The Public Records (Scotland) Act 2011

Scottish Water

Progress Update Review (PUR) Report by the PRSA Assessment Team

14th December 2023

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1. Public Records (Scotland) Act 2011

The Public Records (Scotland) Act 2011 (the Act) received Royal Assent on 20 April 2011. It is the first new public records legislation in Scotland since 1937 and came into force on 1 January 2013. Its primary aim is to promote efficient and accountable record keeping by named Scottish public authorities.

The Act has its origins in *The Historical Abuse Systemic Review: Residential Schools and Children's Homes in Scotland 1950-1995* (The Shaw Report) published in 2007. The Shaw Report recorded how its investigations were hampered by poor recordkeeping and found that thousands of records had been created, but were then lost due to an inadequate legislative framework and poor records management. Crucially, it demonstrated how former residents of children's homes were denied access to information about their formative years. The Shaw Report demonstrated that management of records in all formats (paper and electronic) is not just a bureaucratic process, but central to good governance and should not be ignored. A follow-up review of public records legislation by the Keeper of the Records of Scotland (the Keeper) found further evidence of poor records management across the public sector. This resulted in the passage of the Act by the Scottish Parliament in March 2011.

The Act requires a named authority to prepare and implement a records management plan (RMP) which must set out proper arrangements for the management of its records. A plan must clearly describe the way the authority cares for the records that it creates, in any format, whilst carrying out its business activities. The RMP must be agreed with the Keeper and regularly reviewed.

2. Progress Update Review (PUR) Mechanism

Under section 5(1) & (2) of the Act the Keeper may only require a review of an authority's agreed RMP to be undertaken not earlier than five years after the date on which the authority's RMP was last agreed. Regardless of whether an authority has successfully achieved its goals identified in its RMP or continues to work towards them, the minimum period of five years before the Keeper can require a review of a RMP does not allow for continuous progress to be captured and recognised.

The success of the Act to date is attributable to a large degree to meaningful communication between the Keeper, the Assessment Team, and named public authorities. Consultation with Key Contacts has highlighted the desirability of a mechanism to facilitate regular, constructive dialogue between stakeholders and the Assessment Team. Many authorities have themselves recognised that such regular communication is necessary to keep their agreed plans up to date following inevitable organisational change. Following meetings between authorities and the Assessment Team was proposed. Key Contacts have expressed the hope that through submission of regular updates, the momentum generated by the Act can continue to be sustained at all levels within authorities.

The PUR self-assessment review mechanism was developed in collaboration with stakeholders and was formally announced in the Keeper's Annual Report published on 12 August 2016. The completion of the PUR process enables authorities to be credited for the progress they are effecting and to receive constructive advice concerning on-going developments. Engaging with this mechanism will not only maintain the spirit of the Act by encouraging senior management to recognise the need for good records management practices, but will also help authorities comply with their statutory obligation under section 5(1)(a) of the Act to keep their RMP under review.

3. Executive Summary

This Report sets out the findings of the Public Records (Scotland) Act 2011 (the Act) Assessment Team's consideration of the Progress Update template submitted for Scottish Water. The outcome of the assessment and relevant feedback can be found under sections 6 – 8.

4. Authority Background

Scottish Water are a publicly owned company, answerable to the Scottish Parliament. They are responsible for providing water and waste water services to household customers and wholesale licensed providers. They provide 1.34 billion litres of drinking water every day and take away 847 million litres of waste water daily. Scottish Ministers set the objectives for Scottish Water and appoint the Chair and non-executive members. Scottish Water delivers the investment priorities of Ministers within the funding allowed by the Water Industry Commission for Scotland.

Scottish Water Solutions is an innovative partnership helping deliver Scottish Water's capital investment programme.

Scottish Water Business Stream was formed in 2006 to compete in the retail market for business consumers. Scottish Water acts as a wholesaler in the non-household market.

Scottish Water International uses skills and expertise from its Scottish business to offer services to utilities, governments and international clients seeking to harness their water resources efficiently and effectively by raising standards and reducing costs.

