

Scotland

Short cultural policy profile

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1. Facts and figures

Political system: *The Scottish Parliament is the devolved national unicameral legislature of Scotland whose members are elected under the mixed member proportional representation system and have responsibility for culture in Scotland. There are 129 Members of the Scottish Parliament (MSPs) and elections in May 2021 returned 64 MSPs for Scottish National Party (SNP) paving the way for a formal agreement with the Green Party (7 MSPs) for majority government on a number of key issues, including Scottish independence. There are 59 Scottish MPs elected to the UK Parliament in Westminster of which 45 are SNP MPs. The SNP does not take seats in Westminster's unelected second chamber, The House of Lords, and argues for its reform.*

Official language(s): *Scottish, English, and Gaelic. The Scots language is recognised under the Council of Europe Charter for Regional and Minority Languages.*

	2020	2015
<i>Population on January 1st</i>	<i>5.466 million</i>	<i>5.373 million</i>
<i>GDP in in GBP and EUR</i>	<i>164 billion GBP 141 billion EUR</i>	<i>149 billion GBP 128 billion EUR</i>
<i>GDP per capita in GBP and EUR</i>	<i>30 000 GBP 35 000 EUR</i>	<i>28 000 GBP 32 500 EUR</i>
<i>General government expenditure (in % of GDP)</i>	<i>39.8% (includes North Sea GDP)</i>	<i>40.1% (includes North Sea GDP)</i>
<i>Public cultural expenditure in GBP</i>	<i>1 323 million</i>	<i>1 140 million</i>
<i>Public cultural expenditure per capita in GBP</i>	<i>246</i>	<i>218</i>
<i>Share of cultural employment of total employment</i>	<i>0.35 %</i>	<i>0.33 %</i>

Sources: Scottish Government.

2. Cultural policy system

2.1 Objectives

The Scottish Government is responsible in Scotland for all issues that are not explicitly reserved to the United Kingdom Parliament at Westminster by Schedule 5 of the Scotland Act 1998; such devolved matters include health, education, justice and policing, rural affairs, economic development, transport and culture. The Cabinet Secretary for the Constitution, External Affairs and Culture has responsibility for cultural policy and for broadcasting and screen. The Cabinet Secretary for Education and Skills has responsibility for Scotland's languages, include Gaelic, Scots and BSL. The Cabinet Secretary for Finance and the Economy has responsibility for the digital economy. The Scottish Government's National Performance Framework includes the national outcome "We are creative and our vibrant and diverse cultures are expressed and enjoyed widely". Four national performance indicators measure progress against this outcome:

- Attendance at cultural events or places of culture
- Participation in a cultural activity
- Growth in the cultural economy
- People working in arts and culture

