

Draft Strategic Police Priorities for Scotland

Consultation Paper

MINISTERIAL FOREWORD

This Government has a clear vision for Scotland, one of a fair, equal and prosperous nation with opportunity for us all to thrive. Growing an economy that is strong and inclusive, putting local communities more in charge of the decisions that shape their lives and tackling inequality are central to us achieving this ambition. Clearly, our efforts to drive forward reform of our public services will be key to our success.

It is crucial that our approach to policing reflects and promotes the vision we have set out. The First Minister has confirmed that this Government will protect police budgets in real terms for the duration of the current parliament and that we will strengthen the accountability and improve the community focus of policing. By trusting the people of Scotland to have their say about priorities for our police service, we can provide confidence that their experience of community policing is as positive as it can be. By taking action to reduce crime and to address the disparity which exists within and across our communities when it comes to people's experiences of crime, we can deliver a fairer society. And by promoting the safety and wellbeing of communities across the country, we can create a Scotland which is attractive in terms of investment and opportunity, supporting us to deliver the inclusive growth that is necessary in order for our country to be a success.

I am confident that we are on the right track. Recorded crime is at a 41 year low, violent crime is down by more than half since 2006/07 and homicides are at their lowest since records began. It is important that we build on this progress, ensuring that every individual across Scotland experiences the benefits that come with having an effective police service.

The Strategic Police Priorities are key to us delivering this goal. The Priorities represent our high level ambition for what we want our police service to be. A service which carries the shared values of all of our public sector; a service which works at an international level to combat the threats and risks of modern times; a service that brings national consistency, coordination and specialist resource; and most importantly, a service that holds local policing at its heart - that has the support of local communities and that is focused on priorities which are relevant to, and serve the interests of, local people.

The current Strategic Police Priorities have now been in place for just over three years and have provided clear direction for the Scottish Police Authority and Police Scotland through their critical first years of operation. Now is the time to build on that experience and to develop a new set of Priorities which reflect our aspirations and expectations for the future.

The Priorities are an important part of the planning system for our police service and I encourage you to have your say.

MICHAEL MATHESON

Cabinet Secretary for Justice

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1. BACKGROUND

Why we are consulting

In September 2015, the Scottish Government set out its intention to work with members of the public, communities and elected representatives to review our national priorities for policing. These national priorities are set under the Police and Fire Reform (Scotland) Act 2012¹ (the Act) and are more commonly referred to as the Strategic Police Priorities.

The Strategic Police Priorities provide the top level framework for what is expected of our police service. The current priorities² were set in 2013 in the context of the creation of a new national police force and police authority.

Police Scotland and the Scottish Police Authority

Police Scotland is Scotland's national police force and works to improve the safety and wellbeing of people, places and communities across the country. The Scottish Police Authority (SPA) is tasked with maintaining policing, promoting policing principles and continuous improvement of policing, and holding the Chief Constable to account.

The introduction of this structure represents perhaps the biggest public service reform for a generation. It has delivered efficiencies and ensured that communities across Scotland have access to specialist expertise and equipment whenever and wherever it is required. At the same time, local policing remains the bedrock of policing in Scotland. Designated Local Commanders for each of Scotland's 13 geographical policing Divisions work with communities, elected Local Authority Police Scrutiny Committees and other partners to shape and deliver policing in their area.

Much progress has been made since 2013 in delivering the benefits of police reform, in terms of protecting front line resources while making necessary efficiencies, and at the same time building effective national capabilities that would have been beyond the means of most of the predecessor forces. As with any change as significant in both scale and ambition as this, the process of reform has presented challenges and it is important that we learn from these, using our past experience to deliver future improvement.

