision that previous governments have ducked and legislate for a presumption that sentences of less than 12 months in prison should be suspended.
- Home Detention Curfew enables eligible, suitable offenders to be released early
  from prison on strict licence conditions, so they can begin reintegrating into the
  community sooner. We will also therefore seek to extend eligibility to suitable riskassessed offenders, so they can get a headstart on reintegrating with the
  community and breaking free from the cycle of reoffending.

- The Sentencing Bill will:
  - mandate courts to impose a Whole Life Order in cases for which a Whole Life Order is currently the starting point, and murder with sexual or sadistic conduct, unless there are exceptional circumstances.

- ensure rapists, and those convicted of the most serious sexual offences, receiving a determinate sentence, serve every day of their custodial term behind bars.
- o introduce a presumption in favour of a suspended sentence for custodial sentences of twelve months or fewer. This will mean there is a presumption that offenders sentenced to less than a year in prison (and therefore who would serve a maximum of 6 months in custody) will serve their sentence in the community on requirements imposed by the court. If they breach those requirements, or commit another offence, they will be returned to court and may be sent to prison. Judges will still have discretion to impose immediate custody, for example if offenders pose a significant risk to the public or have shown disregard for court orders in the past.
- extend home detention curfew to suitable offenders serving sentences of four years or more, so they can also be considered for the scheme, up to a maximum of 6 months prior to the date on which the law requires their release in any event. The exclusions that currently apply to home detention curfew to prevent violent, sexual and terrorism offenders, and those convicted of domestic abuse being considered for the scheme, will continue to apply.

The Bill will extend and apply to England and Wales only.

- The Government has introduced a raft of measures to ensure that the law responds more effectively in cases of murder and manslaughter. These include Harper's Law (which imposes a mandatory life sentence where the victim of manslaughter is an emergency worker) and the recommendations being taken forward arising from the Domestic Homicide Sentencing Review.
- The Police, Crime, Sentencing and Courts Act 2022 added pre-meditated murder of a child to the range of circumstance which attract a Whole Life Order as a starting point.
- The same Act also enabled judges to impose a Whole Life Order on offenders aged 18 to 20 years in exceptional cases where such a sentence would be warranted.
- In 2020 the period to be served in prison for those convicted of rape and other serious sexual and violent offences and sentenced to a standard determinate sentence of 7 years or more was increased from half of the sentence length to two thirds. The Police, Crime, Sentencing and Courts Act 2022 then applied this two-

thirds release point to certain serious sexual and violent offenders (including rapists) sentenced to a standard determinate sentence of 4 years or more.

- The number of adult rape cases proceeded against in courts has increased by 75 percent, and convictions for rape are up 32 percent from 2019.
- As a result of reforms this Government has introduced, the overall rate of reoffending has fallen from 32 per cent for 2010-11 cohorts, to 25 per cent for 2020-21 cohorts.
- Short sentences of less than 12 months have a reoffending rate of 55 per cent. This is more than double the rate of reoffending than the current 24 per cent for a suspended sentence order with requirements, and far higher than the 40 per cent without requirements or 35 per cent for those given a community order.
- There are currently 3,800 people in prison for sentences of less than 12 months and due to the automatic release at the half-way point these people only ever serve a maximum of 6 months in custody.
- The Home Detention Curfew scheme was introduced in 1999 to manage the transition of prisoners from custody back into the community whilst maintaining significant restrictions on their liberty. It has operated well for more than 20 years.

#### **Criminal Justice Bill**

"My Ministers will introduce legislation to empower police forces and the criminal justice system to prevent new or complex crimes, such as digital-enabled crime and child sexual abuse, including grooming."

- It is a priority for the Government to keep the public safe and that means less crime. Since 2010, overall crime (excluding fraud and computer misuse) is down by 56 per cent, violent crime is down by 52 per cent, domestic burglary is down by 57 per cent, and vehicle related theft is down by 39 per cent. We have recruited 20,000 new police officers; we are building over 20,000 more prison places; and we are ensuring that dangerous offenders face the toughest possible punishment for their crimes.
- However we must go further. That is why we are legislating in the Criminal Justice Bill to reform the criminal justice system and give the police the powers necessary to keep people safe. The Government is taking the right long-term decisions for the country, to reduce crime, deliver fewer victims and increase punishment for the most dangerous offenders.