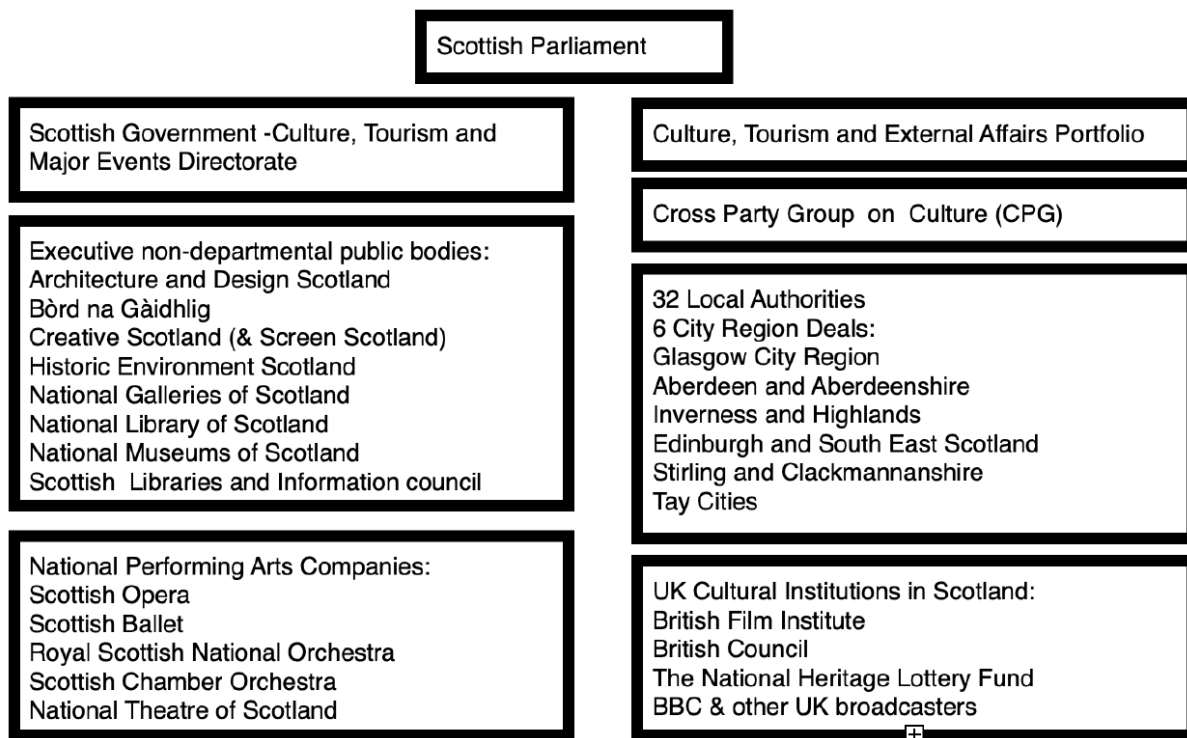
Following two years of consultation a [Cultural Strategy for Scotland](#) was published just prior to the pandemic in February 2020, pursuing key ambitions to strengthen culture and transform and empower through culture. Despite this timing a number of its priorities have been set in motion. A [National Partnership for Culture](#) (NPC) has been established to provide a voice for the sector, oversee the Cultural Strategy implementation and advise Scottish Ministers. A raft of new community focused cultural programmes have been launched. Creative Scotland applies a partial 'arms length principle' for arts funding with the national companies directly funded by Government. The national companies predated the establishment of the Scottish Government with the exception of the National Theatre of Scotland, that was founded in 2006 as a 'theatre without walls'.

2.2 Main features

Scotland is known for its arts festivals with over 200 established cultural festivals and Edinburgh's festivals making a total annual economic impact of £313 million. Scotland also contains some of the highest and lowest areas of population density in Europe. The associated challenges directly impact on cultural policy, with a concentration of cultural resources in the two 'central belt' cities of Edinburgh and Glasgow (destination of around 60% of arts funding awards in 2019/20) and a relative lack of opportunity in remote and rural areas. There is an established tradition of oppositional culture and primacy of the artist. Creative Scotland initially struggled to gain the full confidence of the culture and creative sector resulting in a comprehensive suite of reviews and mapping of the sector and a Scottish Parliament enquiry into arts funding. A dedicated screen unit, Screen Scotland, launched in 2018 to support film and TV-makers and screen companies for a sector that is widely regarded as underdeveloped. Scotland is currently home to six [UNESCO World Heritage Sites](#) and three UNESCO creative cities network: Edinburgh City of Literature; Dundee City of Design; and Glasgow City of Music. The Outer Hebrides has been designated World Craft City status. Cultural and creative social enterprise is an important feature of the cultural economy and a dedicated Cultural Social Enterprise Network has been established to support the sector.

Pre-pandemic cultural engagement was increasing in Scotland with [2019 data](#) showing that 90% of adults were culturally engaged, either by attending or visiting a cultural event or place, or by participating in a cultural activity. 81% had attended a cultural event or place in the last twelve months. The level of cultural engagement had increased by around 5% since first recorded in 2007. The Anholt – GfK Roper Nation Brands Index ranks Scotland's reputation as 12th in the world in relation to the index's culture indicator. The creative industries contribute more than GBP 4 billion to the Scottish economy every year supporting more than 80 000 jobs. Prior to the pandemic it was growing at 11% per annum, only second to Scotland's burgeoning energy sector. There are recognised sectoral clusters such as the games sector in Dundee and crafts and textiles in the Highlands and Islands.