Scottish Water Horizons is a wholly owned subsidiary of Scottish Water responsible for driving forward Scottish Water's green agenda, developing renewables and leveraging commercial value from assets.

http://www.scottishwater.co.uk/

5. Assessment Process

A PUR submission is evaluated by the Act's Assessment Team. The self-assessment process invites authorities to complete a template and send it to the Assessment Team one year after the date of agreement of its RMP and every year thereafter. The self-assessment template highlights where an authority's plan achieved agreement on an improvement basis and invites updates under those 'Amber' elements. However, it also provides an opportunity for authorities not simply to report on progress against improvements, but to comment on any new initiatives, highlight innovations, or record changes to existing arrangements under those elements that had attracted an initial 'Green' score in their original RMP submission.

The assessment report considers statements made by an authority under the elements of its agreed Plan that included improvement models. It reflects any changes and/or progress made towards achieving full compliance in those areas where agreement under improvement was made in the Keeper's Assessment Report of their RMP. The PUR assessment report also considers statements of further progress made in elements already compliant under the Act.

Engagement with the PUR mechanism for assessment cannot alter the Keeper's Assessment Report of an authority's agreed RMP or any RAG assessment within it. Instead the PUR Final Report records the Assessment Team's evaluation of the submission and its opinion on the progress being made by the authority since agreeing its RMP. The team's assessment provides an informal indication of what marking an authority could expect should it submit a revised RMP to the Keeper under the Act, although such assessment is made without prejudice to the Keeper's right to adopt a different marking at that stage.

Key:

	The Assessment Team		The Assessment Team agrees this		There is a serious gap in
G	agrees this element of an	Α	element of an authority's progress	R	provision for this element with no
	authority's plan.		update submission as an		clear explanation of how this will
			'improvement model'. This means		be addressed. The Assessment
			that they are convinced of the		Team may choose to notify the
			authority's commitment to closing a		Keeper on this basis.
			gap in provision. They will request		
			that they are updated as work on this		
			element progresses.		

6. Progress Update Review (PUR) Template: Scottish Water

Element	Status under agreed Plan 14FEB17	Progress review status 31AUG20	Progress review status 14DEC23	Keeper's Report Comments on Authority's Plan 14FEB17	Self-assessment Update 02JUL20	Progress Review Comment 31AUG20	Self-assessment Update as submitted by the Authority since 31AUG20	Progress Review Comment 14DEC23
1. Senior Officer	G	G	G	Update required on any change.	Job Title of Rob Mustard is now Digital and Transformation Director	The Keeper's Assessment Team thanks Scottish Water for this update which has been noted.	No change.	Update required on any change.
2. Records Manager	G	G	G	Update required on any change.	No change.	No immediate action required. Update required on any future change.	No change.	Update required on any change.
3. Policy	G	G	G	Update required on any change.	Policies have been reviewed and consolidated to make it easier for our people. Training on these policies are included in our Information Security, Data Protection and Information Management training.	In their original submission Scottish Water committed to keeping their information governance policies and guidance documents under review and the Assessment Team acknowledges that this is being done. The Keeper has previously	Policies are reviewed annually in line with the expiry/ review dates applied to them or if there is any major change.	Thank you for letting the Assessment Team know that Records Management Policy and other relevant policies are being appropriately reviewed as scheduled.

						commended the principle of combining policies and guidance as liable to create stronger business tools. For training see element 12		
4. Business Classification	A	A	A	On page 8 of the <i>Plan</i> Scottish Water commits that: "Guidance on the Scheme for managing paper and electronic records will be produced and circulated prior to the Scheme being implemented corporately." The Keeper requires that this guidance be provided to him when it becomes available. The Keeper acknowledges that the development of a corporate business classification scheme (or information asset register) will be incremental and, although he will	High level business classification has been created and awaiting implementation within our online information management toolkit, which was due to deliver in early 2020, however been delayed due to Covid-19 business incident response. This will be initially done at a functional level along with Email revised retention periods. The next phase will be to establish relevant business labels to support information organisation and further retention capabilities. This	The Assessment Team notes that a high level classification scheme has been created and that this is based on a functional structure. This must remain a business decision for the authority, but the Keeper has previously noted that a functional arrangement, such as this, is currently considered best practice. The Assessment Team would suggest that the creation of the overall structure marks a measurable improvement in the records management provision in the authority. The business classification must now	We have now developed an initial draft of our low- level business classification scheme that lists all record types held within each function and activity of the business. Work is now being planned to establish a document labelling policy that can be applied to all new and existing documents held within our SharePoint sites. There is currently a pilot project underway for automated	The Assessment Team is grateful for this update. It is great to hear that Business Classification has been further developed at lower levels as well, including record types held within activities and functions. It is also great to hear that a policy on document labelling is under development; this will hopefully assist in the automated retention or destruction within SharePoint sites while the business- wide automated

