

**CONSTITUTION, EUROPE, EXTERNAL AFFAIRS AND CULTURE
COMMITTEE**

6th Meeting 2022, Session 6

24 February 2022

Scottish Government Resource Spending Review

1. The Scottish Government's Resource Spending Review Framework (RSRF) is a 'consultative framework document' to support a spending review. The purpose of such a review is to set out spending plans for the remainder of the parliamentary term (to cover from 2023-24 to 2026-27).
2. This is the first review since 2011 and it was previously agreed to set out a framework when proceeding with a spending review. The consultation on the framework will run until 27 March 2022. The Scottish Government will then publish its review in May 2022.
3. The Committee's 'pre-budget scrutiny report', published on 1 November 2021, focused on the funding of culture. The Cabinet Secretary wrote in 'response to the pre-budget scrutiny report on 23 December 2021.
4. The Committee's report identified long term funding as being a key theme of its inquiry. We welcomed the certainty the government provided through the announcement that the organisations it funded would receive 3- year settlements. We also recommended that, where practical, those organisations which disburse grants, such as Creative Scotland, should also support more long-term grants to organisations.
5. The Committee further recommended that the spending review "include detailed consideration of how budgetary decisions can support the mainstreaming of culture across the Scottish Government including the impact on health and wellbeing."
6. The Cabinet Secretary's letter of 23 December to the Committee indicated that shortly the National Partnership for Culture (NPC) is expected to make recommendations on building on the links between culture and health and wellbeing.
7. The Committee will be taking evidence from a selection of those witnesses who either contributed to our pre-budget scrutiny or might have experience of the mainstreaming of culture, particularly but not exclusively in the sphere of health and wellbeing.
8. The Committee will then write to the Scottish Government with its findings, highlighting those issues it has explored and believes should inform the spending review.

9. There is a SPICe briefing at **Annexe A**, Scottish Government's Resource Spending Review Framework Consultation Questions at **Annexe B** and written submissions from the Royal Society of Edinburgh and Arts Culture Health & Wellbeing Scotland at **Annexe C**.

CEEAC Committee Clerks
February 2022

Constitution, Europe, External Affairs and Culture Committee

24 February 2022

Resource Spending Review Framework

Introduction

Along with a variety of documents related to the Scottish Government's 2022-21 Budget, the Scottish Government published [Investing in Scotland's Future: resource spending review framework](#) (RSRF). The RSRF is a consultation document to support a spending review for resource spending expected in May. The [Budget Process Review Group's report in 2017](#) recommended that—

“The Parliament's committees undertake a constructive dialogue with the Government, public bodies, and stakeholders once the framework document is published in order to influence the outcome of the spending review.”

The Committee has agreed to build on its pre-budget work with a view to making representations to the Scottish government. The Committee plans to take evidence from—

Panel 1 (24 February)

- Royal Society of Edinburgh
- Arts Culture Health & Wellbeing Scotland

Panel 2 (3 March)

- Social Enterprise Network Scotland
- The Rockfield Centre

Panel 3 (10 March)

- COSLA
- Accounts Commission

- Culture and Leisure UK

Panel 4 (10 March)

- Cabinet Secretary for Health and Social Care
- Cabinet Secretary for Constitution, External Affairs and Culture

The Resource Spending Review Framework

The RSRF will not cover capital spend, which was the subject of a [spending review published in February 2021](#). The [Budget Process Review Group's report in 2017](#) recommended that prior to a spending review, the Scottish government publish “a framework document setting out the economic and political context, the criteria which will govern the assessment of budgets and the process and timetable for the review”.

The questions in the RSRF can be found at Annexe A.

The RSRF is preparatory to a spending review which is intended to be published in May 2022. The RSRF explains—

“The Framework sets the scene for the development of these spending plans and opens our public consultation. The intention is to publish multi-year spending plans in May 2022 to provide our delivery partners and businesses, communities and individuals across Scotland with some certainty on which to base their own forward planning.”

The RSRF says that the Government’s approach to the spending review will be:

- Outcome-focused
- Evidence-informed; and
- Consultative.