The review of the Strategic Police Priorities provides an opportunity to discuss what we see as the key outcomes from the next phase of reform and ensure policing is truly reflective of the needs of communities across the country. To aid that dialogue, this consultation paper presents a set of draft revised Priorities which have been informed by our experience to date and by the wide range of discussions we have

¹ <http://www.legislation.gov.uk/asp/2012/8/contents>

² <http://www.gov.scot/Topics/Justice/policies/police-fire-rescue/police-scotland/StrategicPolicePriorities/CurrentPriorities>

taken forward as part of our initial process of consultation with key stakeholders. The Priorities are focused on six themes:

- Localism
- Prevention
- Response
- Collaborative working
- Accountability
- Adaptability

Taken together, they set the tone for the planning of police services in Scotland. They are not intended to direct specific areas of operational policing activity but rather are intended to give a broader strategic direction to Police Scotland and the SPA.

The Scottish Government is keen that as many people, communities and organisations as possible have the opportunity to contribute to the development of the Priorities, ensuring they offer a true reflection of what the people and communities of Scotland expect from their police service.

The deadline for responses to this consultation is 16 August 2016.

The context for the Strategic Police Priorities

As well as providing for the Strategic Police Priorities, the Act also sets out the duties of Police Scotland and the SPA, whilst the main purpose of policing is set out under the policing principles:

Policing principles

“(a) that the main purpose of policing is to improve the safety and well-being of persons, localities and communities in Scotland, and

(b) that the Police service, working in collaboration with others where appropriate, should seek to achieve that main purpose by policing in a way which—

- (i) is accessible to, and engaged with, local communities, and*
- (ii) promotes measures to prevent crime, harm and disorder.”*

The draft Strategic Police Priorities set out in this document have been developed with the policing principles in mind. They also take account of Scotland’s national outcomes³ and justice outcomes⁴, build on Scotland’s well established approach to public service reform⁵ and aim to be consistent with work following the Community Empowerment (Scotland) Act 2015⁶ regarding community planning.

³ <http://www.gov.scot/About/Performance/scotPerforms/outcome>

⁴ <http://www.gov.scot/Publications/2012/09/5924>

⁵ <http://www.gov.scot/Topics/Government/PublicServiceReform>

⁶ <http://www.legislation.gov.uk/asp/2015/6/contents/enacted>

People's experiences of crime and policing in Scotland

The Scottish Crime and Justice Survey⁷ (SCJS) is a large-scale social survey which asks people about their experiences and perceptions of crime. The survey is important because it provides a picture of crime in Scotland, including crimes that haven't been reported to, or recorded by, the police and captured in police recorded crime statistics. Around 11,500 adults in private households from across Scotland took part in the 2014/15 survey.

The 2014/15 SCJS results were published in March 2016 and help to set further context for policing in Scotland.

Extent of Crime



According to the SCJS there were an estimated 688,000 crimes in Scotland in 2014/15, a decrease of 16% since 2012/13 and 34% since 2008/09.

But...

The risk of being a victim of crime is higher for adults living in the most deprived communities than elsewhere in Scotland.

Reporting Crime



The SCJS also showed that 38% of crime was reported to police in 2014/15.

Also...

The most common reasons for not reporting crime were that the victim felt that the police could not have done anything or that the incident was too trivial or not worth reporting.

⁷ <http://www.gov.scot/Topics/Statistics/Browse/Crime-Justice/crime-and-justice-survey>

Public Satisfaction and Confidence



When victims reported crime to the police 63% were satisfied with how the police handled the matter.

Also...

More generally, since 2008/09, confidence in the police has been growing across a range of measures. In 2014/15, the majority of respondents (58%) said the police were doing a good or excellent job.

Perceptions of Crime



People feel safer in their communities, with 75% of people reporting their view that the local crime rate had stayed the same or reduced, up from 65% in 2006.

2. STRATEGIC PLANNING IN POLICING

Whilst it is for Scottish Ministers to set the Strategic Police Priorities, the delivery and achievement of those Priorities is a matter for the SPA and Police Scotland.

