

Report on proposals and policies to reduce greenhouse gas emissions following annual target for 2019 not being met

Prepared under section 36 of the Climate Change (Scotland) Act 2009
October 2021



Scottish Government
Riaghaltas na h-Alba
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Context

This is a particularly important year in the global fight against climate change, with COP26 in Glasgow representing the world's best chance to avert the worst impacts. It is absolutely crucial that the international community takes this opportunity to raise their ambition and commit to tangible, transformational actions. By highlighting Scotland's world-leading statutory commitments, and setting out how we are working to meet these commitments, we hope to inspire others as we strive towards a net zero future.

Highly ambitious annual targets to reduce greenhouse gas emissions are a central feature of Scotland's distinctive statutory framework for tackling climate change. In direct response to the UNFCCC Paris Agreement, this framework includes our world-leading target of net zero emissions by 2045, and a 75% reduction in emissions by 2030.

The Scottish Government is committed to meeting these targets, reducing our emissions year on year through the delivery of our updated Climate Change Plan, which sets our pathway over the period to 2032. We have made huge progress to date, and on the basis used for reporting progress to targets, Scotland's emissions (during 2019) were down 51.5% since the 1990 baseline. This is over half of the way to net zero emissions. Emissions have fallen year by year, down 2.3% from 2018 to 2019, and there have been welcome reductions across many key sectors, including transport, buildings, electricity and industry. However, greenhouse gas emissions data published earlier this year show that the annual target for 2019 of a 55% reduction was missed, by an amount that equates to 2.7 MtCO₂e of emissions.

It is firstly important to recognise that these figures do not yet take account of the step-change in action associated with the recent update to our Climate Change Plan. The updated Plan included over 200 policies and proposals designed to deliver on our emissions reduction targets over the period to 2032, including a 75% reduction by 2030. These include landmark commitments such as our aim of reducing car kilometres by 20% by 2030; our commitment to restore 250,000 hectares of degraded peatland by 2030; increasing our tree planting targets so that 18,000 hectares are planted per year by 2024/25 (ensuring that 21% of our land is covered by forest by 2032); our commitment to invest £1.6 billion in heat and energy efficiency over the course of this Parliament (an investment that we are now boosting to £1.8 billion); and many more transformational policies and proposals.

Nevertheless, in response to the 2019 greenhouse gas statistics, we are now furthering our ambition with additional policies and proposals. We are one of only a very few countries to have such a rigorous system of legally binding annual targets which required us to outperform on future targets when past targets are not met. We are proud to be held accountable in this way, and are committed to going further in our policy approach in order to ensure we deliver upon our targets. This process underpins our commitment to learn by doing: when an approach doesn't work or more action is needed, we find out why and what is needed and put in place new measures that will deliver further emissions reduction. We know that Scotland has world-leading climate change targets; but these targets are only meaningful if they are supported by world-leading action.

It is for this reason that we have further increased our ambition even since the updated Climate Change Plan was finalised earlier this year. Whether that be through our boosted support for the decarbonisation of heat and energy efficiency; our commitment to spend at least £320 million or 10% of all the transport capital budget on supporting active travel; or our commitment to create a ten-year £500 million Just Transition Fund for the North East and Moray – we are continuing to develop and strengthen our approach to reducing emissions in Scotland.

This report sets out the additional policies and proposals that, over and above those included in the updated Plan, will account for the excess emissions arising from the missed 2019 annual target. As with the updated Plan itself, these measures have been designed to reduce emissions while also contributing to our economic and social recovery from the COVID-19 pandemic. We are confident that this policy package will go beyond the 2.7 MtCO₂e required to make up to the missed 2019 target, with the Climate Change Committee pathway indicating that expected changes to the Emissions Trading Scheme (ETS) alone are likely to significantly exceed the amount of emissions reduction required. Yet we have chosen to go further in this report, whether that be through additional policies and proposals in the Transport sector, which is our biggest emitting sector, or by further supporting the decarbonisation of businesses, buildings or related activity in other sectors. This approach demonstrates the scope of our ambition, and our commitment to back up our targets with transformational action.

