

Equality Impact Assessment for 2022 Summer Holiday Childcare And Food Programme

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1. Screening

1.1 Policy Aim

Evidence points to the importance of school age childcare for the whole family. Children can benefit from improved outcomes through accessing opportunities for enriching activities, play and learning and nutritious food. Access to childcare can support parents to work, train or study. 2022 will be a year in which we can test change, strengthen local capacity and grow existing services to embed a holiday childcare offer. This is part of building towards a sustainable system of year-round childcare in term-time and the holidays.

1.2 Background

Last year, following recommendations by the Covid Education Recovery Group, SG announced £20 million funding to support an enhanced summer 2021 offer for all children, young people and families across Scotland. The “Get into Summer” programme was designed to boost the health and wellbeing of all children and young people across Scotland in response to the pandemic. This was in specific response to the impacts of Covid-19 and recognised an unprecedented set of circumstances.

In the Programme for Government in September 2021, Ministers committed to “building a system of wraparound school age childcare by the end of this Parliament. This includes offering care before and after school and in the holidays, and supporting parents – particularly on low incomes – to have secure and stable employment.” The Scottish Government is investing £10 million into a targeted summer holiday offer in 2022 for children from low-income families. Particular focus is on children from the six priority family groups identified in the Tackling Child Poverty Delivery Plans. The funding has been allocated to local authorities to enable them to supplement their existing locally-funded holiday programmes. The programme delivers coordinated access to holiday food, activities and childcare for eligible school-age children from 5-14 years.

In developing this EQIA we are mindful of the three needs of the Public Sector Equality Duty (PSED) - eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between people who share a protected characteristic and those who do not, and foster good relations between people who share a protected characteristic and those who do not. Where any negative impacts have been identified, we have sought to mitigate/eliminate these. We are also mindful that the equality duty is not just about negating or mitigating negative impacts, as we also have a positive duty to promote equality. We have sought to do this through support and guidance.

1.3 Addressing Inequalities and Improving Outcomes

Existing evidence suggests that access to social interaction, play and physical activity, particularly outdoors, delivers benefits for children and young people, including improving their mental and physical health.¹ A range of interventions, pilot projects, and evaluation

¹ [Out of school care in Scotland - draft framework: consultation - gov.scot \(www.gov.scot\)](https://www.gov.scot/resources/documents/2021/09/Out_of_school_care_in_Scotland_-_draft_framework_consultation.pdf)

over the past three years² have provided a body of evidence of good practice and learning. There is potential for holiday programmes to help deliver a range of improved outcomes for children and families using a broad range of partners.³ ⁴By integrating food and childcare provision for low income families wherever possible we can improve access to nutritious food year round for those who need it while also supporting childcare needs. Where food provision is combined with childcare, children may experience reduced hunger and improved health and wellbeing.

Evaluation has shown that investment in holiday provision can have a far-reaching positive impact on only children, young people and families. It also has an overarching impact on local business, employment opportunity, education, community engagement and recovery⁵.

The aim of the 2022 programme is to deliver integrated, flexible and accessible holiday provision that meets the needs of children from low income families. It is doing so by removing barriers to access which are context-specific. Issues such as geographical location, income level, family support, access to transport and the additional support needs of children have shaped it.

The expectation is that within each local authority area there will be a mix of holiday provision making best use of existing cross-sectoral capacity, including regulated and unregulated services. This will offer flexibility and choice to families and respond to their needs. Services will vary across and within authorities, with an expected focus on coordinated services in areas with higher SIMD ratings.

1.4 Who will it affect?

The majority of the funding for the 2022 summer programme is aimed at supporting children and young people between the ages of 5 and 14 from low income families, particularly those who fall into the six priority groups identified in the Tackling Child Poverty Plan:

- Children from lone parent families
- Children from minority ethnic families
- Children from families with a disabled adult or child
- Children from families with a young mother (under 25)
- Children from families with a child under 1 year old
- Children from larger families (3+ children)

There is also limited local discretion for partners to support other children and households who may benefit most from the programme.