Alongside our work to revise the Strategic Police Priorities, Police Scotland is consulting on local priorities for police services centred around the message ‘Your View Counts’⁸. This is being facilitated through a year round online survey and an ongoing programme of engagement with different communities across the country. The information gathered will support Police Scotland to identify priorities for operational policing activity and, alongside the Strategic Police Priorities, be used to inform the content of both the Annual Police Plan (APP) and Local Police Plans.

The Wider Planning Structure for Policing

The detail of how the SPA and Police Scotland intend to deliver the Priorities will be developed through the SPA’s Strategic Police Plan and through Police Scotland’s APP and Local Police Plans. Police Scotland and the SPA are currently working to synchronise the planning cycle to better integrate the strategic planning process for police services.

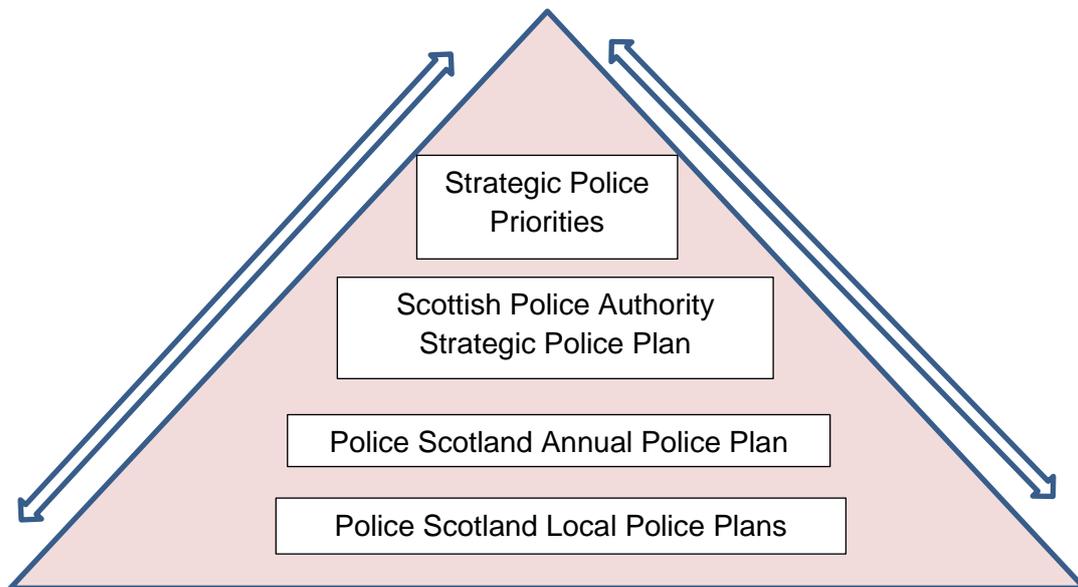


Figure 1 - Strategic Planning Structure

Strategic Police Plan

Under the Act, the SPA is charged with developing a Strategic Police Plan⁹ which will set out the main objectives for the SPA and for the policing of Scotland. The SPA has a statutory duty to have regard for the Strategic Police Priorities when preparing the Strategic Police Plan. This plan is subject to a consultation process

⁸ <http://www.scotland.police.uk/about-us/decision-making/public-consultation/local-policing-consultation>

⁹ <http://www.spa.police.uk/about-us/consultation-on-draft-strategic-plan/>

and must be laid in Parliament. We expect that a revised Strategic Police Plan will be published and laid before the Scottish Parliament in early 2017 and that plan will reflect the revised Strategic Police Priorities.

Annual Police Plan

Developed by Police Scotland, the APP sets out the priorities for police activity across a given year. The priorities set out within the plan are identified through engagement with communities across Scotland and current priority areas include:

- Violence, disorder and antisocial behaviour
- Road safety and road crime
- Protecting people at risk of harm
- Serious organised crime
- Counter terrorism

The Chief Constable has a statutory duty to have regard for, and ensure that the APP is consistent with, the Strategic Police Priorities. The APP must be laid in Parliament by 1 April each year. The APP for 2017/18 will reflect the revised Strategic Police Priorities.