				Scheme project progresses. Scottish Water have committed to do this.	Eurotional rotantian	As with alamant 4	All amail data norr	Thonk you for this
5. Retention Schedule	A	A	A	As stated above, the Retention Schedule is not yet complete and operationally in use in Scottish Water. They commit in the <i>Action Plan</i> : "Scottish Water will develop and implement a corporate Records Retention ScheduleTraining material and guidance notes on information will also be published". The Keeper agrees these actions. The Keeper agrees this element of Scottish Water's <i>Records</i> <i>Management Plan</i> on 'improvement model' terms. This means that Scottish water have correctly identified a gap in their records	Functional retention schedules have been developed and awaiting implementation in our online information management tool – again this has been delayed by the business response to the Covid-19 incident. This will initially be done at a functional level along with Email revised retention periods. The next phase will be to establish relevant business labels to support information organisation and further retention capabilities. This will be implemented through a risk- based approach. Our physical records retention	As with element 4 above, the imposition of retention decisions on public records held digitally is a work in progress. The Assessment Team notes that Scottish Water has a clear programme in mind to achieve their goal of a fully integrated business classification scheme/retention schedule. This was explained in the authority's original submission (2017) and the Assessment Team is happy to acknowledge that the 'improvement model' agreement on this element of the RMP stands. The Assessment Team looks forward to updates in subsequent PURs.	All email data now has standard retention applied, with automatic deletion taking place after 3 years; longer retention can be applied to specific mailboxes where regulatory or other business needs apply. Staff are advised that Emails needed for longer should be moved to SharePoint where further retention may be applied. As mentioned under element 4, the automatic labelling policy that is being planned will apply automatic retention to each document based on the label.	Thank you for this update on Retention Schedules. Automated retention labelling should help streamline organisational processes around this. It is good to hear that particular attention has been paid to email retention, and that guidance is in place when automated retention decisions may not suffice. It is also reassuring to know that any digital systems implemented by Scottish Water have retention

				management provision and the Keeper acknowledges that they have put processes in place designed to close that gap. The Keeper's agreement is conditional on him being updated as the <i>Retention</i> <i>Schedule</i> is rolled out. Scottish Water have committed to do this.	scheme still stands as its own schedule and is fully implemented. It is our ambition to merge these 2 retention schemes into one eventually. In system retention design is also now a core requirement for our data within our digital systems e.g. Finance, HR – purge cycles are agreed and recorded. Training on retention is included as part of our Information Management training.	This element will remain at Amber while this work is ongoing. The Assessment Team acknowledge that hard-copy records are covered under a separate schedule which is fully rolled-out (see also element 4 above). For training see element 12.	All new digital systems must have retention included as a core requirement during the design and implementation process. There has been no change made to the existing physical records retention schedule, although as part of the ongoing project the plan is still to combine this with the digital retention and classification scheme.	included as a core requirement. Thank you for confirming that physical (paper) records retention continues to operate while the intention is to fully integrate this into the digital retention and classification scheme. This element will remain at Amber while this work on automated retention labelling is ongoing. The Assessment Team looks forward to updates in subsequent PURs.
6. Destruction Arrangements	A	A	A	The Keeper is able to agree this element of Scottish Water's records management plan on improvement model terms. This means that the authority has identified a gap in	Progress towards automatic destruction had a focus on email content primarily with the introduction of new retention and the automatic destruction of	Work around the controlled, secure and irretrievable destruction of digital records is part of the transformation described in elements 4 and 5 above and as such is also a work in progress.	Automatic deletion is now applied within email and teams chat; all emails, teams chat and calendar appointment data are now automatically	Thank you for this update on recent improvements to records destruction arrangements with regard to email, Teams chat, and calendar appointment data.