Covering both the inclusive approach we will take as we transition, and the fairer, greener future we hope to realise, just transition continues to be at the heart of our response to the global climate emergency. It is something we have continued to prioritise since the publication of our updated Climate Change Plan, including in the development of the policies and proposals in this report. As we seek to deliver further emissions reductions, we will do so in a way that prioritises fairness, and ensures that no one is left behind. A just transition is therefore an opportunity to deliver on our social, economic and climate goals, harnessing the transition to net zero to build a better and more equal society.

Scotland was the first country in the world to embed just transition principles in our climate legislation, and we are now the first country in the world to publish a National Just Transition Planning Framework. As part of our response to the previous Just Transition Commission's final report, this Planning Framework provides the tools and the structures to deliver evidence-led and co-designed Plans for every sector and every region. Just Transition Plans will provide certainty for business to invest, will support workers and communities, and will ensure that Scotland can seize the opportunities of the transition while mitigating the risks. We have committed to delivering our first Just Transition Plan as part of the refreshed Energy Strategy, due to be published in 2022.

Despite the ambitious actions demonstrated by the Scottish Government, many key policy levers for decarbonisation are reserved to the UK Government. Scottish Ministers highlighted key asks of the UK Government to deliver Scotland and UK-wide targets in the updated Climate Change Plan, and we remain clear that a more ambitious UK-wide approach will be critical in achieving our emissions reduction

targets. We have consistently called on the UK Government to match Scotland's level of climate ambition, including a formal request for action to deliver the updated Climate Change Plan and specific correspondence on energy issues. We will continue to make the case for action in these areas in the delivery of the UK Net Zero Strategy. Collaborative action is particularly vital as we approach COP26 in Glasgow.

While the UK Government's international commitment to a 68% cut in emissions by 2030 is welcome, it is very disappointing that this has not been reflected in domestic UK law, where the target remains considerably less ambitious. The divergence between the UK's domestic and international commitments, in spite of representations from both the Scottish Government and the Climate Change Committee, risks undermining confidence as we approach COP26. Conversely, there is no such divergence between Scotland's legislated domestic targets and our 'indicative nationally determined contribution' to the Paris Agreement. Both of these are based on our world-leading statutory target of a 75% reduction in emissions by 2030.

COP26 must move from the world of promises to action, and mobilise the ambition needed to deliver on the Paris Agreement. This report also builds on Scotland's indicative Nationally Determined Contribution and demonstrates the Scottish Government's commitment to deliver upon our promises, strengthening and advancing our response to the global climate emergency.

Introduction

On 16 December 2020, the Scottish Government published an update to the 2018 Climate Change Plan. This update sets out the Scottish Government's pathway to meeting, over the period to 2032, the increased ambition of the targets under the Climate Change (Scotland) Act 2009 (as amended by the Climate Change (Emissions Reduction Targets) (Scotland) Act 2019). It is also a key strategic document on our green recovery from COVID-19. The document was finalised on 24 March 2021 after a period of Parliamentary scrutiny.

On 15 June 2021, the report on the outcome of the 2019 annual emissions reduction target was laid in the Scottish Parliament in line with the requirements of section 33 of the Climate Change (Scotland) Act 2009 ("the 2009 Act"). Using the reporting basis for assessing progress to statutory targets, the new Official Statistics show that Scotland's emissions were 51.5% lower than the 1990 baseline during 2019. The statutory annual target for that year of a 55.0% reduction was therefore missed, by 2.7 Megatonnes of CO₂ equivalent (MtCO₂e).

Section 36 of the 2009 Act requires that whenever an annual emissions reduction target is not met, the Scottish Ministers must prepare a report setting out additional proposals and policies to compensate in future years for the excess emissions. The present report discharges this duty in relation to the 2019 target¹, by setting out a number of proposals and policies which have been developed since the updated Climate Change Plan was finalised, and therefore supplement its policy package. These policies and proposals represent additional abatement sufficient to make up the excess emissions of 2.7 MtCO₂e over the period to 2032.

¹ The Climate Change Plan update itself discharged this duty in relation to the previously missed 2017 and 2018 annual targets, by setting out *inter alia* policies and proposals sufficient to both meet future targets and outperform these by the necessary amount to compensate for the excess emissions.