2.3 Governance system: Organisational Organigram



2.4 Background

Cultural policy in Scotland is predominantly the responsibility of the Scottish Parliament. The Government operates a national performance framework that currently sets out 11 national outcomes. The outcome dedicated to culture is linked to three UN Sustainable Development Goals: gender equality, reduced inequalities, and sustainable cities and communities. Scottish Government, Local Government and Community Planning Partnerships are explicitly tasked with delivering the framework. In 2000 a National Cultural Strategy was agreed, 'Creating our Future ... Minding our Past: Scotland's National Cultural Strategy' that continued the British approach to culture as a tool of public policy focused on professional arts organisations and artists, publicly funded through arms length bodies and local authorities, with the exception of the portfolio of national cultural organisations. The strategy also continued an approach that emphasised the economic impact of arts and culture that has since been transformed into a more artist centred strategic focus. Scottish Government began consultation on the formation of a new national Cultural Strategy in 2017, leading to the publication of a draft strategy for consultation in 2018 and an agreed strategy in 2020. The strategy is intended to give people a greater say in shaping the cultural

life of their communities and give culture the same policy weight as the economy, environment, education and health. It is organised under three themes (empowering, transforming and sustaining).

3. Current cultural affairs

3.1 Key developments

The current priorities of Scottish Government concerning culture address key policy themes. Culture as a force for the good relates to health and wellbeing. A National Youth Arts Strategy and Cultural Youth Experience Fund focuses on young people and free music tuition was introduced into schools in 2021. An International Creative Ambition Fund responds, in part, to post-Brexit concerns, and Scotland's Festivals have significant direct investment. The Policy Statement for the Creative Industries focuses on traditional areas like skills, business support and innovation, but also on the sector's contribution to wider policy areas like encouraging inclusiveness and strengthening the importance of place. Current city/region investment programmes that involve both Scottish and UK government investment include significant cultural capital schemes, such as cultural and tourism in the Tay Cities region and [Edinburgh's new concert hall](#). The V&A Dundee opened in September 2018 with the intention of replicating the celebrated 'Guggenheim effect' in Bilbao and attracted over 833 000 visitors in its first twelve months.

The development of cultural initiatives that contribute to Scotland's wider policy agenda concerning community empowerment has gathered pace, impacting on areas like community asset transfers, the rights of local communities in planning and development, and concentrated land and property ownership. These projects have demonstrated how culture can transform towns in rural locations. In Dumfries, [The Stove Network](#) and associated Midsteeple Quarter have evolved to now lead a physical regeneration project transforming the town centre. [Deveron Projects](#) is based on the concept of the town being the venue and a combination of creative research and artistic residency. There is now a category for creative regeneration in the annual regeneration awards in Scotland, reflecting the centrality of this work in strategic development.

[Screen Scotland](#) was launched in 2018 to stimulate screen production in the country and provide a holistic developmental approach to the sector. Scotland

has a strong film culture with thriving independent and commercial cinemas, support agencies, and a mobile 'screen machine' to reach remote areas, along with around 70 film festivals and 60 film societies. While location work has increased, with shooting worth GBP 100 million in 2017, production has underperformed. A Production Growth Fund and Broadcast Content Fund were launched in 2018 and both generated significant economic benefits and new studio facilities have been created in Edinburgh. A new BBC Scotland Scottish channel and Channel 4's Creative Hub in Glasgow both launched in 2019 and spend on programming for viewers in Scotland reached GBP 80.6 million (EUR 93.8 million) in 2019. However, broadcasting remains underdeveloped and the Scottish Government believes that broadcasting policy should be devolved from UK Government.