1.5 Approach and desired outcomes

Local authorities will be provided with the funding to augment existing locally-funded holiday programmes to deliver coordinated access to holiday food, activities and childcare

² [School age childcare: progress report - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/school-age-childcare-progress-report-2021/pages/1-1-introduction.aspx)

³ [Get into Summer 2021: qualitative evaluation - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/get-into-summer-2021-qualitative-evaluation/pages/1-1-introduction.aspx); [Get into Summer 2021 evaluation: parents omnibus survey - report - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/get-into-summer-2021-evaluation-parents-omnibus-survey-report/pages/1-1-introduction.aspx)

⁴ [Evaluation of the 2021 holiday activities and food programme - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/research-data-and-analysis/evaluation-of-the-2021-holiday-activities-and-food-programme)

⁵ "Best start to life", P77, [Best Start, Bright Futures: tackling child poverty delivery plan 2022 to 2026 - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/best-start-bright-futures-tackling-child-poverty-delivery-plan-2022-to-2026/pages/1-1-introduction.aspx)

for eligible children outlined in this guidance. However, there is no expectation that local authorities will deliver all these services themselves. Instead, we are encouraging local authorities to work in close partnership with the third sector, out of school care sector and community groups. Partners will work together design and run services and activities that reflect the needs of local families.

The purpose of this programme is to fund tests of change, providing services and developing models of effective holiday childcare which will form part of our commitment to build a system of school age childcare over the course of this Parliament.

1.6 What might prevent the desired outcomes being achieved?

There are a number of possible challenges which could hinder the success of this programme and those in future years. This is evidenced by evaluation of the 2021 summer holiday programme and ongoing engagement with local authorities, and other stakeholders (such as childcare and activities providers). Possible mitigations to offset these challenges are addressed further on in the document. Identified challenges include:

- A lack of skilled childcare workforce.

Extending the levels of childcare provision, whether through traditional childcare providers or through activities providers, requires staff to run the provision. In many cases there are not enough trained staff and this is especially true for provision for disabled children and young people or those with Additional Support Needs (ASN).

- A lack of capacity (both in childcare sector and in local authorities)

Many organisations are still dealing with the impact of the pandemic, they may have lost staff or have reduced capacity, while some businesses may have closed altogether. In some sectors, such as education, facilities and catering, staff may not be on 52 week contracts so take on other work during the summer months. This is particularly the case in areas with a significant tourist industry.

- Lack of engagement from local authorities and other stakeholders

Local authorities or service providers may be unwilling or unable to engage in the summer programme.

- Children and families aren't aware of or don't take up the offer

Children, young people and families may not be aware of, or have enough information about, the offer available or may not want to take up the summer offer because it doesn't suit their needs. The activities, location, timing or transport may not be suitable.

1.7 Is an EQIA required?

The 2021 evaluation highlighted several areas where the "Get into Summer 2021" programme did not fully reach all the target groups. This included children and young people with ASN and children and young people from minority ethnic families – both disability and race are protected characteristics. Therefore we want to ensure that thought is given to how we can put in place measures to ensure that participation of children and young people from previously underrepresented groups can be put in place this year.

1.8 Equity of access

The emphasis for this programme is on a rights based, participative approach, shaped by what children, young people and their families tell us, aligned with GIRFEC. This should build on what currently exists - enhancing and co-ordinating services and assets locally and nationally - in partnership.

1.9 Ongoing monitoring

Ongoing monitoring and engagement with local authorities and other stakeholders is taking place regularly. This is to ensure that, where possible, any challenges that may emerge are identified and mitigated collectively as appropriate.

2. Data and evidence gathering, involvement and consultation

The 2022 Summer Holiday Programme should be viewed as a bridge between the 2021 Get Into Summer offer and future holiday provision, as part of a year round school age childcare offer. It should retain what worked well last year while beginning to embed new practices to test the changes required to aid development of a year-round system of School Age Childcare and meals provision. As such, we have taken information from the evaluation of last year's programme to highlight both positive and negative areas for the different protected groups.