Local Police Plans

Local Police Plans set out local policing priorities for each of Scotland's 32 local authority areas, and link to the Annual Police Plan. They are informed by evidence of local service priorities, and developed through consultation with local communities, partners, and elected members. A local authority can specify measures it would like included in a local police plan, and the plan is presented to the local authority for approval.

Measuring Performance

Progress against the Strategic Police Priorities is currently measured by the SPA through quarterly performance reporting and the Annual Review of Policing¹⁰.

The purpose of the review is to provide the Scottish Government and other stakeholders with a clear picture of progress against the Strategic Police Priorities and a statement on the direction for the coming year. The review assesses the SPA's performance in carrying out its functions as well as an assessment of Police Scotland's performance and how both organisations are working towards achieving the objectives of the Strategic Police Plan.

Additionally, Police Scotland reports crime statistics¹¹ quarterly and annually. Further work is planned throughout 2016 involving the SPA, Scottish Government and Police Scotland to develop and strengthen the way that progress is measured and reported in preparation for a revised SPA Strategic Police Plan in 2017.

¹⁰ <http://www.spa.police.uk/news/322981/296928/>

¹¹ <http://www.scotland.police.uk/about-us/our-performance/>

3. ENGAGEMENT SO FAR

What We Did

The first stage of engagement for the review of our Scottish Strategic Police Priorities was launched on 7th December 2015, supported by a discussion paper which was centred around the question ‘What are your priorities for your police service?’. The document was published on the Scottish Government website and sent to a variety of stakeholders including Local Authority Police Scrutiny Committees, all MSPs, senior police officers, SPA Board members and staff, and various other stakeholders including a range of third sector organisations.

The first stage of engagement was intended to prompt a general discussion about the aspects of policing which are most important to people and organisations from across Scotland. The covering letter had two ‘asks’, firstly that people consider what is important to them about policing, and secondly, that they take the discussion as widely as possible through their own local areas.

As part of this initial round of engagement, Scottish Government officials attended a number of Local Authority Police Scrutiny Committee meetings and community planning events. A workshop with the YoungScot Police Scotland Youth Advisory Panel also took place.

A total of 68 responses were received and 18 ideas were posted on the Scottish Government’s online policy ideas platform.

In addition to work specifically focused on the Strategic Police Priorities, the Scottish Government has been conducting a discussion around how we can become a Fairer Scotland by 2030. That discussion was launched in June 2015 and since then over 7,000 people have taken part in Fairer Scotland public events as well as locally organised sessions, with many more taking part online. Policing was raised in a number of the Fairer Scotland discussions and views captured have been used to augment those collected as part of our initial engagement on the Strategic Police Priorities.

What We Heard

Many of the responses and conversations that took place as part of the first stage of engagement on the Strategic Police Priorities reflected the view that the current Priorities contain a lot of fundamentally sound themes. There was, however, recognition that they could be refreshed and strengthened.

The views expressed can be very broadly divided into two main types: those that set out wider ambitions for our police service; and those that highlighted more specific operational issues. The table below seeks to capture the main points:

Ambitions for our Police service	Specific Operational Issues Raised
<ul style="list-style-type: none"> • Enforcement • Upholds law and order • Prevent crime • Detect offenders • Protect the public • Equality • Represent communities • Community safety • Work with all equality groups • Engender trust/confidence • Local knowledge • Visible • Partnership working/collaboration • Communication • Accountability/scrutiny • Local resilience • Sustainability • Local priorities and needs • Flexibility • Transparency • Governance • Accessible • Localism • Reducing fear of crime • Equality of service in deprived areas • Fairness • Understanding • Building positive relationships • Workforce diversity 	<ul style="list-style-type: none"> • Local call centres • Local offices • Honour crimes • Drink driving • Rural crime • Missing persons • Theft • Vandalism • Beat policing • Drug and alcohol use in public • Kerb crawling • Financial crime • Fraud • Domestic abuse • Prostitution • Violence against women • Antisocial behaviour • Cyber crime • Burglary • Wildlife crime • Reduction in police budgets • Road safety • Major events • IT systems • Armed police • Stop and search • Accessibility of 999 and 101 services • Hate crime • Improved training • Response times • Impact on public health agenda