3.2 Key themes

Fair Work Nation by 2025

Scotland is working towards being a Fair Work Nation by 2025 and work is ongoing to embed Fair Work criteria in public cultural organisations, agencies and cultural funding schemes with a major study currently both mapping and consulting with the sector. Community empowerment programmes include the Creative Communities programme which supports communities to develop cultural activities. New programmes include the Arts Alive creative residencies pilot in schools, education and early years settings focussing on areas of multiple deprivation across Scotland. All music tuition in schools is being made free to pupils in 2021 following a manifesto commitment made for the May 2021 election. Culture and the global climate emergency is a key element of the Cultural Strategy. The Climate Heritage Network is led by Historic Environment Scotland (HES), in partnership with the California Office of Historic Preservation and the International Council on Monuments and Sites (ICOMOS), bringing together culture and heritage professionals and organisations to mobilise action on climate change. Scotland's largest city, Glasgow, hosts the United Nations global climate change conference, COP26 in November 2021 and a number of cultural programmes have been developed to support its agenda, including the [Climate Beacons project](#) coordinated by [Creative Carbon Scotland](#), and the [#COP26Conversations fund](#).

COVID and recovery is a key theme

The Scottish Government is consulting on legislative reform to aid [pandemic recovery and a COVID Recovery Committee](#) was established in June 2021. The National Partnership for Culture advises ministers on post-pandemic sectoral renewal. In June 2021, the GDP of arts, culture and recreation was 31% less than in February 2020 prior to the pandemic. The number of jobs in the 'Arts, entertainment and recreation' sector in Scotland fell from around 92,000 to 78,000 from March 2020 to March 2021. In 2020, the output of the Arts, Culture & Recreation industries in Scotland fell by an estimated 27.6%. The response of the Scottish Government included the allocation of over GBP141.4m (EUR165.7m) in emergency funding to cultural organisations, including establishing a dedicated Culture Organisations and Venues Recovery Fund. A further GBP1.25m (EUR1.45m) of recovery funding for libraries forms part of the current government programme. Many cultural organisations also made use of the UK furlough scheme that paid the bulk of wages while they were unable to work.

3.3 International Cultural Cooperation

[Scotland's International Framework](#) includes both international relationships and protecting the country's place in Europe, and is supported by country specific engagement strategies and an expanding network of [30 Scottish Development International global offices](#) with new hubs in Copenhagen and Warsaw in the pipeline. The British Council also has an office in Edinburgh. Scotland's International Development Alliance and Scotland Malawi Partnership are closely aligned to the country's International Development Funding. 'International' is one of Creative Scotland's 5 core ambitions and international connectivity is a growing part of sub-sector strategies, such as Publishing Scotland's international fellowship scheme, the formation of Scottish Books International and the associated Author International Development Fund. Creative industries exports were worth £3,720 million in 2017, accounting for 4.6% of Scotland's total exports and the importance of culture is recognised in the Scottish Government's trading strategy. In the cultural sector, there are direct funding programmes for international working. The International Creative Ambition Fund aims to foster international collaboration, exchange and cultural partnerships. The International Touring Fund supports the five National Performing Companies to tour abroad. The Scottish Government Festivals' EXPO fund supports festivals and artists in international collaboration and the showcasing of work. Scotland is a European

country in terms of its outlook, policies, history, and recent referendum and election results. Strong links with other Northern European countries has led to discernible Nordic influence on the development of domestic policy and debate, the Nordic Baltic Policy Statement of 2017, and an Arctic Policy Framework published in 2019. [Bilateral working with Ireland](#) is currently underway and culture forms part of this agenda. The recent move to hybrid festival delivery has resulted in the further internationalisation of events like the [Edinburgh International Book Festival](#), with attendances from almost every country in the world.

There are challenges. Immigration is currently a power reserved by the UK Government and is too restrictive to meet the needs of Scotland's cultural and creative sector. The combination of the 'hostile environment' for immigrants, Brexit and shrinking population translates into workforce challenges. Difficulties in securing visas has created problems for Scotland's international festivals with many artists unable to fulfil bookings. The financing of culture is effected by the UK leaving the EU. EU structural funds allocated to Scotland in the 2014-2020 spending round were EUR 894.3 million, which included several cultural projects. In 2018, seven awards totalling EUR 1.4 million were awarded by Creative Europe to projects in Scotland. The loss of EU structural funds and the family of Horizon, Erasmus and Creative Europe programmes is recognised as a direct challenge for the sector. Scottish Government research identifies major post-Brexit challenges in many areas impacting on culture, including trade, workforce and international standing.