The RSRF also set out the Scottish Government’s three ‘core priorities’ of the spending review. These are—

- To support progress to meet our child poverty targets
- To address climate change
- To secure a stronger, fairer, greener economy

The RSRF set out the fiscal context of the coming years. This included scenarios for funding available and demand on services, particularly in relation to demographic changes. The review stated—

“With limited resources, increased investment in the Scottish Government’s priorities will require efficiencies and reductions in spending elsewhere: we need to review long-standing decisions and encourage reform to ensure that

our available funding is delivering effectively for the people of Scotland. The Resource Spending Review will, through evidence and consultation, develop four-year spending plans with the aim of managing the financial risks we face and maximising the impact of our available funding.” (p23)

The RSRF identified the spending review as an opportunity to “move towards longer term delivery planning which is necessary to support deeper reform” and “support the ambition to drive reform programmes of change for better outcomes across the policy landscape”.

The RSRF identified areas to explore which may make public spending more effective. There is some continuity here with the recommendations of the report of the Christie Commission in 2011. These areas are:

- Cross-government collaboration to reduce duplication;
- Public service reform;
- Preventative spend;
- The capacity and distribution of Scotland’s public service workforce;
- Better targeting of some policies in order to focus on achieving outcomes for those most in need, whilst releasing funding to be put towards other measures; and
- Targeted revenue raising.

The Spending Review will be an opportunity for the Scottish Government to support the long-term health of culture in Scotland. In evidence to the Committee Creative Scotland identified six areas of concern which create a risk that major parts of the sectors that Creative Scotland work with will collapse:

- The end of furlough;
- The repayment of business loans;
- Increasing inflation;
- The retreat of public and private funding (e.g. local government and philanthropy);
- Slow return of audiences; and
- The costs of the commitment to fair pay. ([23 September 2021](#), Cols 30-31)

The [Scottish Government’s Medium Term Financial Strategy](#) stated—

“The outlook for the Scottish and UK economies is significantly more positive than at the time of the previous Scottish Budget, although the pandemic continues to weigh upon the economy and uncertainties remain elevated.” (p8)

The MTFFS also set out a number of risks to the Scottish Government's fiscal outlook. These included: changes in the block grant; tax revenues relative to the rUK; volatility in social security spend; costs in relation to pay and pensions; and the aging population. The MTFFS concluded that "forecasting, controlling and prioritising expenditure is our primary lever for managing fiscal risk, to enable us better to target our spending decisions in order to tackle some of the more strategic and long-term risks to fiscal sustainability, such as changing demographics and climate change." (p43)

The Culture, Tourism, Europe and External Affairs Committee's report [Putting Artists In The Picture: A Sustainable Arts Funding System For Scotland](#) recommended a funding floor for arts sector as well as that funding being clearly linked to the culture strategy. It recommended—

"The Committee recommends that the Scottish Government articulate its spending plan for the forthcoming culture strategy, including what funding will be earmarked for the arts from other portfolios to deliver the national outcome on culture in a cross-cutting way. The Committee also recommends that the Scottish Government should give serious consideration to the culture strategy being supported, on a cross-portfolio basis, by a baseline target for national arts funding above 1% of the Scottish Government's overall budget."

The focus of this Committee's pre-budget work was on Creative Industries. Stakeholders from the heritage, or historic environment sector also contributed to the Committee's work. The priorities identified by Historic Environment Scotland's submission were—

"1. Funding for people - to improve skills development and training, and access into heritage

"2. Funding for physical cultural infrastructure – to include capital funding for works."

A stronger, fairer, greener economy

Of the government's identified 'core priorities', perhaps the clearest links to culture policy and the support of the culture sectors to "secure a stronger, fairer, greener economy".

In relation to this priority, the RSRF stated—

"The impact of COVID-19, combined with the effects of the UK's exit from the European Union have created challenges for Scotland. The Scottish Government's National Strategy for Economic Transformation will seek to transform the economy, setting us on a path towards a wellbeing economy for all. This will be an economy that is rooted in Fair Work. It will improve standards of living, enables businesses to grasp the opportunities of a green recovery, and secure the new jobs of the future. Our ambition for a stronger, fairer, greener economy will consider how the investment of public funds will support each of these dimensions in tandem."

The [Culture Strategy](#) highlights the links to the Government's Fair Work agenda. One of the actions identified in the culture strategy under the broad ambition of "strengthening culture" was—

"Continue to work on making the culture and heritage sector part of Scotland as a Fair Work Nation by 2025, looking at the potential impact of Fair Work criteria being part of relevant grant schemes."