Figure 2 – Summary of Initial Engagement

4. THE REVISED STRATEGIC POLICE PRIORITIES

While recognising that specific types of crime (such as those identified through the extensive consultation that Police Scotland undertake for the APP) are important to people and communities in Scotland, they are not the focus of the Strategic Police Priorities.

The revised Strategic Police Priorities have been developed to focus on the broader expectations that communities have for our police services. There is no set lifespan for the Priorities. However, we consider that they are likely to be in place for at least the medium term (3-5 years).

The six Priorities focus on discrete but closely linked themes. Taken together, they encapsulate both what we want from policing in Scotland and how we expect our police service to work.

Localism

Strategic Priority

Ensure that the needs of communities are understood and reflected in the planning and delivery of policing.

Background

Policing must be carried out with the support of local communities throughout Scotland. Understanding and responding to the needs of those communities must therefore remain a core priority. We want local partners and communities to be able to work with local commanders to shape the delivery of services in their areas, ensuring they meet their needs and expectations. Local Authority Police Scrutiny Committees have a key role to play as do Community Planning Partnerships and Community Councils.

Localism represents what all communities across Scotland see and want from the police: police officers who will respond whenever there is a need in local areas; who work in partnership through our schools, community groups and local community initiatives; and whose presence reassures our communities on a daily basis.

We recognise that communities do not always have a traditional geographic basis and will instead often identify themselves through their shared values, characteristics or circumstances. Our police services need to be responsive to the needs of all these diverse communities.

When it comes to policing, we appreciate that what works and is right for a community in one part of Scotland won't necessarily work as well or be right in another. That is why it is crucial that local communities have a strong voice in the policing decisions which affect them.

Prevention

Strategic Priority

Ensure the police service works to prevent crime and reduce fear of crime through partnership, communication, education, and innovation, placing particular focus on the need to address inequalities within and between communities.

Background

Prevention is a key element of public service reform, changing the way we deliver services to create better outcomes for people in Scotland. For policing this means a focus on preventing and reducing the impact of crime on our communities, reducing inequalities and providing a more sustainable model of service delivery.

In particular, it is crucial that steps are taken to address the disparity within and across our communities when it comes to people's experiences of crime. We know that the risk of being the victim of a crime is higher for adults living in our most deprived communities and that our young people are more likely than others to experience crime. These problems must be addressed if we are to create the fairer, more equal and more prosperous Scotland to which we all aspire.

By shifting resources towards early intervention and prevention, efforts can be focused at a national, regional and local level in order to stop problems before they start. For example, this could be partly achieved by focussing on diverting individuals (particularly young people) from engaging in criminal activity. This approach allows us to use our resources more effectively, reducing the future demand not only on the police service but on the range of other public services who are also involved in dealing with the wider effects of crime.

Communication, education and innovation must lie at the heart of the approach, whilst the appropriate involvement of the police in the planning, design and delivery of other public services is also key.

Response

Strategic Priority

Focus policing on keeping people safe by tackling crime and responding to and investigating incidents effectively and efficiently.

Background

Of course, responding to crime and other incidents when they occur is central to the role of our police service and it is clear that their efforts in this regard must remain a priority.

Detection rates for crime can vary significantly depending on where you live in the country and the nature of the crime that has been committed. Whilst it is right that the most serious crimes are prioritised over others, it is also important that all members of the public have assurance that the police will respond effectively whenever a crime has been committed and that victims and witnesses will be supported.