their records management provision (centralised control of the destruction of electronic records is lacking), but have put processes in place to close that gap (the electronic records management system being rolled-out will automate the process). The Keeper's agreement is conditional on him being kept up-to- date with progress in the business classification/retent ion schedule implementation programme. Scottish Water have committed to do this.	historic information beyond these timeframes. Focus is now on progressing the new retention schedules which will bring in automatic destruction as relevant. This will be further rolled out as part of the business labelling initiative starting later in 2020. Controlled destruction of our physical records is implemented.	The Assessment Team notes the intention to introduce <u>automatic</u> deletion of digital records and e- mails. This is generally considered good practice and avoids the risks inherent in allowing staff the opportunity to 'keep it just in case' As with elements 4 and 5 the Assessment Team notes that hard- copy records are managed under different systems and this is already fully compliant.	deleted once retention is met. The planned introduction of the document labelling policy and automated retention scheme (mentioned in elements 4 & 5) will allow for automated secure destruction of digital records going forward. There has been no change to the controlled destruction arrangements for our physical records.	It is noted that the upcoming document labelling policy and the accompanying automated retention scheme will reinforce reliable records destruction practices. As reported under Elements 4 and 5, it is clear that Scottish Water is actively working on improving its control of the destruction of electronic records. This Element will remain at Amber while the destruction of electronic records continues to be more effectively automated. The Team looks forward to being updated on progress is subsequent PURs.
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7. Archiving and Transfer	A	A	A	The Keeper notes that Scottish Water are in the process of finalising a memorandum of understanding with the National Records of Scotland's Client Management Team. The Keeper agrees this element of Scottish Water's records management plan under 'improvement model' terms. When the memorandum of understanding is agreed by both parties, a copy should be sent to the Public Records Act assessment team.	MOU is currently on hold until low level business classification scheme is fully drafted and formal agreement on which records of SW will be of interest to NRS. Our Corporate website is part of the NRS website archiving programme.	The Act requires that all Scottish public authorities identify a suitable repository for the permanent preservation of any records considered suitable for archiving. A formal arrangement for transfer to that repository must be in place. The Keeper has already agreed the identification of NRS as a suitable repository for the preservation of Scottish Water's public records selected for permanent retention. Scottish Water has entered into negotiations with NRS to develop a memorandum of understanding to formally agree the obligations on both the authority and the repository with regard to the transfer of records selected for permanent preservation.	Information on our draft low level classification scheme has been shared with NRS and we are currently awaiting an agreement on what types of Scottish Water records will be suitable for national archiving. There are already arrangements in place with NRS for our physical records and there has been no change to these arrangements. Our Corporate website is still part of the NRS website archiving programme.	Thank you for this update which has been noted. It is reassuring that there are arrangements in place with NRS concerning the archiving of paper records, and the archiving of Scottish Water's website. This Element will remain at Amber. A formal agreement (Transfer Agreement of MoU) needs to be in place for this Element to be turned Green. You may wish to get in touch with your NRS Client Manager, Claire Sillick, at Claire.Sillick@nrsc otland.gov.uk in order to restart and finalise this process.

						However, these negotiations have not been finalised. Partly this is due to the lack of a fully rolled-out Retention Schedule in Scottish Water (see element 5). This element will remain at Amber while this work is ongoing. The Keeper also notes that Scottish Water has been engaging with the NRS Web Harvesting Programme over the last two years with the intention that their corporate website is captured for permanent preservation.		The Assessment Looks forward to being updated on this in subsequent PURs.
8. Information Security	G	G	G	Update required on any change.	Digital sensitivity labelling policy has been agreed and communicated, and has been applied to all existing compatible documents online (SharePoint) and on premise (Fileshares). The policy is mandatory for all to digitally	In 2017 the Keeper agreed that the information security provision at Scottish Water was appropriate. However, it is essential that security specifications are continually reviewed and, where necessary, extended.	The digital sensitivity labelling policy is now fully implemented across the business with all staff trained on how to correctly apply sensitivity to documents and emails.	The Assessment Team thanks you for this update on mandatory sensitivity labelling which has been noted. The Team has no particular concerns over this Element.