The pandemic has highlighted the long-standing precarity of some workers in the cultural sectors and the importance of the freelancing workforce. Ensuring that funded work translated to fair pay for those contracted to support the performance or production was a theme of the submissions the Committee received in its pre-budget scrutiny. This will be discussed further below.

Economic return is only one part of the equation of the Scottish Government's approach to supporting culture. The Culture Strategy sets out the view that culture has intrinsic value, and the 2019 [Creative industries: policy statement](#) describes the concept of a "triple bottom line" of understanding the value of culture. It said—

"We aim to create the conditions for creative industries to grow sustainably and with resilience, recognising non-linear growth patterns and the triple bottom line of economic, social and cultural value. Creative businesses should be drivers of economic growth and should be encouraged to be experimental, dynamic, bold and confident."

Cross-government collaboration to reduce duplication

One of the RSRF's ways 'of considering public spending' is—

"Cross-government collaboration: we will identify where there may be shared interest, duplication or overlap in intended policy outcomes over multiple portfolios. Where there is, we will look to develop a more effective and efficient cross-government solution."

This again fits with elements of the Scottish Government's Culture Strategy and themes of the Committee's prebudget scrutiny.

The First Minister's foreword to the Culture Strategy stated that culture is "a cross-government priority – one which all ministerial portfolios in the Scottish Government contribute towards". One of the Strategy's ambitions is to demonstrate "that culture is central to Scotland's wellbeing and cultural, social, economic and environmental prosperity." The strategy aims to—

"Place culture as a central consideration across all policy areas including: health and wellbeing, economy, education, reducing inequality and realising a greener and more innovative future." (p30)

The Strategy stated—

"We will also work across the Scottish Government to create strategic cross-policy compacts to deliver co-ordinated approaches to realising shared policy

outcomes through culture in key policy areas such as health and wellbeing, community empowerment and regeneration; exploring options for leadership, resource sharing, compatible planning and complementarity policies.” (p32)

The concept of cross-government collaboration can be read as being beyond the culture directorate within the Scottish Government and its agencies. It can also mean working with local government. The Strategy stated the Scottish Government would—

“Work in partnership with culture trusts and local authorities, including in Community Planning Partnerships local networks and CoSLA to realise local outcomes across Scotland [and] work with Culture Conveners from Scottish local government and culture trusts including through establishing a joint meeting of arts and culture conveners” (p43)

Public service reform

The RSRF suggests that the Scottish Government is open to the possibility of public service reform in the spending review. The RSRF stated—

“As well as challenging portfolios, we will also examine discrete opportunities for longer-term, large-scale public service reform and transformation that leads to both beneficial outcomes for our citizens and the realisation of more fiscally sustainable delivery mechanisms.” (p26)

While this is an over-simplification, there are broadly three routes of Scottish Government funding to reach cultural or heritage organisations.

- Direct funding, such as to the National Performing Companies(NPCs) and National Collections.
- Funding via agencies, such as Creative Scotland or Historic Environment Scotland.
- Local Authorities funding of heritage and culture in their local area, which may be through an ALEO.

A spending review may be an opportunity to reassess whether the distribution of the funding and roles and responsibilities of the different actors is optimal. While there is little clamour to fundamentally reassess these structures, there are tensions.

For example, the Culture, Tourism, Europe and External Affairs Committee’s report [Putting Artists In The Picture: A Sustainable Arts Funding System For Scotland](#) recommended—

“The Committee considers that the current approach to funding institutions of national significance (outwith the National Performing Companies and Collections) through the regular funding network is not sustainable. The Committee recommends that the Scottish Government should consider articulating a new, strategic approach to funding these institutions, by first identifying which institutions it considers should be afforded this status, such

as a national youth company, and secondly to identify how they can be funded in a sustainable way.”

The SNP’s manifesto included a pledge to establish a “regularly funded Youth National Performing Company, to showcase the creative gifts of Scotland’s young people, and help grow the talent of tomorrow.”

The Session 5 Committee also recommended that Creative Scotland “re-establish a programme of funding for regionally-based arts officers where Creative Scotland’s funding is significantly below the Scottish average in order to stimulate funding where there are relatively few applications at present”.