# What does the Bill do?

The Criminal Justice Bill will:

- ensure criminals face the consequences of their actions and spend longer behind bars by:
  - compelling defendants to attend their sentencing hearing;
  - introducing a statutory aggravating factor at sentencing for those involved in grooming gangs.
- protect the most vulnerable by:
  - (subject to consultation), introducing a mandatory duty on those who work with children to report concerns relating to Child Sexual Abuse, doing more to expose this hidden crime.
- give probation officers more powers to:
  - use polygraph tests on serious terrorist or sexual offenders to better manage their risk:
  - increase the multi-agency management requirements on offenders convicted of coercive or controlling behaviour.

## • tackle violence against women and girls by:

- introducing a statutory aggravating factor at sentencing for offenders who murder their partner at the end of their relationship;
- o criminalising the sharing of intimate images;
- o expanding the offence of encouraging or assisting serious self-harm.

# crack down on the crimes and anti-social behaviour that blight communities by:

- o taking tougher action on drugs through an expansion of drug testing on arrest;
- o increasing the maximum penalty for sale of dangerous weapons to under 18s;
- creating a criminal offence of possession of a bladed article with the intent to cause harm;
- tackling persistent, nuisance, and organised begging.

# counter evolving threats and sophisticated technologies by:

- giving the police the powers they need to dismantle organised crime groups operating under the radar by creating a new power to enter a premises without a warrant to seize stolen goods, such as phones, based off GPS location tracking technology;
- giving the police greater access to the Driver and Vehicle Licensing Agency database to identify criminals.
- banning articles that are used to commit serious and organised crime like templates for 3D printed firearm components, SIM farms, pill presses, and signal jammers used in vehicle theft.

## • build a better justice system by:

- establishing powers to transfer prisoners in and out of England and Wales to serve their sentence abroad;
- giving chief officers of police forces the right to appeal the result of misconduct boards to the Police Appeals Tribunal.

# Territorial extent and application

 The Bill will extend and apply to England and Wales. Certain provisions will also apply to Scotland and Northern Ireland.

#### **Key facts**

 147,430 full-time equivalent police officers were in post as at 31 March 2023 in the 43 territorial police forces in England and Wales, an increase of 5.1 per cent on March 2022. This is the highest number of police officers since comparable records began.

- Community Orders and Suspended Sentence Orders make up 17 per cent of the overall electronic monitoring caseload.
- Domestic abuse affects 2.4 million adults every year. One in five cases of murder and manslaughter is domestic abuse-relate.
- £339.1 million of assets were recovered from Confiscation, Forfeiture, and Civil Recovery Orders in the financial year 2022 to 2023. Receipts have risen by 75 per cent compared to £193.8 million in 2017 to 2018 and are 49 per cent higher than the six-year median of £227.8 million.
- In the last decade the average custodial sentence length has increased by almost 50 per cent, and this Government has ended automatic halfway release so that serious sexual and violent offenders will serve two-thirds of their sentence behind bars.
- Since 2019 the police have removed over 100,000 dangerous weapons from the streets, closed over 4,700 county lines.
- The Crime Survey for England and Wales shows that between the year ending March 2010 and the year ending June 2023:
  - overall crime excluding fraud and computer misuse, measured on a like for like basis, has decreased by 56 per cent;
  - neighbourhood crime including thefts from the person, personal robberies, and domestic burglaries and vehicle crime - is down 50 per cent;
  - o violent crime has fallen by 52 per cent.

## **Investigatory Powers (Amendment) Bill**

"At a time when threats to national security are changing rapidly due to new technology, my Ministers will give the security and intelligence services the powers they need and will strengthen independent judicial oversight."