2.1 Age

The evaluation of the Get into Summer 2021 programme showed that the provision of a summer holiday childcare and activities programme had a generally positive impact on children and young people (and by extension their families. For example evidence shows that women by far have the biggest caring responsibility and this should have a positive impact for this protected characteristic). The positive impact on mental health and wellbeing was particularly highlighted.

“The fund recognised the ‘holiday experience gap’ where children and young people from lower socio-economic backgrounds are disadvantaged during the school holidays. Children from low income families are less likely to participate in organised out-of-school activities, more likely to experience ‘unhealthy holidays’ in terms of nutrition and physical health and to experience social isolation.”⁶

“Many positive outcomes from children's participation in activities are evident. The main benefits identified by parents in the survey results were; greater opportunities to play with other children, an increase in physical activity, more time spent outdoors and an improvement in how their child was feeling generally. Food provision was also an important element, particularly for low income families”.⁷

Over half of parents (55%) said that summer activities enabled their child to be able to try out new activities and over two in five (43%) said that it had helped their child to feel more ready for school. While children enjoying eating food as part of activities was the least commonly reported benefit, around one in five (21%) parents still reported this as a benefit of their child attending activities.⁸

2.2 Disability

The evaluation highlighted that disabled children and young people and those with ASN are often overlooked when it comes to summer holiday provision and welcomed the opportunities in the 2021 programme and wanted more to follow in future years. However, it is clear that a lack of staff with the necessary skills and training poses a risk to this. Disability and ASN was reported as a barrier for some of the participants in 2021.⁹ For 3% of respondents to the parents omnibus their or their child's physical or mental health or disability preventing them from participating, was one of the main reasons their child did not take part.

⁶ “Background”, p5, [Get into Summer 2021 evaluation: Parents omnibus survey \(www.gov.scot\)](http://www.gov.scot)

⁷ “Impacts for Children”, p1, [Evaluation of Get into Summer 2021 \(www.gov.scot\)](http://www.gov.scot)

⁸ “Benefits for Children”, p4, [Get into Summer 2021 evaluation: Parents omnibus survey \(www.gov.scot\)](http://www.gov.scot)

⁹ [Get into Summer 2021 evaluation: parents omnibus survey - report - gov.scot \(www.gov.scot\)](http://www.gov.scot)

“Parents of children and young people with ASN interviewed for this study contrasted the activities they had participated in this summer with what they felt was a general dearth of suitable holiday and out of school activities for their children, particularly when they hit teenage years... There was a very strong appetite for more investment in similar provision in the future, particularly given a perception that young people with ASN were not generally well catered for in terms of out-of-school and holiday provision”.¹⁰

“For families with a disabled child or a child with ASN, barriers were reported in making activities fully inclusive, particularly around a lack of availability of skilled staff to support children”.¹¹

2.3 Gender Reassignment

No data.

2.4 Pregnancy and Maternity

No data.

2.5 Race

The evaluation of Get into Summer highlighted – anecdotally – low participation among children and young people from minority ethnic families in the 2021 summer programme. The Evaluation notes that: “monitoring reports and interviews indicated some concern among local authorities and national partners that they had not engaged as many minority ethnic families as they hoped”¹². However, the report then goes on to say that: “there was relatively little discussion of the barriers that might prevent minority ethnic families engaging with holiday activities”.¹³

Having said this, there were also examples of local authorities specifically working with partner organisations which had experience in engaging families from minority ethnic groups. “Examples included refugee resettlement schemes, schools with high populations from minority ethnic backgrounds, a multi-cultural family centre, and organisations working with Gypsy/Traveller families or young people.”¹⁴

There was also feedback from participants: “Families appreciated the variety of food provided, noting that offering a range of cuisines helped ensure activities were inclusive of people from different cultural backgrounds”.¹⁵

It is clear that useful and inclusive work did take place as part of the Get into Summer programme, but equally that more needs to be done this year to identify specific barriers to participation and whether these differ across the country. For this year’s programme, the guidance document makes a number of recommendations about actions which local authorities and partner organisations can take to increase the reach of services and encourage greater participation from minority ethnic families. In developing the guidance,