Local authorities support culture in a variety of ways. There has been criticism around the consistency of local authority investment in such services. The Session 5 Committee recommended “a new intergovernmental policy framework between local and national government to support the arts as part of its forthcoming culture strategy” and that the Government explore introducing an Arts Act to embed a “new framework [to require] local authorities to plan for culture and to take account of local and national priorities in doing so”. The [Scottish Government’s response indicated](#) that it would not be considering the introduction of such legislation at that time.

How the funding from local government to support the arts and artists interacts and is complemented by national funding streams is a potential area of inquiry. The benefits of local authorities (or their ALEOs¹) delivering library services separately could also be an area of discussion.

Revenue raising

The RSRF stated—

“[The Scottish Government] will investigate discrete opportunities to raise revenue, for example, options for fees and charges associated with spending decisions. Any ideas identified will be carefully considered to ensure they are proportionate.”

There is unlikely to be much appetite for introducing, for example, entry fees to museums. However, the creative sectors such as, performing arts and community arts projects, rely to a lesser or greater degree on income from tickets or fees. The balance of public, private and philanthropic funding in the arts and heritage sectors is a live issue, particularly with uncertainty around returning audiences and tourism in the coming years.

Themes from the Committee’s work

As noted above, these sessions are intended to build on the pre-budget scrutiny the Committee undertook in September and October 2021.

¹ Arm’s-length External Organisations

Themes from the Committee's prebudget inquiry

The Committee had four evidence sessions on its pre-budget scrutiny. The Committee received over 50 responses to its call for views and undertook informal discussion groups. Some of the themes from that work are likely to return in considering the Committee's response to the RSRF.

The **pandemic** was a central theme in the committee's work. There are a number of strands to this: the need for continuing emergency support; transitioning to the new normal; taking stock of the strategic priorities; and taking the opportunity to build on innovative practice.

Funding was also a key theme. This included: emergency funding; more stability and multi-year funding; the adequacy of state funding; and capital funding (members should note the RSRF is preparatory to a resource spending review).

The Committee was keen to explore whether the range of **Outcomes** that are supported through the creative industries and heritage organisations was recognised. This included discussions about the health benefits of participating in projects and how these should be funded.

The Workforce and Fair Work was another theme, particularly around ensuring that publicly funded projects paid their staff or freelancers fairly. In September, Creative Scotland commissioned [a Fair Work Review](#). This work is intended to find out about awareness of Fair Work in the sector and any measures organisations may be undertaking in this area. It will also gather information on workforce, leadership or skills development training currently offered. The investment in skills was another theme across many of the submissions and the witnesses that have appeared at Committee. While this is not a new issue, there is perhaps an added urgency in the context of concerns of the loss of skills as people may have left the sectors recently.

The benefits, costs and risks of **Digital** working and productions was explored.

In thinking about what a cultural landscape ought to look like, a key theme across a great number of submissions and contributors was a desire for a greater focus **place-based** work. Particularly whether the correct balance had been struck between support for culture that is generally consumed and participative culture.

Pre-budget report

The Committee's [pre-budget report made recommendations](#) under the following topics.

- **Immediate Priorities** such as:
 - Recovery and Transitional Funding
 - Reserves of organisations
 - Multi-Year Funding

- The Spending Review
- Transparency and Scrutiny
- **Strategic Approach**, including
 - How the Culture strategy and Creative Scotland’s strategy link to the National Performance Framework
 - Mainstreaming of culture policy across Government
- **Innovation** that has arisen from the pandemic, such as collaborative working and greater use of digital platforms.
- **Funding Process**

Under the heading of Strategic Approach, the Committee made three recommendations:

“The Committee notes the view of the Cabinet Secretary for Finance and the Economy that the forthcoming resource spending review provides a significant opportunity to align budget choices with the NPF in a significant way because that will be multi-year and most outcomes will not be delivered in the space of a year.

“The Committee recommends that the resource spending review should include detailed consideration of how budgetary decisions can support the mainstreaming of culture across the Scottish Government including the impact on health and wellbeing.

“The Committee also recommends that this should be an outcome-based process based on the now established health and wider social benefits of cultural activity. It is also essential that in working towards an outcomes-based approach that there is a much greater emphasis on embedding the culture strategy across Scottish Government in keeping with the principle of collaborative government established within the NPF.”