Policies and Proposals

In preparing this report, we have considered the full range of policy announcements made since the update to our 2018 Climate Change Plan was completed and worked with analysts to assess the potential of these in terms of delivering additional abatement of 2.7 MtCO₂e in response to the missed 2019 target.

A significant number of announcements and policy commitments have been made since the updated Plan was completed. This includes a number of individual announcements to take forward Manifesto commitments, as well as in our most recent Programme for Government² and in the cooperation agreement between the Scottish Government and the Scottish Green party³. The policies and proposals that we have included in this report do not tell the full story – this report focuses on a selection of commitments that will deliver the additional emissions reduction required to make up for the missed 2019 target. We have reviewed the expected impact of these policies and proposals, and are confident that they will deliver emissions reduction beyond the abatement required.

In summary, these commitments and policies represent the next step change in our transformational journey to reaching net zero emissions in Scotland. Although each policy is at a different stage of development, and some will be subject to further development and consultation, our assessment is that this package of policies and proposals will go beyond the additional abatement required over the period to 2032. This assessment is underpinned by anticipated changes to the Emissions Trading Scheme; the pathway set out by the Climate Change Committee indicates that this scheme will deliver emissions reduction significantly exceeding the 2.7 MtCO₂e required in this report.

Targeted Transport Investment

There have been potentially encouraging shifts in the way people have travelled during the COVID-19 pandemic, such as a reduction in commuter journeys due to home working, and an increase in cycling during lockdown. However, the pandemic has also caused the use of public transport to fall dramatically. The Scottish Government has committed significant additional funding to support the continuation of public transport services throughout the COVID-19 pandemic and we are continuing to work with operators to understand the ongoing impacts and potential support required going forward.

To help sustain the positive behaviour changes arising from the pandemic, we have committed to ensuring that at least £320 million or 10% of all the transport capital budget is spent on supporting walking, cycling and wheeling, by 2024-25, as confirmed in the 2021-2022 Programme for Government. This commitment is supported by the independent research, '[Decarbonising the Scottish Transport Sector](#)'⁴ which sets out the scale of the challenge and is clear that achieving net zero will involve major behaviour change regarding modes of journeys and demand

² <https://www.gov.scot/publications/fairer-greener-scotland-programme-government-2021-22/documents/>

³ <https://www.gov.scot/news/agreement-with-scottish-green-party/>

reduction, along with pushing technological innovation. Scottish Ministers have been clear that we cannot afford to shy away from these challenges if we are to respond effectively to the climate emergency and cut transport emissions.

Free bus travel

Building upon our commitment in the updated Climate Change Plan, we are going further by extending nationwide free bus travel to all young people resident in Scotland under 22 years old from 31 January 2022. As outlined in the 2021-2022 Programme for Government, this will benefit around 930,000 young people and seeks to encourage young people in Scotland to use low-emission and lower carbon public transport with a view to embedding these travel choices from a young age. This behavioural shift, in turn, looks to help tackle the climate emergency and to improve air quality in towns and cities by reducing the number of car journeys, for example on the school run, made by young people. The impact of the scheme's modal shift is uncertain and will be influenced by COVID-19. At this stage, based on experience elsewhere, we are estimating there will be around 10% more bus journeys made by this age group as a result of the scheme, some of which would previously have been made by car.

Fossil fuels in public transport

Bus is already one of the most climate-friendly transport choices people can make and transitioning buses to zero emissions increases the benefits of bus as a transport choice. We will remove the majority of fossil fuel buses in public transport by 2023, which represents the replacement of some 2,200 vehicles. This is a Manifesto commitment and will drive forward a fully decarbonised future for Scotland's bus fleet. In 2019, the Bus Decarbonisation Taskforce was established as a short-life group tasked with co-designing a pathway to a fully zero-emission bus fleet. The Taskforce is comprised of senior leaders from the manufacturing, operating, energy and finance sectors to address the barriers to transformative transition of Scotland's 4,400 buses to zero emissions.