					label new compatible documents and emails. This is the addition of a sensitivity label marked on the document (online and in print) that provides important guidance on how to handle the information. Our highest risk systems are also allocated a lowest level sensitivity label so all users and support staff are aware of the sensitivity of the records held.	It is clear that Scottish Water understand this and have further developed their security processes since the original agreement. The Keeper's Assessment Team thanks Scottish Water for this update which has been noted.	Labelling is a mandatory activity forced by automated system policy.	Update required on any future change.
9. Data Protection	G	G	G	Update required on any change.	Digital sensitivity labelling policy has been agreed and communicated, and has been applied to all existing compatible documents online (SharePoint) and on premise (Fileshares). The policy is mandatory for all to digitally label new compatible	As with all other Scottish public authorities Scottish Water have been required to review and update their data protection procedures in light of the 2018 legislation. The Assessment Team acknowledges that the public facing Scottish Water website	Privacy & access processes are maturing well and continue to be applied to all new solutions and process changes. We have recently reviewed our data strategy in Scottish Water and are rolling out a	It is positive to hear that privacy and access processes are maturing well, and continue to be incorporated into any process changes. Thank you also for letting us know that Scottish Water has recently reviewed its data strategy,

	documents and emails. This is the addition of a sensitivity label marked on the document (online and in print) that provides important guidance on how to handle the information.Our highest risk systems are also allocated a lowest level sensitivity label so all users and support staff are aware of the sensitivity of the records held.Privacy impact assessments and access control standards are managed as standard.We have implemented mandatory training on Data Privacy for all employees.We provide a centre of excellence for our business in relation	has been updated appropriately: https://www.scottishwa ter.co.uk/en/help%20a nd%20resources/docu ment%20hub/key%20 publications/data%20p rivacy The Assessment Team is pleased to note that all public records are allocated a sensitivity rating partly with protection of personal information in mind. For training see element 12.	concept of Data Citizenship across the business. This strategy aims to empower our employees to take command of their data through improved understanding, access to tools and shared knowledge. Within the data citizenship network structure there will be dedicated Data Protectors; these individuals will be responsible for ensuring key data protection practices are being used consistently and effectively across Scottish Water.	and will roll out a new strategy to empower staff to develop their knowledge and manage data more effectively. This approach of Data Citizenship and named Data Protectors (or champions) sounds innovative. The Assessment Team looks forward to hearing progress updates on its implementation in subsequent PURs.
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					to all things Data Privacy. We are training Data Protectors in key parts of our organisation where the risk is higher to enable local level expertise.			
10. Business Continuity and Vital Records	G	G	G	Update required on any change.	Vital records have been identified as part of a business continuity exercise and a critical file register is held.	In the Keeper's original agreement 2017 he acknowledged that Scottish Water had clear procedures for recovery of all records in the case of disaster. Furthermore, he acknowledged the consideration of 'vital' records as part of the Business Classification project (see element 4). The Assessment Team thanks Scottish Water for confirming that the project to include vital records in the business classification/retention schedule (see elements 4 and 5 above) is being pursued.	No change.	Update required on any change.

tracking is inhibited by the lack of a centralised business classification scheme). However, the Keeper acknowledges that the authority has instigated procedures to close that gap. His conditional on his being updated as the <i>Business</i> Classification Scheme project progresses. Scottish Water have committed to do this.of our business of our business of our business of our business of specific record adstrowledges that the authority has instigatedexpecting to see the role-duration of the molth gareement is classificationexpecting to see the role-duration of the the were the income to the that adult trails of our key records are held on the Business Classificationexpecting to see the role-duration of the were the authority's public agreement is conditional on his being updated as the Business Classificationexpecting to see the role-duration of the were the were that adult trails of our key records are that adult trails of our key records are the Business Classificationexpecting to see the role-duration out all changes that the service and this is evidence of that adult trails of our key records are the allowe the Assessment team is happy to acknowledge that the major piece of work explained in the elements 4-6, the planned document labeling policy with the crucial in the elements 4-6, the planned document labeling policy with the accords are held in our sected.employees whose the sected and the SharePoint to str accords the sected and the accords the sected and the adult trails of to mainta