Government response

The Cabinet Secretary’s [letter in response to the Committee’s report was issued on 23 December 2021](#).

In terms of the Committee’s recommendations in relation to The Cabinet Secretary’s letter stated—

“I am starting a series of conversations with fellow Cabinet Secretaries in the key complementary areas of education and skills; health and wellbeing; economic development; and net zero. This is so that we can identify areas of joint collaboration and action to inform our portfolios’ part in the multi-year Resource Spending Review. We intend this to inform both the outcome of that spending review and a longer-term cultural recovery plan. More detailed

recommendations from the National Partnership for Culture, established under A Culture Strategy for Scotland, on capitalising the synergies between culture, health and wellbeing will also be concluded in early 2022. As the Committee recognises from the evidence it has seen, there is widespread appetite, interest and capacity in the culture sector to engage with the health and wellbeing agenda, and this is a real opportunity in developing a cross-cutting approach.”

SPICe has contacted the Scottish Government for any update on the recommendations of the [NPC](#) making to the Scottish Government. Officials stated—

“Members [of the NPC] are now working to refine and prioritise the issues and actions discussed during [its work since June 2020], as part of the process of developing an overall package of recommendations to Ministers in February 2022.”

In his letter, the Cabinet Secretary agreed with Committee that the pandemic has led to new ways of working, particularly in terms of working with digital platforms. The Cabinet Secretary suggested encouraging such innovation would form part of any longer-term cultural recovery plan.

The Cabinet Secretary’s letter also noted [that Creative Scotland published an update in October 2021](#) on its future approach to funding. Its new approach is intended to be fully implemented in April 2023. Among other things it is expected that there will be a “new simplified, streamlined and proportionate approach to multi-year funding for organisations, recognising that many more organisations than the current 121 RFOs seek access to stable, multi-year funding.”

The Cabinet Secretary gave evidence to the Committee on 20 January 2022. In this session, he expanded on the response to the Committee’s report. In terms of mainstreaming culture as a priority across portfolios, Mr Robertson stated—

“In November, I proposed a recovery strategy to the Scottish Government Cabinet. At the heart of that was an agreement across Government, by all cabinet secretaries, that we should work together to mainstream the importance of culture in our recovery from Covid. To make good on that principle and commitment, during the past week or so, I have met with the cabinet secretaries for finance and the economy, net zero, health and social care, and education and skills, together with officials from our directorates, to begin the process.” (Col 4)

Mr Robertson also stated that recovery of the cultural sectors will not be a top-down exercise. He said—

“It is not simply for the Scottish Government to come up with ideas that will trickle down—that is not the approach that we are taking. Yesterday, for example, I was involved in discussions about the partnership between local government and Government agencies that have responsibility in the culture scene, such as Creative Scotland and Screen Scotland. The voluntary sector is also critical, particularly in areas such as health. We have initiated those conversations.” (Col 4)

The Cabinet Secretary also discussed work to improve social prescribing. He mentioned work that was underway with a range of organisations to support provision. He said—

“How do we make sure that there is early adoption of such services as pathways to treatment? I do not know how long that will take. It will be new for many of the people who will be prescribing the services. We want to be able to give them maximum assurance and reassurance that the services that they refer people to will have the beneficial advantages that we think they will have.” (Col 9)

Social prescribing

This year’s Programme for Government set out the ambition to expand social prescribing, it said “GPs are usually the first port of call for people seeking professional support and treatment, and often become the main support for those people ... By 2026, every GP Practice will have access to a mental health and wellbeing service, funding 1,000 additional dedicated staff who can help grow community mental health resilience and direct social prescribing.”

Decisions on prescribing are ultimately for a clinician to make in consultation with a patient. However, clinicians operate within a system which applies constraints to their prescribing practice. These constraints are intended to ensure safety, efficacy and value. These constraints include: licensing for drugs or treatments; clinical guidance; Scottish Medicines Consortium and Area Drug and Therapeutic Committees, which respectively recommend whether a new medicine should be used at a national and local level. The local NHS board pays community pharmacies for the drugs they dispense.