¹⁰ “Families with a disabled child or child with ASN”, p23, [summer-2021-qualitative-evaluation \(1\).pdf](#)

¹¹ “Barriers to Participation”, p2, [Evaluation of Get into Summer 2021 \(www.gov.scot\)](#)

¹² “Reaching key target groups”, p25, [Get into Summer 2021: qualitative evaluation - gov.scot \(www.gov.scot\)](#)

¹³ “Barriers to Participation”, p2, [Evaluation of Get into Summer 2021 \(www.gov.scot\)](#)

¹⁴ “Reaching key target groups”, p25, [Get into Summer 2021: qualitative evaluation - gov.scot \(www.gov.scot\)](#)

¹⁵ “Access to Food”, p37, [summer-2021-qualitative-evaluation \(1\).pdf](#)

representatives from a range of organisations, including groups who work with minority ethnic children and families, were invited to be part of the guidance sub group. This was to ensure that they were able to share their experiences and those of the families they work with, and use this to inform the development of the guidance. They were able to show what sort of approaches would be most appropriate to engage minority ethnic families, as well as things to avoid. This advice directly informed the actions in the guidance, which specifies things such as:

“...ensuring language used in communications is inclusive; forging relationships with trusted community/faith leaders to promote maximum engagement, reach, and uptake amongst eligible groups; engaging trusted referral partners such as schools and relevant professionals to identify eligible children and families and communicate the offer to them;”¹⁶

“Communication and promotion of the summer offer should be coordinated locally in order to maximise engagement among target groups. The Scottish Government is committed to inclusive, non-stigmatising communication - language, cultural differences and levels of digital literacy should all be considered.”¹⁷

“Principles of dignity and human rights should be applied, promoting non-stigmatising provision of services, and supporting inclusive service delivery, for example through cultural or linguistic inclusivity. Local authorities should be responsive to the particular needs of their communities, for instance by offering sessions in Gaelic medium or other widely-spoken minority languages as well as English where appropriate.”¹⁸

We must also ensure that good practice is shared between local authorities and partner organisations so that communities across the country can benefit. We have already facilitated a number of workshops for local authorities and service providers to enable them to learn from colleagues running successful programmes in 2021, and from a range of topic experts. These workshops included advice on reaching and engaging minority ethnic children and families. We will continue to encourage peer support and share good practice, as well as taking on board evidence from the programme evaluation.

2.6 Religion or Belief

No data.

2.7 Sex

Although not highlighted in the evaluation, it is worth noting that the burden of childcare falls disproportionately onto women rather than men, with the associated impact on women’s capacity to take up work, education or training. This was noted in the Scottish Government’s gender pay gap action plan¹⁹ published in 2019, which states: “*A major cause of the gender pay gap is the availability of affordable and flexible childcare*”

¹⁶ “Underpinning Principles”, p4, [2. Underpinning principles - Summer holiday food, activities and childcare programme: guidance for local authorities - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/underpinning-principles-summer-holiday-food-activities-and-childcare-programme-guidance-for-local-authorities/pages/2/index.html)

¹⁷ “Underpinning Principles”, p4, [2. Underpinning principles - Summer holiday food, activities and childcare programme: guidance for local authorities - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/underpinning-principles-summer-holiday-food-activities-and-childcare-programme-guidance-for-local-authorities/pages/2/index.html)

¹⁸ “Underpinning Principles”, p4, [2. Underpinning principles - Summer holiday food, activities and childcare programme: guidance for local authorities - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/underpinning-principles-summer-holiday-food-activities-and-childcare-programme-guidance-for-local-authorities/pages/2/index.html)

¹⁹ [A fairer Scotland for women: gender pay gap action plan](https://www.gov.scot/publications/gender-pay-gap-action-plan/pages/1/index.html)

provision. Without it, women with children either; leave the workforce; work part time or work in inflexible employment which under-utilises their skills and pays less.”²⁰

A report by the Office of National Statistics, also published in 2019²¹, found that in the UK “Over half of mothers (56.2%) said they had made a change to their employment for childcare reasons, compared with 22.4% of fathers.” In addition “mothers were most likely to say they “reduced working hours” because of childcare, with around 3 in 10 mothers (28.5%) selecting this.”²² Putting in place a system of out of school care is expected to have a positive impact on this, potentially enabling women to take on more hours or take on roles which had previously been out of reach. Related to this is the fact that the vast majority of childcare roles are undertaken by women, by extending these throughout the year this has the potential to offer greater job security and better pay.