We are investing in bus decarbonisation; during 2020/21 we awarded £50.7 million through the Scottish Ultra-Low Emission Bus Scheme to support 272 new, zero emission buses and associated infrastructure, such as the Caledonian bus depot electrification, where zero emission bus services and COP26 shuttles will operate from. We are committed to investing in zero emission buses beyond COP26 with £120 million to build on this progress over the coming 5 years. On 15 July, the Minister for Transport announced the first phase of the Scottish Zero Emission Bus Challenge Fund, worth £50 million. The Challenge Fund is designed to encourage the market to bring forward new and innovative ways to finance the transformative transition to zero-emission bus fleets. We call on the UK Government to match Scotland's level of ambition for decarbonising the bus sector.

On rail, as previously outlined in our updated Climate Change Plan, the Scottish Government has already committed to decarbonise the Scottish Passenger rail network by 2035 with a rolling programme of electrification and investment in alternative rail traction, such as hydrogen and battery trains. Advance works are being undertaken for electrifying the line to Barrhead and East Kilbride and the

2021/22 Programme for Government provides a commitment to the decarbonisation of the Borders and Fife Circle lines in the next three years.

Safer speed limit

As set out in the 2021-22 Programme for Government, we will ensure all appropriate roads in built-up areas have a safer speed limit of 20 mph by 2025. A 20 mph speed limit has the potential to encourage modal shift from cars to walking and cycling due to improved road safety. Smoother, more consistent driving speeds may also lead to decreased air and noise pollution and lower vehicle emissions. In 2021-2022 we will develop a national strategy for 20 mph zones and limits in Scotland, as recommended in the second Strategic Transport Projects Review (STPR2) Phase 1, to support a range of policies that assist those Government national outcomes and indicators relevant to this area. Related policy benefits include better road safety and health outcomes, promotion of active travel, climate change mitigation and place-making. We will research 20 mph policies and strategies to identify common features; we will take cognisance of the lessons learned from the 2019 Restricted Roads (20 mph Speed Limit) (Scotland) Bill; and we will consider a range of policy options for the strategy. These options could include legislative changes, updated guidance or specific funding for 20 mph. This will include forming a task group to plan the most effective route for implementation.

Road infrastructure

During this Parliament, new roads projects will only be taken forward where they reduce the maintenance backlog, address road safety concerns or adapt the network to deal with the impacts of climate change or benefit communities such as by bypassing settlements. We will no longer build road infrastructure to cater for forecast unconstrained increases in traffic volumes but instead we will focus our investment in managing and maintaining the existing road trunk network as signalled in the Infrastructure Investment Plan.

The National Transport Strategy's strategic aim of reducing travel by unsustainable modes will guide our policy action. We know that in the face of the climate emergency we need to shift away from spending money on new road projects that encourage more people to drive, and instead focus our money and effort on sustaining the positive behaviour change arising from the COVID-19 pandemic through investment in public transport and active travel. We have already provided £39 million through the Spaces for People initiative to support local authorities to deliver temporary walking and cycling routes and enable social distancing during the crisis and the updated Climate Change Plan includes a £50 million funding pledge for Active Freeways.

As such the Sustainable Investment Hierarchy contained in the second National Transport Strategy (NTS2) (published in February 2020), underpins the appraisal work currently being undertaken on the STPR2. We will use the outcomes of the STPR2 to direct future transport infrastructure investment.

On electric vehicle infrastructure, we have already invested over £45 million to develop the ChargePlace Scotland network of EV charging. This now has over 1800

charge points and we are continuing to work with local authorities this year to develop and expand the network through the Local Authority Installation Programme.

Decarbonising public sector buildings

We will develop and agree through consultation a series of phased targets for the decarbonisation of public sector buildings, starting in 2024, with more challenging buildings such as hospitals being decarbonised by 2038, and for all publicly-owned buildings to meet zero emission heating requirements with a backstop of 2038. This approach will accelerate the decarbonisation of public sector buildings over the period to 2032. This will consolidate our ambition and set a very clear route-map for the decarbonisation of heating in the public sector estate.

Home and building upgrades

All home and building upgrades, at the point of sale, change of tenancy, and refurbishment, will be required to meet at least EPC C standards or equivalent from 2025 onwards. As a backstop, all homes will need to be upgraded by 2033. This extends our commitment as set out in the updated Climate Change Plan, bringing forward by two years our ambitions on energy efficiency upgrades to Scotland's homes.