In [England, the process for ‘social prescribing’](#) is a two stage referral. First the local agency can refer an individual to a link worker who will “connect people to community groups and statutory services for practical and emotional support”. The link worker will also “support existing community groups to be accessible and sustainable, and help people to start new groups, working collaboratively with all local partners”.

[An explainer by the King’s Fund in 2017](#) stated that there is a “a growing body of evidence that social prescribing can lead to a range of positive health and wellbeing outcomes”. However, it noted that more detailed work on the costs and benefits of social prescribing is required and said—

“Overall, the evidence available today offers good reason to think social prescribing can deliver benefits for some people. But, as a number of recent meta-analyses and Public Health England have concluded, further work is needed to strengthen the evidence base and clarify expectations of what benefits can be delivered and for whom.”

Submissions

Papers have been received for all the witnesses for panel 1. See the submissions in this pack.

**Ned Sharratt, Senior Researcher (Education, Culture), SPICe Research
17 February 2022**

Note: Committee briefing papers are provided by SPICe for the use of Scottish Parliament committees and clerking staff. They provide focused information or respond to specific questions or areas of interest to committees and are not intended to offer comprehensive coverage of a subject area.
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Annexe B: Scottish Government's Resource Spending Review Framework Consultation Questions

Q1. In [Chapter 1](#) we have identified three priorities to guide the Resource Spending Review process:

- To support progress towards meeting our child poverty targets
- To address climate change
- To secure a stronger, fairer, greener economy

Setting these as priorities helps us consider where spend should be targeted and re-directed. Do you agree that our resource spending should focus on these?

We welcome your views on these three priorities for this Resource Spending Review.

Q2. In [Chapter 2](#) we have identified the primary drivers of public spending over the Resource Spending Review period including:

- Changing demographics
- Demand on the health service
- Public sector workforce
- Inflation

We welcome your views on these and any other public spending drivers you think we should consider.

Q3. In [Chapter 2](#) we have identified the growth of the public sector workforce as a key driver of public spending. How can we use policy interventions to maximise the value achieved from the public sector workforce in the effective delivery of public services, while ensuring the sector is an attractive, rewarding place to work?

We welcome your views on this.

Q4. In [Chapter 3](#) we have identified a number of ways in which we will be exploring how to get best value out of Scotland's public spending, including:

- Improving cross-government collaboration

- Public service reform
- Prevention and invest to save initiatives
- The public sector workforce
- Better targeting
- Targeted revenue raising

We welcome your views on these, and other ways to maximise the positive impact of public spending.

Q5. In [Chapter 3](#) we have shared that we will be conducting an equality assessment of the Resource Spending Review's findings.

We welcome your views on any particular equality and human rights impacts which we should consider in the context of the priorities (question 1) and primary drivers of public spending (question 2) we have set out.

Q6. In [Chapter 3](#) we shared that this Resource Spending Review is taking a consultative approach to ensure that we engage with people and organisations across Scotland as we develop multi-year financial plans. Our intention is to use the Resource Spending Review to continue the Scottish conversation on public spending going forwards.

We welcome your views on how best to continue our engagement with people and organisations after the Resource Spending Review.

Written submission from Robbie McGhee, Chair - Arts Culture Health & Wellbeing Scotland

Introduction

[Arts Culture Health and Wellbeing Scotland](#) (ACHWS) is an active network providing information and support for anyone working across arts and culture, health and wellbeing in Scotland. ACHWS is a registered charity.

Building on extensive evidence and research, we advocate that culture and the arts can provide enormous benefit to our health and wellbeing, both for specific patient populations in healthcare settings and through integrating culture into our everyday lives.

A Culture Strategy for Scotland commits the Scottish Government to support ACHWS to expand and develop, and to work with ACHWS network and Creative Scotland to produce a joint action plan. Wellbeing was identified by the National Partnership for Culture as a priority issue during its 2021 work programme and recommendations have been made to the Cabinet Secretary in this area.

ACHWS welcomes the Committee's previous recommendation that the resource spending review should include detailed consideration of how budgetary decisions can support the mainstreaming of culture across the Scottish Government, including the impact on health and wellbeing.