						updates in subsequent PURs. This element will remain at Amber while this work is ongoing. At the time of their original submission the Keeper agreed the use of a file registry system to track Scottish Water's paper records. There is nothing here to suggest this has changed. Therefore, as with elements 4, 5 and 6, the Keeper would be able to agree that hard-copy records are managed appropriately.	tracking of high-risk records. For critical policy and process records that are managed through our business management system, a formal record change control process is now in operation. This records management approach will be expanded in line with the Business Classification enablement outlined in elements 4-6.	drives is very limited. Thank you also for sharing that the functionality of Scottish Water's business management system has also been implemented. This Element will remain at Amber while the work continues. It is clear that Scottish Water continues to make gradual progress on this Element, and he Team looks forward to being updated on progress is subsequent PURs.
12. Competency Framework	G	G	G	Update required on any change.	Records team Practitioner in Public Records course attended by members of the team with 2 more booked on future courses.	The Keeper expects to see evidence that Staff creating, or otherwise processing records, are appropriately trained and supported. There is abundant evidence that Scottish	Corporate data and compliance Practitioner in Public records course attended by 1 team member. One team member currently pursuing	The Assessment team thank you for this update on staff CPD. It is also good to hear that Scottish Water is in the process of joining a

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They are also and DPO.	
providing specific Data	
Protection training in All employees	
key parts of the Data Protection	
organisation where the and GDPR training	
risk is higher to enable for all employees	
local level expertise.	

							Mandatory Information Security training. All relevant guidance documentation is reviewed regularly and promoted to staff internally.	
13. Assessment and Review	G	G	G	Update required on any change.	No change.	No immediate action required. Update required on any future change.	The opportunity to participate in this PUR is welcomed and will hopefully provide feedback on the areas of the RMP that require the most attention prior to our full submission. The records management plan is reviewed and updated regularly to ensure that any business/ process changes & updates are reflected in the plan.	Thank you for confirming that Scottish Water continues to review and update its Records Management Plan regularly in order to ensure it remains fit for purpose. The authority's continuing participation in the Progress Update Review (PUR) process is also commended.
14. Shared Information	N/A	N/A	A	Update required on any change.	No change.	No immediate action required. Update required on any future change.	Our data sharing agreements are improved regularly, and all staff are	When Scottish Water's RMP was assessed in 2017, it was noted that

	provided with guidance on external sharing to ensure the safe handling of records and information.	this Element was not relevant. Based on Scottish Water's update, the situation has changed.
		This Element has been turned Amber to indicate that it is now relevant, and that Scottish Water is taking steps to improve its data sharing agreements, and that relevant guidance is in place. If this was a formal RMP assessment, a Green status might be obtained through the provision of relevant evidence.

7. The Public Records (Scotland) Act Assessment Team's Summary

Version

The progress update submission which has been assessed is the one received by the Assessment Team on 30th May 2023. The progress update was submitted by David Friedman, Data Assurance Team Lead.

The progress update submission makes it clear that it is a submission for **Scottish Water**.

PRSA Assessment Team's Summary

The Assessment Team has reviewed Scottish Water's Progress Update submission and agrees that the proper record management arrangements outlined by the fourteen elements in the authority's plan continue to be properly considered. The Assessment Team commends this authority's efforts to keep its Records Management Plan under review.

General Comments

Scottish Water continues to take its records management obligations seriously and is working to bring all elements into full compliance.

Section 5(2) of the Public Records (Scotland) Act 2011 provides the Keeper of the Records of Scotland (the Keeper) with authority to revisit an agreed plan only after five years has elapsed since the date of agreement. Section 5(6) allows authorities to revise their agreed plan at any time and resubmit this for the Keeper's agreement. The Act does not require authorities to provide regular updates against progress. The Keeper, however, encourages such updates.

The Keeper cannot change the status of elements formally agreed under a voluntary submission, but he can use such submissions to indicate how he might now regard this status should the authority choose to resubmit its plan under section (5)(6) of the Act.

8. The Public Records (Scotland) Act Assessment Team's Evaluation

Based on the progress update assessment the Assessment Team considers that Scottish Water continue to take their statutory obligations seriously and are working hard to bring all the elements of their records management arrangements into full compliance with the Act and fulfil the Keeper's expectations.

• The Assessment Team recommends authorities consider publishing PUR assessment reports on their websites as an example of continued good practice both within individual authorities and across the sector.

This report follows the Public Records (Scotland) Act Assessment Team's review carried out by

Inda Saanen

lida Saarinen Public Records Officer