4. Cultural Institutions

4.1 Overview

A number of national actors are involved in the formation of cultural policy. In 2010 a policy summit was hosted by Scottish Government, COSLA (the voice of Local Government) and Creative Scotland. A 2009 summit on education and culture policy was jointly hosted by the Minister for Culture and External Affairs and the Minister for Schools and Skills. The Scottish cultural economy is a hybrid of a centralised and decentralised approach. The Scottish Government directly supports the national arts companies, museums and galleries. It directly funds major cultural infrastructure developments, like the V&A Dundee, and some cultural organisations to deliver to policy objectives, such as the Scottish Book

Trust's work on literacy. In education, the national Curriculum for Excellence is designed to encourage interdisciplinary approaches. For example, the arts could be taught using mathematics and vice versa. The Scottish Parliament regularly liaises with the sector through Cross Party Groups that are open to the public. A large degree of responsibility for culture is given to 'arm's length' organisations with lead bodies for the arts, museums and heritage, libraries, and collections. Creative Scotland leads on the arts, funds 121 Regularly Funded Organisations, allocates lottery funding for the sector and leads on Scotland's Creative Industries Strategy. Bòrd na Gàidhlig was established under the Gaelic Language (Scotland) Act 2005 (The Act) and is responsible for promoting Gaelic development. Museums Galleries Scotland, the National Development Body for the Scottish museums sector, supports 460 Enterprise and development agencies, including Scottish Enterprise, [Highlands & Islands Enterprise](#), [South of Scotland Enterprise](#), and Scottish Development International work collaboratively with Creative Scotland to develop the creative industries. While Highlands & Islands Enterprise has shown innovation in its support for creative MSMEs, there has been some criticism of other agencies for not responding to their needs. Other organisations involved in supporting creative businesses include [Skills Development Scotland](#), [SenScot](#), Business Gateway and the Cultural Enterprise Office. A Creative Industries Advisory Group was established in 2017 to advise ministers.

Scotland's 32 unitary local authorities run grant programmes and manage many local museums, galleries, libraries, theatres, festivals and events, and venues. They vary in their approach to culture as there is no statutory obligation to support culture (with some exceptions around libraries and heritage), and there is no Scottish Government guidance as to how local authorities should interpret adequate provision. The majority of local authorities now support cultural services through Arm's Length External Organisations (ALEOS). For example, the ALEO for the largest local authority, [Glasgow](#), operates a range of services including arts, music, sports, events and festivals, libraries, community development and learning programmes and manages 167 buildings. Many local authorities have consolidated [cultural plans](#) for their area.

Professional membership based bodies such as the [Federation of Scottish Theatre](#), Culture Counts and the [Scottish Contemporary Arts Network](#) bring a collective voice and a range of evidence to the formation and execution of cultural policy and strategy. Major Trusts and Foundations, such as [The Robertson Trust](#), Esmée Fairbairn and Paul Hamlyn also impact at the policy level. Social enterprise,

[creative hubs](#) and networks have all become more important. In 2017 an estimated 784 social enterprises operated in the sector. Arts and Business Scotland is a membership based organisation supported by Creative Scotland to act as a conduit between the cultural and business sectors.