We will undertake consultation in 2022 to ensure a fair approach and avoid unintended consequences, and we will provide support through additional grants and an advisory service.

We have also immediately ended public subsidies for oil and LPG boilers, effective from Monday 6 September 2021. This sends a clear signal that there is no future for high carbon heating as we transition to net zero, and supports our move to take a zero emissions heating first approach in our support schemes. This includes our flagship Warmer Homes Scotland programme. Households eligible for assistance under Warmer Homes Scotland will be offered zero emissions alternatives, where these are technically appropriate for the property, alongside a package of fabric measures to increase the energy efficiency of the home and make it easier to heat. Grant levels within the scheme have already been increased to encourage the installation of air source heat pumps and external wall insulation together to cover the cost of these high cost measures and these will be recommended where suitable for the property.

We are making record levels of investment in our programmes which continue to target support at those in fuel poverty (£50 million in Warmer Homes Scotland and £64 million in Area-Based Schemes in 2022-23) and we remain committed to supporting those in fuel poverty through the heat transition. We also continue to fund Home Energy Scotland to provide free and impartial advice on how to reduce bills and make homes warmer and cheaper to heat, and have committed to provide additional support for rural and islands homes which require bespoke and targeted advice.

Supporting the food and drink sector to reduce emissions

We will undertake scoping work this year on a single marketing brand for all Scottish food and drink produce, 'Sustainably Scottish', which would be available to all Scottish-based producers, manufacturers and suppliers who can satisfy stringent criteria on provenance and low carbon operations. This will incentivise additional investment in low carbon operations, build on consumer demand for sustainable products, and allow the many Scottish businesses with a strong story to tell about sustainability to capitalise on that demand.

On 20 August the Scottish Government launched 'Local Food for everyone: a discussion', a consultation on the Scottish Government's draft local food strategy, which seeks feedback and suggestions on ways to encourage more locally-based production to reduce the distance food travels, promote circular supply chains and enable more people to grow their own food. The consultation runs for 14 weeks and closes on 26 November, and is being accompanied by workshops across Scotland. Part of the consultation focuses on vertical farming, an innovative indoor farming technology, and we are gathering evidence on how vertical farming could contribute to the low-carbon production of more Scottish food.

The Food Processing Marketing & Cooperation Grant Scheme (FPMC), which opened for applications on 4th August 2021 with a budget of £7.3 million, requires businesses applying for funding to set out how their proposed project will contribute to Scotland's achievement of net zero emissions by 2045. This could be through a number of actions such as using renewable sources of energy, use of more efficient machinery, reducing waste and packing or reducing haulage miles through local sourcing. In addition all applicants are also asked to create and complete a Greener Business Plan setting out how their business as a whole will reduce emissions.

This will build on work to date such as the pilot Sustainable Agricultural Capital Grants Scheme which offered £17 million funding to over 3,700 farmers and crofters for low emissions farming equipment to support them in the delivery of direct and indirect greenhouse gas (GHG) reductions.

Supporting businesses to transition to net zero

Ambitious, forward-looking business action will be essential to meeting Scotland's emissions reduction targets in a way that is just and fair. Scotland's emissions have more than halved since 1990 while our economy has continued to prosper - a testament to the strength of our businesses, our skilled workforce and our globally desired technologies and solutions.

In light of our emissions reduction targets, Government has a moral obligation to ensure our investments align with our climate ambitions. Utilising climate conditionality for our investments will be key as conditionality also incentivises innovation and rewards first movers. It is important that any changes to our approach to funding are made through partnership with business and with cognisance of the time and support some businesses will require to adapt. To implement these changes in any other manner would be directly at odds with our commitment to a just transition.

We will therefore consult on, as a means of accessing public money, requiring:

- *For large businesses*: annual public disclosure of how climate change will affect their business, consistent with the recommendations of the Task Force on Climate-Related Financial Disclosures.
- *For large businesses*: the role of Just Transition Plans.
- *For businesses receiving grant or loan / equity funding of over £500 thousand and for major contracts*: a commitment to reduce scope 1 and 2 greenhouse gas emissions at a level consistent with Scotland's 2045 net zero target, including requiring that a published carbon management plan for achieving such targets is made available on the company's website and submitted to the public body providing the funding.