Evidence base

A 2019 scoping review by the World Health Organisation suggests that results from over 3000 studies "identified a major role for the arts in the prevention of ill health, promotion of health, and management and treatment of illness across the lifespan."¹

The impact of culture and the arts on health and wellbeing is wide-ranging, including:

- supporting recovery from mental illness after trauma;
- improving the experience of hospital inpatients;
- improving social connections between residents and staff in care homes;
- reducing the need for medication in people with dementia.²

This impact is increasingly recognised internationally and supported through social or cultural prescribing. 4 in 5 people in Scotland agree that there are physical and/or mental health benefits to engaging with arts, creative and cultural activities, and a majority say they would take up a 'social prescription' if offered.³ A recent pilot of 'nature prescriptions' found a positive impact on mental health.⁴

¹ [WHO/Europe | Publications - What is the evidence on the role of the arts in improving health and well-being? A scoping review \(2019\)](#)

² <https://www.ourcreativevoice.scot/s/OCV-Research-Download-Health.pdf>

³ [Public Opinion on the Health Benefits of Creative Activities — Culture Counts](#)

⁴ [Does being prescribed nature help our health? - Scottish Nature Notes - Our work - The RSPB Community](#)

This growing understanding of the positive contributions that creative and cultural participation bring are also recognised in the developing 20-minute neighbourhood and community wealth building agendas.

Wider context is offered in evidence documented in the following UK reports: Evidence Summary for Policy: The Role of arts in improving health & wellbeing, Report to the Dept. of Digital, Culture, Media & Sport ⁵ (April 2020) and the Westminster All-Party Parliamentary Group on Arts, Health and Wellbeing Inquiry Report Creative Health: The Arts for Health and Wellbeing⁶ (2017).

More recent reports specifically looking at the role and impact of the arts during the Covid-19 Pandemic: Impacts of Covid-19 on the Cultural Sector Study by Centre for Cultural Value⁷ (2022) and Arts Council England The Role of the Arts during the COVID-19 Pandemic⁸ (2021).

Whilst these reports focus on the UK, and not Scotland specifically, all of them support the evidence base and firmly connect to an agenda of policy support in arts, culture and health.

Current provision

Creative Scotland recently published the Mapping of Arts and Health Provision report⁹ outlining the extent to which cultural engagement with health and wellbeing is currently underway. This report is an important piece of work in this developing area and can act as a benchmark against which progress can be measured.

The research identified 119 organisations delivering arts and health provision in Scotland, with provision clustered around Glasgow, Edinburgh and the central belt. This research found that the majority respondents were funded by Creative Scotland, although some funding was provided by Local Authorities, the NHS and other external funders. This mapping exercise is unlikely to be comprehensive as it has only identified organisations who have actively sought support from Creative Scotland.¹⁰

This research is part of a wider commitment to culture and health partnerships from Creative Scotland, including developing an Art and Health Strategic Plan. Creative Scotland has supported ACHWS in our first year and has confirmed a second year of funding.

Case studies

5

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/929773/DCMS_report_April_2020_finalx_1.pdf

⁶ <https://www.culturehealthandwellbeing.org.uk/appg-inquiry/>

⁷ <https://www.culturalvalue.org.uk/the-team/covid-19-research-project/>

⁸ https://www.artscouncil.org.uk/sites/default/files/download-file/UCL_Role_of_the_Arts_during_COVID_13012022_0.pdf

⁹ [Creative-Scotland-Arts-and-Health-Mapping-Report.pdf \(creativescotland.com\)](https://creativescotland.com/Creative-Scotland-Arts-and-Health-Mapping-Report.pdf)

¹⁰ [Creative-Scotland-Arts-and-Health-Mapping-Report.pdf \(creativescotland.com\)](https://creativescotland.com/Creative-Scotland-Arts-and-Health-Mapping-Report.pdf)