- The number one priority of any Government is to keep its citizens safe especially at a time of heightened threats at home and abroad. The Investigatory Powers Act provides a clear legal framework for the security and intelligence agencies, and law enforcement bodies to access the information they need to keep us safe, prevent terrorism and take on hostile states.
- These powers, supported by robust and world-leading judicial safeguards, play an
  integral part in helping to keep the public safe from a range of threats including
  terrorism, state threats and serious and organised crime such as child sexual
  abuse and exploitation.
- But since 2016 the nature of the threats we face has evolved and we need to
  ensure the UK's investigatory powers framework remains fit-for-purpose and that
  we keep the powers available to our security and law enforcement agencies up to
  date with new technology, within the UK's clear legal framework.
- Without making changes now, the ability of our agencies to tackle evolving threats

   including terrorism, state threats, and serious crime will be increasingly constrained. In the face of greater global instability and technological advancements, now is not the time for inaction. This Bill will make urgent and targeted amendments to the Investigatory Powers Act to ensure that our intelligence agencies have the right tools at their disposal to keep the country safe.

- The Investigatory Powers (Amendment) Bill will update the Investigatory Powers
  Act 2016 to deliver the urgent changes needed to protect the British people,
  enabling the intelligence agencies to keep up-to-date in tackling a range of evolving
  threats and accelerating technological advancements that provide new
  opportunities for terrorists, hostile state actors, child abusers and criminal gangs.
- These limited and targeted reforms to the 2016 Act do not create new powers but, instead, recalibrate certain elements of the current regime to ensure that it remains fit-for-purpose to respond to modern threats.

#### The Bill will:

- Make changes to the bulk personal dataset regime to ensure the UK's intelligence agencies can more effectively make use of less sensitive data, which is already widely available to the public, subject to appropriate safeguards.
- Expand the oversight regime to support the Investigatory Powers
   Commissioner to effectively carry out their role, including putting a number
   of their functions on a statutory basis. This will maintain the robust,
   transparent, and world-leading safeguards in the regime.
- Reform the notices regime, to help the UK anticipate the risk to public safety posed by the rolling out of technology by multinational companies that precludes lawful access to data. This will reduce the risk of the most serious offences such as child sexual exploitation and abuse or terrorism.
- Update the conditions for use of Internet Connections Records to ensure that these can be used effectively to detect the most serious types of criminal activity and national security threats, underpinned by a robust independent oversight regime.
- Increase the resilience of the warrantry authorisation processes to ensure the security and intelligence agencies, as well as the National Crime Agency, can always get lawful access to information in a timely way so that they can respond to the most serious national security and organised crime threats.

## **Territorial extent and application**

The Bill will extend and apply to the whole of the United Kingdom.

- The measures being taken forward in the Investigatory Powers (Amendment) Bill have been driven by the Home Secretary's review of the Investigatory Powers Act 2016 and recommendations made in the complementary independent review by the former Independent Reviewer of Terrorism Legislation, Lord Anderson of Ipswich KBE KC.
- The UK has less ability to retain and examine bulk personal datasets than our closest allies. Whilst this reflects the UK's longstanding commitment to privacy and our strong international reputation for protecting human rights, the British public rightly also expect our intelligence agencies to be able to access data in a closely controlled way in order to investigate the most serious crimes like child abuse and terrorism.
- The UK's existing regime for using publicly available data is much more restrictive than our closest allies. Currently a warrant approved by both the Secretary of State and a Judicial Commissioner is required to enable the

retention and examination of information that is already publicly available. The changes in the Bill will maintain high oversight standards while bringing us in line with international partners.

- The powers of the world-leading Investigatory Powers Commissioner's Office will be extended. The Office oversees the use of covert investigatory powers by more than 600 public authorities, including the UK's intelligence agencies, law enforcement agencies, police, and prisons. In 2021, the Commissioners' Office conducted 450 inspections and issued 303,831 warrants and authorisations across all investigatory powers. The majority of these were used for the purposes of preventing or detecting crime.
- Currently the law requires certain thresholds to be met to enable to use of internet connection records, for example when an illicit website has been accessed and by whom. This limits the ability of operational partners to use connection records to identify and locate offenders and prevents them from detecting previously 'unknown' criminals online.
- The requirements in the current Bulk Personal Dataset regime impacts on the intelligence agencies' ability to spot and exploit opportunities in publicly and commercially available data which impacts on their agility and speed in responding to existing and emerging threats to national security.
- The changes to the Notices regime are needed to help the UK anticipate the risk to public safety posed by multinational companies rolling out technology that precludes lawful access to data – reducing the risk of the most serious offences such as child sexual exploitation and abuse or terrorism.
- Graeme Biggar, Director General of the National Crime Agency has said: "The amendments to the Investigatory Powers Act will enhance law enforcement's ability to tackle terrorism, state threats and serious organised crime such as child sexual exploitation, illegal immigration and fraud."
- The Heads of the Security and Intelligence Agencies (MI5, SIS, and GCHQ) have been clear that reforming the Investigatory Powers Act now is key to ensuring they can respond to new and evolving threats: "The scale and rapidity of technological advances since the IPA was passed in 2016 mean some aspects of the legislation urgently need updating to enable the Intelligence Agencies to continue to have maximum impact on increasingly complex and diverse threats. From intensifying hostile activity by states, to terrorists and criminal groups, all our adversaries are taking advantage of new technologies to further their aims. It is vital the UK is able to keep pace."
- Lord Anderson of Ipswich KBE KC has said: "I do not always welcome Home Office Bills: but I hope this one will come sooner rather than later".