We will work with business to produce guidance on how they can use the Just Transition Planning Framework most effectively, considering the barriers and opportunities that are unique to the wider private sector, and to support compliance with any changes resulting from this consultation process. In line with our Just Transition Planning Framework we will ensure that our guidance is built upon existing work and experience, in particular the plans, charters and commitments of key Scottish industries.

We will also take forward plans to further develop a green port model which meets the specific needs of Scotland's economy, while protecting workers rights and supporting our transition to a net zero economy.

Emissions Trading Scheme

The UK Emissions Trading Scheme (UK ETS) is currently the key carbon pricing tool available to us, with the Scottish Government jointly responsible for the scheme alongside the UK Government, Welsh Government and Northern Ireland Executive. The scheme generates a carbon price for the sectors covered by the scheme, incentivising decarbonisation. The scheme currently covers energy intensive industries, fossil fuel power generation, domestic flights and flights from the UK to the European Economic Area (EEA).

The UK ETS was established in 2021 to replace participation in the EU ETS. It was established with an interim emissions cap 5% lower than the EU ETS cap it replaced. Since that time, the Scottish Government, along with the other governments responsible for the scheme, have sought the advice of the Climate Change Committee (CCC) on the appropriate level to set the UK ETS cap, in order to deliver on economy-wide emissions reduction targets set under both devolved and UK statutory climate legislation. The CCC has now published that advice, and the four governments will shortly jointly consult on tightening the UK ETS cap. The UK ETS will form a major ongoing component of our approach to reducing emissions, and we expect developments in this area to be further reflected in the next Climate Change Plan.

Our collective commitment to consulting in the coming months on developing the UK ETS extends further, to also reviewing our programme of free allocations to ensure

that they are appropriately protecting against carbon leakage in light of our climate change commitments, and considering expanding the scheme to other sources of significant emissions.

Through our joint responsibility for this UK-wide scheme, it is our ambition that the development of the scheme supports our just transition, addresses fuel poverty and our climate change objectives, and that the proceeds of the scheme are channelled back into supporting businesses and consumers to switch to net zero alternatives. We will also continue to press the UK Government, who hold the relevant power, to start negotiations immediately on the linking of the UK ETS with the EU ETS, to protect against carbon leakage. In the meantime, it remains our intention that the UK ETS at least matches the environmental, economic and social ambitions of the EU's scheme. The ETS proposals have been included in this catch up report but the overall emissions savings are likely to be substantial and will also be considered for inclusion in future plans.

Next Steps

The policy package of the Scottish Government's updated Climate Change Plan provides a pathway to meeting emissions reduction targets over the period to 2032. Implementing and delivering these policies is our priority.

The 2009 Act mandates that we monitor our progress against the Climate Change Plan on an annual basis. Sector by sector monitoring reports⁵ are published each May. This information provides a regular opportunity to further review and adjust our approach, if any areas prove not to be on track.

We will bring forward a draft of the next full Climate Change Plan within the first half of this Parliament. The Plan will contain policies and proposals to meet annual emissions reduction targets over the next "plan period", as per the 2009 Act⁶.

⁵ <https://www.gov.scot/publications/climate-change-plan-monitoring-reports-2021-compendium/>

⁶ <https://www.legislation.gov.uk/asp/2019/15/part/3/crossheading/climate-change-plan/enacted> -

Section 35(4) of the Climate Change (Scotland) Act 2009 states that "the "plan period" means the period of (a) 15 years beginning with the year after the year in which the draft plan is laid before the Parliament, or (b) such other period of between 10 and 20 years beginning with that year as the Scottish Ministers may specify in the plan in order that the period ends in the same year as an interim target or the net-zero emissions target year."



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The Scottish Government
St Andrew's House
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EH1 3DG

ISBN: 978-1-80201-529-4 (web only)

Published by The Scottish Government, October 2021

Produced for The Scottish Government by APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA
PPDAS960466 (10/21)

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