2.8 Sexual Orientation

No data

²⁰ “Chapter 3 – Early Learning and Childcare,” [A fairer Scotland for women: gender pay gap action plan](#).

²¹ [Families and the labour market, UK: 2019](#)

²² “7. Balancing work and Family Life”, [Families and the labour market, UK: 2019](#)

3. Assessing the impacts and identifying opportunities to promote equality

Having considered the data and evidence you have gathered, this section requires you to consider the potential impacts – negative and positive – that your policy might have on each of the protected characteristics. It is important to remember the duty is also a positive one – that we must explore whether the policy offers the opportunity to promote equality and/or foster good relations.

Do you think that the policy impacts on people because of their age?

Age	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination, harassment and victimisation	X			Existing evidence suggests that access to social interaction, play and activity, particularly outdoors, delivers benefits for children and young people and improves their mental and physical health.
Advancing equality of opportunity	X			The funding is aimed at school age children age 5-14 from low income households. Children from these family types are most likely to experience continued poverty-related and other structural disadvantage. Furthermore, families with younger pre-school or primary school aged children were more likely to participate in activities that those with secondary school age children. It is important to ensure that activities are attractive for older children and young people.
Promoting good relations among and between different age groups	X			Participation has been encouraged with a range of children and young people of different ages. Some activities also invite the participation of parents, carers, kinship carers and wider families.

Do you think that the policy impacts disabled people?

Disability	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination harassment and victimisation	X			Delivery partners are encouraged through guidance to offer targeted provision for disabled children or children with additional support needs.

Advancing equality of opportunity	X			Local authorities are delivering targeted provision for children with additional support needs through professional community level networks. In many community settings the offered activity includes participation by disabled and non-disabled children and young people. It will be crucial to ensure that there are enough staff with the necessary skills and training to ensure that these sessions are fully inclusive of participants with additional needs.
Promoting good relations among and between disabled and non-disabled people	X			As above, in many community settings the offered activity includes participation from disabled and non-disabled children and young people which should help promote good relations.

Do you think that the policy impacts on men and women in different ways?

Sex	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination	X			Summer holiday activity is offered in all local authorities to all children and young people regardless of sex, offering equal access to the Programme.
Advancing equality of opportunity	x			Local authorities are delivering the offered activity for children and young people regardless of sex. There are likely to be positive impacts on women who are disproportionately the main care providers in households. Offering families childcare enables women to take up other opportunities outwith the household, such as work or education.
Promoting good relations between men and women	X			Activities are being provided for children and young people regardless of sex and by doing so this may help promote good relations.

Do you think that the policy impacts on women because of pregnancy and maternity?

Pregnancy and Maternity	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination			x	n/a
Advancing equality of opportunity			x	n/a
Promoting good relations			x	n/a

Do you think your policy impacts on people proposing to undergo, undergoing, or who have undergone a process for the purpose of reassigning their sex? (NB: the Equality Act 2010 uses the term ‘transsexual people’ but ‘trans people’ is more commonly used)

Gender reassignment	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination	X			Summer holiday activity is offered in all local authorities to all children and young people regardless of gender identity, offering equal access to the Programme.
Advancing equality of opportunity	X			As above.
Promoting good relations	X			Activities are being provided for children and young people regardless of gender identity and by doing so this may help promote good relations.

Do you think that the policy impacts on people because of their sexual orientation?

Sexual orientation	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination			x	n/a
Advancing equality of opportunity			x	n/a

Promoting good relations			x	n/a
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Do you think the policy impacts on people on the grounds of their race?