## **Terrorism (Protection of Premises) Bill**

"Legislation will be introduced to protect public premises from terrorism in light of the Manchester Arena attack."

- In 2017, 22 victims lost their lives to a senseless terror attack at the Manchester Arena.
- The Terrorism (Protection of Premises Bill) known as Martyn's Law will deliver on the manifesto commitment to "improve the safety and security of public venues" and keep the British public safe from terrorism.
- Through Martyn's Law, premises will be better prepared and ready to respond in the event of a terrorist attack. Simple steps save lives.

- The Bill improves protective security and organisational preparedness across the UK by mandating, for the first time, those responsible for certain premises and events to consider the terrorist risk and how they would respond to an attack.
- The Bill will require certain venues to fulfil necessary but proportionate steps according to their capacity to mitigate the impact of a terrorist attack and reduce harm. The duties that premises will have will depend on the size of the venue. Premises and events with a capacity of 800 or above will be in the enhanced tier, while premises with a capacity of 100 to 799 will be in the standard tier.
- Enhanced tier: premises and events in the enhanced tier will be required to take steps to ensure preparedness for, and protection from, terrorist attacks.
- Those responsible for an enhanced duty premises or qualifying public events must:
  - notify the regulator of their premise or event;
  - take 'reasonably practicable' measures that will reduce the risk of a terrorist attack occurring or physical harm being caused. The reasonably practicable test is utilised in other regulatory regimes e.g. Health and Safety, and will enable organisations to tailor their approach to the nature of the premises, and their activities and resources;
  - keep and maintain a security document, aided by an assessment of the terrorism risk, which must also be provided to the regulator; and
  - o if the responsible person is a body corporate, they must appoint an individual as the designated senior individual for the premise or event.

- If enhanced duty premises and qualifying public events do not comply with these requirements, the regulator will be able to issue a maximum fixed penalty of the higher of £18 million or 5 per cent of worldwide revenue.
- Standard tier: this will apply to premises with a capacity between 100 and 799 people. The Government wants to ensure businesses and venues can deliver the standard tier duty rather than imposing conditions upon them that they will struggle to meet. This will mean the law stands the test of time, and be accessible, proportionate and deliverable for smaller venues.
- That is why ahead of introducing the Bill in Parliament, we will launch a consultation on the standard tier to ensure the Bill's measures strike the right balance between public protection and avoiding undue burdens on smaller premises such as village halls, churches and other community venues. This follows concerns raised about the implications of the standard tier through the pre-legislative scrutiny of the draft Bill earlier this year.

• The Bill will extend and apply to the whole of the United Kingdom.

- Since 2017, there have been 14 domestic terror attacks in the UK, and agencies and law enforcement have disrupted 39 late-stage plots.
- Since 2005, there have been at least two attacks against places of worship, with an additional attack conducted directly outside a place of worship (Finsbury Park Mosque).
- Research institute RAND Europe assessed the indirect cost of terrorism in the UK from the five attacks in 2017 to be £3.4 billion (2020-21 prices).
- Independent research conducted in 2019 showed that, without legal compulsion, counter terrorism security efforts are often deprioritised behind other legally required activities (e.g. fire safety). Resulting in inconsistent consideration and application of security processes and measures.
- 70 per cent of respondents to the public consultation in 2021 agreed that those responsible for publicly accessible locations should take appropriate and proportionate measures to protect the public from attacks and should prepare their staff to respond appropriately in the event of a terrorist attack.