4.2 Data on selected public and private cultural institutions

Table 1: Cultural institutions, by sector and domain

Domain	Cultural institutions (subdomains)	2020
Cultural heritage	Cultural heritage sites Historic Environment Scotland (HES)	336
	Cultural heritage sites National Trust Scotland (NTS)	88
	Archaeological sites NTS	11 000
	Archaeological projects HES	300
Museums	Museum institutions - Museums Galleries Scotland	340
Archives	Archive institutions - Scottish Archives Network	52
Visual arts	Public art /exhibition galleries	32
	Commercial art galleries	350
Performing arts	Scenic and stable places for theatre	132
	Touring companies	33
	Amateur companies	300
	Concert halls	29
	Dedidcated dance organisations	11
	Cross art from organisations including dance	13
	Symphonic orchestras	3
Libraries	Libraries	541
Audiovisual	Cinemas	1 140
	Public service broadcasting organisations	6
Interdisciplinary	Socio-cultural centres / cultural houses	21

Sources: Creative Scotland, National Trust for Scotland, Heritage Environment Scotland, Ofcom, Scottish Library and Information Council.

5. Cultural Funding

5.1 Overview

Public expenditure for culture remains by far the most important source of funds in Scotland with per capita public culture expenditure at all levels of government in 2018/19 of around £246.

5.2 Public cultural expenditure by level of government

Table 2: Public cultural expenditure by level of government, in EUR, 2018 and 2013

Level of government	Total cultural expenditure in 2020		Total cultural expenditure in 2015	
	In GBP	% share of total	In GBP	% share of total
State (central, federal)	180.4 million	0.45%	170.2 million	0.45%
Regional	n/a	n/a	n/a	n/a
Local (municipal, incl. counties)	554 million*	0.48%	598 million	0.56%
Total of all government levels	734.4 million		768.2 million	

Source: Scottish Government statistics 2021/2

* The figure is for culture and related services. The Scottish Parliament estimated that the culture and heritage element of this category of expenditure in 2021/2 is around 17.3%.

5.3 Public cultural expenditure per sector

Table 3: Public cultural expenditure by sector, in million GBP, 2020, 2018 and 2015

<i>Scottish Government</i>	<i>2020/21</i>	<i>2018/19</i>	<i>2015/16</i>
Creative Scotland and arts	67.3	70.5	56.7
Cultural collections	79.2	73.4	90.4
Major events and themed years	6.6	36.8	3.24
National performing companies	22.9	22.9	27.6
Historic Environment Scotland	42.8	41.1	40.1
National Records of Scotland	65.3	37.2	23.2

Source: Scottish Government statistics

6. Legislation on culture

6.1 Overview of national cultural legislation

The Public Services Reform (Scotland) Bill was introduced in the Parliament on 28 May 2009. Part 3 of the Bill dissolved the Scottish Arts Council and Scottish Screen and enabled the setting up of Creative Scotland to take on the functions of the two bodies along with a remit to provide research, intelligence and advocacy across the creative industries.

The National Library of Scotland Act 2012 legislated for the creation of the National Library of Scotland and determined its functions.

Section 36 of the Public Services Reform (2010) Act 2010 legislated for the creation of Creative Scotland and determined its functions.

The Historic Environment Scotland Act (2014) legislated for the creation of Historic Environment Scotland, changing the processes for the designation of sites and buildings and for scheduled monuments, listed buildings and conservation areas consent, and created new rights of appeal against certain Historic Environment Scotland decisions.

6.2 Overview international cultural legislation

Year of Membership of the Council of Europe: 1949

Year of Membership of UNESCO: 1997

Ratification of key cultural conventions: •

- International Covenant on Economic, Social and Cultural Rights (1966): 1978
- International Covenant on Civil and Political Rights (1966): 1976
- The Paris Convention (European Cultural Convention) (1954): 1955
- The Granada Convention (European Convention for the Protection of the Architectural Heritage of Europe) (1985): 1988
- The Valetta Convention (Convention for the Protection of the Architectural Heritage of Europe) (1992): 2000
- The World Heritage Convention (1972): 1984
- The Hague Convention (Protection of Cultural Property in the Event of Armed Conflict) (1954): 2017
- The Paris Convention (Means of Prohibiting the illicit Import, Export and Transfer of Ownership of Cultural Property) (1970): 2002
- The Florence Convention (European Landscape Convention) (2000): 2007
- European Charter for Regional or Minority Languages (1992): 2001
- UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expression (2005): 2007