Race	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination	X			The guidance for the summer programme specifies that local authorities should be responsive to the needs of their local communities. There should be a focus on promoting non-stigmatising provision of services, and supporting inclusive service delivery, for example through cultural or linguistic inclusivity. This should ensure that children and young people from minority ethnic backgrounds can fully engage in activities alongside their peers from other ethnic backgrounds.
Advancing equality of opportunity	X			The guidance for the summer programme specifies that delivery partners should promote inclusion and remove barriers to participation. It lays out examples of how this can be done, such as by forging relationships with trusted community/faith leaders to promote maximum engagement, reach, and uptake amongst eligible groups.
Promoting good race relations	X			Offering minority ethnic children and young people the opportunity to participate in the same summer activities alongside their peers from other ethnic groups, is important in creating a shared experience and understanding between children from different backgrounds, and thereby promoting good race relations.

Do you think the policy impacts on people because of their religion or belief?

Religion or belief	Positive	Negative	None	Reasons for your decision
Eliminating unlawful discrimination	x			Delivery partners will seek to ensure that activities are delivered that ensures the participation of all children and young people regardless of their faith or belief.

Advancing equality of opportunity	x			Activities are being provided for children and young people regardless of faith or belief.
Promoting good relations	x			Activities are being provided for children and young people regardless of faith or belief and by doing so this should help promote good relations.

4. Decision making and monitoring

4.1 Identifying and establishing any required mitigating action

<p>Have positive or negative impacts been identified for any of the equality groups?</p>	<p>No direct or indirect unlawful discrimination has been identified within this impact assessment. Impacts of the programme's delivery will be continuously monitored. Positive impacts of the 2021 programme were identified across some of the protected characteristics, for example, age and disability</p> <p>However, the evaluation of the 2021 programme also highlighted some areas where children and young people from certain protected groups were unable (or unwilling) to engage in activities.</p> <p>This year we have provided specific guidance on how to target communications more effectively and have highlighted ways to ensure that services are more inclusive. We have also made sure that local authorities and service providers have access to topic experts and peer support, enabling them to learn from good practice across Scotland. Our monitoring and evaluation of this year's programme will focus on how different target groups have participated in the programme and seek feedback both from providers and participants.</p>
<p>Is the policy directly or indirectly discriminatory under the Equality Act 2010²³?</p>	<p>No</p>
<p>If the policy is indirectly discriminatory, how is it justified under the relevant legislation?</p>	<p>n/a</p>
<p>If not justified, what mitigating action will be undertaken?</p>	<p>n/a</p>

4.2 Describing how Equality Impact analysis has shaped the policy making process

²³ See EQIA – Setting the Scene for further information on the legislation.

The Equality Impact analysis has shown that the **2022 Summer Holiday Childcare And Food Programme** should have a positive impact on most equality groups where children and young people are involved. It has highlighted certain areas where extra work is required to mitigate against a lower level of take up from some protected groups, specifically children and young people from minority ethnic families, and disabled children and young people.

5. Authorisation of EQIA

Please confirm that:

- This Equality Impact Assessment has informed the development of this policy:

Yes No

- Opportunities to promote equality in respect of age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation have been considered, i.e.:
 - Eliminating unlawful discrimination, harassment, victimisation;
 - Removing or minimising any barriers and/or disadvantages;
 - Taking steps which assist with promoting equality and meeting people's different needs;
 - Encouraging participation (e.g. in public life)
 - Fostering good relations, tackling prejudice and promoting understanding.

Yes No

- If the Marriage and Civil Partnership protected characteristic applies to this policy, the Equality Impact Assessment has also assessed against the duty to eliminate unlawful discrimination, harassment and victimisation in respect of this protected characteristic:

Yes No Not applicable

Declaration

I am satisfied with the equality impact assessment that has been undertaken for the **2022 Summer Holiday Childcare And Food Programme** and give my authorisation for the results of this assessment to be published on the Scottish Government's website.

Name: KATE SMITH

Position: Deputy Director, School Age Childcare

Authorisation date: 01 July 2022



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