#### Victims and Prisoners Bill

- For too long victims have felt the criminal justice system doesn't work for them that their voice isn't heard, that too much emphasis is placed on the criminal rather
  than the victim, and that there is too little direct accountability to victims and
  families.
- The Victims and Prisoners Bill will change that, by introducing long-term reforms to the victim experience, providing immediate and victim-centred support in the event of disasters or major incident, and reforming the parole system to rebuild public confidence.
- This Bill sits alongside the Government's long-term plan to reform sentencing and the use of prison, in order to lock up dangerous offenders for longer than ever before, including by ensuring life means life for the worst murders and that rapists to serve every day of their prison sentence.

- Supporting victims by restoring trust, punishing offenders who commit heinous crimes, and ensuring the public always have confidence in the criminal justice system are essential.
- The Victims and Prisoners Bill will improve the experience of the criminal justice system for victims and restore confidence by:
- Supporting victims of crime to address the long-term challenge of victim confidence in the criminal justice system by transforming their experience from the moment a crime happens. The Bill will:
  - place the key principles of the Victims' Code in law and place a duty on criminal justice agencies to review their compliance with the Code, which will feed into a national structure for transparency and oversight.
  - improve join up and provision of victim support services by introducing a joint statutory duty on Police and Crime Commissioners, health and local authorities in England to work together when commissioning support services for victims of domestic abuse, sexual abuse and other serious violence.
  - require the Secretary of State to issue statutory guidance about Independent Sexual Violence Advisors and Independent Domestic Violence Advisors to increase awareness of the functions of these roles and encourage greater consistency across the sector.
  - place duties on the police to ensure that any requests for third-party material from victims (such as counselling notes) must be necessary and proportionate.

- Introducing an Independent Public Advocate (IPA) which will work on behalf of victims of major incidents like the Hillsborough disaster, the Manchester Arena bombing, and the Grenfell Tower fire.
  - the Advocate will advocate for victims and support them to access services, helping them navigate the processes that follow a major incident or public disaster, and provide support for victims and their families.
  - the Advocate will be an important conduit between victims and public authorities by giving victims a voice when they need it most and creating an avenue for accountability that is quicker and more effective than traditional inquiries. The Advocate will focus on what victims need, not what others might assume that they need, and will work with public authorities to address concerns.
  - noting the points made at Committee stage in the House of Commons, we are exploring ways to strengthen the model for the Advocate, including for a permanent, lead Independent Public Advocate that can be rapidly deployed in the event of a major incident.
- Reforming the parole system to ensure that Ministers have greater oversight of the release of the most dangerous offenders, including murderers, rapists and terrorists. The Bill will:
  - strengthen the application of the release test and allow for greater ministerial oversight of the parole system, which will help protect the public, keep the streets safe and increase confidence in the system.
  - o clarify the statutory release test so minimising risk and protecting the public are the sole considerations when deciding whether to release a prisoner.
  - create a new "top-tier" of offenders convicted of the most serious offences (murder, rape, the most serious terrorism offences, or causing or allowing the death of a child) whose release may be subject to personal intervention by ministers so that there is a second check, on behalf of the public, on whether the prisoner is safe to release.
- Ensuring prisoners who have been convicted of the most serious offences and are serving whole life orders cannot marry or form civil partnerships in prison. The Bill will:
  - stop prisoners who have committed the most severe crimes and are subject to Whole Life Orders from being able to marry or form a civil partnership in prison in England and Wales, subject to a necessary legal exemption in exceptional circumstances.
- **Implementing Jade's Law.** The Government will bring forward an amendment to the Bill to:
  - create an automatic suspension of parental responsibility from a person who
    is convicted of murder or voluntary manslaughter of the other person with
    whom they share parental responsibility. Known as "Jade's Law", it follows the
    murder of Jade Ward, who was murdered by her former partner in 2021.

 The majority of the measures in the Bill will extend and apply to England and Wales.