The demands on the police service are changing, including, for example, in relation to the nature of people's engagement with technology, the policing of public events, responding to reports of missing persons, working with other 'blue light' services in response to weather related emergencies, and undertaking other proactive work to improve the safety and wellbeing of people, localities and communities.

The police must continue to offer a targeted, well planned and effective response to matters which require their support.

Collaborative Working

Strategic Priority

Ensure that the police service works collaboratively with partners at both a local and national level to deliver better outcomes for people in Scotland.

Background

All of our public services are facing new challenges. The changing needs of society and our collective determination to improve outcomes in what is a challenging financial environment means we must approach the planning and delivery of services differently.

We know that policing can have an impact on the achievement of wider public sector objectives in areas including health, housing, education and the economy. For example, Police Scotland are key contributors in Community Planning Partnerships and Child Protection Committees at a local level. It is crucial that the police work closely with all of their public sector partners and the third sector, both to improve their own effectiveness and to strengthen our public services more generally.

Efforts in this regard should not be limited to traditional policing activities. Instead, we must explore how the range of resources and assets available to the police can be used to achieve shared goals. This means avoiding duplication, sharing services where possible, working towards shared measures of success and working to deliver services in a way which is most integrated from the point of view of recipients. There is significant scope to build on existing partnerships and to develop new ones, resulting in more efficient and cost-effective ways of working.

Accountability

Strategic Priority

Maintain public confidence in policing and inspire trust by being transparent, accountable and acting with integrity, fairness and respect.

Background

It is essential that all of our public services are open, transparent and accountable, supporting people and communities to engage positively with them. When it comes to the police, Local Authority Police Scrutiny Committees have a key role to play, bringing together local elected representatives and police Commanders to set objectives, develop local police plans and ensure that local police services deliver.

Nationally, Police Scotland is accountable to the SPA. The SPA is, in turn, accountable to the Scottish Ministers and the Scottish Parliament. Other bodies, including Her Majesty's Inspectorate of Constabulary in Scotland (HMICS), the Police Investigations and Review Commissioner (PIRC) and Audit Scotland also have a key role to play.

This principle of 'policing by consent' is central to our justice system. It is therefore critical that the SPA and Police Scotland work closely with all the relevant bodies to deliver the scrutiny and transparency that is necessary in order to maintain public confidence in policing.

Adaptability

Strategic Priority

Ensure the police service is able to take advantage of new opportunities and meet emerging threats and challenges.

Background

The demands on our police service are constantly changing and the nature of crime does not remain static. Our police service must constantly seek to improve performance, transforming the way policing is delivered where that is necessary. Our approach to improvement must be based on robust evidence of “what works” and we must actively seek opportunities to maximise the potential of the police service’s workforce, infrastructure and resources.

This requires an understanding of how future demands are likely to develop, enabling the police service to operate more effectively and efficiently by ensuring that the right resources, including officers and staff with the right skills and capability, are deployed proportionately in the right way and at the right time.

In order to achieve this, we expect our police service to be resilient, flexible, responsive and efficient.

5. IMPACT ASSESSMENTS

Equality Impact Assessment and Children's Rights and Wellbeing Impact Assessment

Policing is relevant to everyone in Scotland and particularly the most vulnerable people in Scottish society.

Under the Equality (Scotland) Act 2010 all Scottish public authorities must have due regard to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations. This covers people in respect of all aspects of equality:

- age;
- disability;
- gender reassignment;
- marriage and civil partnership;
- pregnancy and maternity;
- race;
- religion or belief;
- sex;
- sexual orientation.

Additionally, Scottish Government officials use Children's Rights and Wellbeing Impact Assessments (CRWIA) to help meet Ministerial duties under Part 1 of the Children and Young People (Scotland) Act 2014, the '2014 Act', and in relation to the Articles of the United Nations Convention of the Rights of the Child.

Because of the close link between equality issues with regards to age and children's rights and wellbeing, we have decided that our initial assessment will cover both EQIA and CRWIA perspectives to provide a more joined up assessment of the issues. A draft EQIA/CRWIA has been developed and published on the Scottish Government website alongside this consultation paper.