- The Government is quadrupling funding for victim and witness support services by 2024-25, up from £41 million in 2009-10. Multi-year funding – a minimum of £460 million over three years – will allow victim support services, and those commissioning them, to build resilience into services, ensuring consistency in the support that victims receive.
- This funding includes £21 million ringfenced per annum to Police and Crime Commissioners specifically for domestic abuse and sexual violence services, including non-recent and recent victims of child sexual abuse.
- The increased funding will also allow us to fund more than 1,000 Independent Sexual and Domestic Violence Advisors by 2024-25 a 43 per cent increase over this spending review period (2022-23 to 2024-25 inclusive).
- As many as three in five victims currently do not feel able to report the crimes that they suffer, and approximately a third withdraw at the police investigation stage.
- Many victims do not get the entitlements that they should and are currently unaware of their entitlements:
  - just 23 per cent of victims and 22 per cent of the general public were aware of the Code in 2019-20;
  - only 45 per cent of victims felt that the police and other criminal justice agencies kept them informed about their case; and
  - only 18 per cent of victims who reported to the police recalled being offered the opportunity to make a Victim Personal Statement.
- Research shows that support from Independent Sexual Violence Advisors and Independent Domestic Violence Advisors make victims 50 per cent more likely to stay engaged in the system, but responses to the consultation highlighted concerns about a lack of consistency and awareness of these roles.
- Duncan Craig OBE, Chief Executive Officer at Survivors has said: "I am really pleased with the Bill. I remember speaking to Minister Argar, and I believe that this is a once-in-a-lifetime opportunity to create something."
- Karen Robinson, mother of Jade Ward has said: "The fact that Jade's death is going to help families in the future, she'll be proud."

# **CONTACT DETAILS**

| Bill   | Lead Department  | Contact details |
|--|--|-----------------|
| Animal Welfare (Livestock Exports) Bill                            | Department for<br>Environment, Food & Rural<br>Affairs | 0330 041 6560   |
| Arbitration Bill   | Ministry of Justice                                    | 0203 334 3536   |
| Automated Vehicles Bill  | Department for Transport                               | 0300 777 7878   |
| Criminal Justice Bill  | Home Office  | 0300 123 3535   |
|  | Ministry of Justice                                    | 0203 334 3536   |
| Data Protection and Digital Information Bill                       | Department for Science, Innovation & Technology        | 0207 215 3000   |
| Digital Markets, Competition and Consumers Bill                    | Department for Business & Trade                        | 0207 215 2000   |
|  | Department for Science, Innovation & Technology        | 0207 215 3000   |
| Draft Rail Reform Bill   | Department for Transport                               | 0300 777 7878   |
| Economic Activities of<br>Public Bodies (Overseas<br>Matters) Bill | Department for Levelling Up, Housing & Communities     | 0303 444 1209   |
| Football Governance Bill   | Department for Culture,<br>Media & Sport               | 0208 080 3054   |
| Holocaust Memorial Bill  | Department for Levelling Up, Housing & Communities     | 0303 444 1209   |
| Investigatory Powers (Amendment) Bill                              | Home Office  | 0300 123 3535   |
| Leasehold and Freehold<br>Bill                                     | Department for Levelling Up, Housing & Communities     | 0303 444 1209   |
| Media Bill   | Department for Culture,<br>Media & Sport               | 0208 080 3054   |

| Bill   | Lead Department                                    | Contact details |
|--|--|-----------------|
| Offshore Petroleum<br>Licensing Bill   | Department for Energy<br>Security & Net Zero       | 0207 215 1000   |
| Pedicabs (London) Bill   | Department for Transport                           | 0300 777 7878   |
| Renters (Reform) Bill  | Department for Levelling Up, Housing & Communities | 0303 444 1209   |
| Sentencing Bill  | Ministry of Justice                                | 0203 334 3536   |
| Terrorism (Protection of Premises) Bill  | Home Office  | 0300 123 3535   |
| Tobacco and Vapes Bill   | Department of Health & Social Care                 | 0207 972 3272   |
| Trade (Comprehensive and Progressive Agreement for Trans-Pacific Partnership) Bill | Department for Business & Trade                    | 0207 215 2000   |
| Victims and Prisoners Bill   | Ministry of Justice                                | 0203 334 3536   |