Business and Regulatory Impact Assessment

All policy changes which may have an impact upon business or the third sector should be accompanied by a Business and Regulatory Impact Assessment (BRIA). The BRIA helps policy makers to use available evidence to find proposals that best achieve the policy objectives while minimising costs and burdens.

A draft BRIA has been developed and published on the Scottish Government website alongside this consultation paper.

6. HOW TO RESPOND

We are inviting responses to this consultation paper by 16 August 2016. Earlier responses would be welcome.

You can reply online to this consultation at <https://consult.scotland.gov.uk/police-division/strategic-police-priorities>

Alternatively you can e-mail your response and the completed Respondent Information Form, which is also available separately on the Scottish Government website (see "Handling your Response" below) to:

ScotPolicePriorities@gov.scot

Or paper copies of the questionnaire and Respondent Information Form can be sent to:

Strategic Police Priorities Review
Police Division
Scottish Government
1WR St Andrews House
Regent Road
Edinburgh
EH1 3DG

If you have any questions please call 0131 244 7923.

This consultation, and all other Scottish Government consultation exercises, can be viewed online on the consultation web pages of the Scottish Government website at <http://www.scotland.gov.uk/consultations>.

The Scottish Government has an email alert system for consultations, <http://register.scotland.gov.uk>. This system allows stakeholder individuals and organisations to register and receive a weekly email containing details of all new consultations (including web links). It complements, but in no way replaces SG distribution lists, and is designed to allow stakeholders to keep up to date with all SG consultation activity, and therefore be alerted at the earliest opportunity to those of most interest. We would encourage you to register.

Handling your response

We need to know how you wish your response to be handled and, in particular, whether you are happy for your response to be made public. Please complete and return the **Respondent Information Form** which forms part of the **consultation questionnaire**. If you ask for your response not to be published we will regard it as confidential, and we will treat it accordingly.

All respondents should be aware that the Scottish Government is subject to the provisions of the Freedom of Information (Scotland) Act 2002 and would therefore

have to consider any request made to it under the Act for information relating to responses made to this consultation exercise.

Next steps in the process

Where respondents have given permission for their response to be made public and after we have checked that they contain no potentially defamatory material, responses will be made available to the public in the Scottish Government Library. You can make arrangements to view responses by contacting the SG Library on 0131 244 4552. Responses can be copied and sent to you, but a charge may be made for this service.

What happens next?

Following the closing date, all responses will be analysed and considered along with any other available evidence to help us develop revised Strategic Police Priorities.

Comments and complaints

If you have any comments about how this consultation exercise has been conducted, please send them to the contact details above.

Review of Scottish Strategic Police Priorities Consultation



RESPONDENT INFORMATION FORM

Please Note this form **must** be returned with your response.

Are you responding as an individual or an organisation?

- Individual
- Organisation

Full name or organisation's name

Phone number

Address

Postcode

Email

The Scottish Government would like your permission to publish your consultation response. Please indicate your publishing preference:

- Publish response with name
- Publish response only (anonymous)
- Do not publish response

We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for Scottish Government to contact you again in relation to this consultation exercise?

- Yes
- No

CONSULTATION QUESTIONS

We are seeking views on the revised Strategic Police Priorities and in particular we are inviting views on the following questions;

1. Do the revised Strategic Police Priorities sum up your ambitions for your police service?

Yes No

Comments

2. Do the revised Strategic Police Priorities reflect the needs of your local community or the communities you serve?

Yes No

Comments

3. Do you have anything to add to our impact assessments?

Yes No

Comments



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Any enquiries regarding this publication should be sent to us at
The Scottish Government
St Andrew's House
Edinburgh
EH1 3DG

ISBN: 978-1-78652-315-0 (web only)

Published by The Scottish Government, June 2016

Produced for The Scottish Government by APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA
PPDAS71526 (06/16)

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