- Sporting Memories, a project run by the Scottish Football Museum in partnership with Sports Heritage Scotland, offers supported reminiscence and handling sessions centred around sporting photographs, collections, and personal memorabilia for older people and those living with memory loss or related conditions.
- 'We will become like (a) family' – a 18 month programme led by Artlink Hospital Arts developing a long-term relationship with Dementia Care at the Royal Edinburgh Hospital by exploring ways in which families, nursing staff and artists can work together as a team, learning from each other in order to make positive change within the wards.
- Prescribe Culture is a mental health and wellbeing initiative run by the University of Edinburgh Museums Services, pro-actively engaging with social prescribing, sometimes referred to as community referral or non-pharmacological support. Prescribe Culture aims to use heritage experiences as a form of self-help for students with mental health issues. The Prescribe Culture programme provides support for the growing number students experiencing mental health issues, by drawing on research which has found cultural activities to be a beneficial, non-clinical way of managing mental wellbeing
- The Skylark IX Recovery Trust is a small charitable organisation that works in collaboration with the Scottish Maritime Museum, and with funding from the National Lottery Heritage Fund, to deliver woodworking and boatbuilding skills training to people at Alternatives, who are recovering from drug addiction. The Trust hopes to expand and build the Spirit of Skylark Centre in the Museum grounds over coming years
- Art in Hospital delivers an ongoing visual arts programme for patients in the healthcare areas of Medicine for Older People, Stroke Rehabilitation, Acute Rehabilitation, Palliative Care and Community and Mental Health across the NHS Greater Glasgow & Clyde region of Scotland. The organisation provides a permanent presence in hospitals and care homes, which brings the visual arts into the context of health and medicine.
- National Galleries of Scotland works with the hospital Play Team in the Royal Hospital for Children and Young People to deliver creative sessions, resources and art materials for children and their families whilst they wait for appointments or throughout the treatment process.
- The new National Secure Adolescent Inpatient Service (NSAIS) Art Strategy focuses on holistically addressing both security and the therapeutic environment. Led by creative engagement with young people in secure and CAMHS settings, the Strategy focuses on biophilic and empathetic approaches designed to be renewed regularly with patient involvement. The project demonstrates the importance of art and design within capital projects and highlights the need for this to continue into operational contexts.

- The Grampian Hospitals Art Trust is an award-winning arts and health organisation which exists to enhance the wellbeing and experience of all who spend time in NHS Grampian hospitals, whether patients, visitors, or staff. The Trust hold a collection of over 4000 artworks either commissioned or purchased over the past 30 years that are on rotational display over 34 NHS Grampian sites. NHS staff are involved in the curatorial process of organising exhibitions, which has had an extremely positive effect in communicating the Art Collection as a valuable cultural asset.

Way forward

The Resource Spending Review identifies “improving cross-government collaboration” and “prevention and invest to save initiatives” as two ways to get best value out of public spending. Both of these ambitions have clear relevance to the opportunities arising from integrating culture with health and wellbeing.

In broadest terms, the arts and culture support our collective wellbeing and investment in these should be seen as recognition of the intrinsic, society-wide benefits that they provide. It is therefore important to ensure that the Scottish Government continues to support the culture sector’s recovery and ensures that all Scottish residents are able to participate in cultural activity.

More specifically related to the ambition for an outcomes-focused approach to public spending, there are opportunities to take a cross-portfolio approach to funding cultural services with investment linked to health and wellbeing outcomes. There are a variety of possible approaches.

Most radically, the contribution that culture makes to the outcomes of the National Performance Framework could be recognised by providing some level of core funding to cultural organisations from budgets outside of the culture portfolio. Alternatively, a project funding approach could allow organisations to build capacity to support cultural prescribing or other wellbeing approaches, including expanding projects already proven to deliver strong health and wellbeing outcomes.

The Scottish Government’s commitment to investing in public art during capital programmes could be used to support this work if an inclusive approach is taking to defining “public art” to include programmes of art in public situations rather than solely for installed work.

Any funding model should provide long-term certainty allowing organisations to develop and expand without continually chasing short-term project funds. The Creative Scotland research previously cited found that practitioners desired “long term, flexible funding, which focuses on “tried and tested” work in addition to newer initiatives”.

While funding will be required to embed this approach, the barriers to such collaboration are not purely financial. A wider culture shift will be required to overcome silo thinking and ensure that health practitioners, the culture sector and the wider public sector, such as schools, are aware of the benefits of this cross-

portfolio approach. The Scottish Government should therefore consider how best to incentivise collaboration and build partnerships across sectoral boundaries.

Written submission from Diana Murray CBE, FRSE on behalf of the Royal Society of Edinburgh

The Royal Society of Edinburgh welcomes the opportunity to submit evidence to the Committee based on the RSE advice paper presented to the committee in September 2021 when the committee was gathering evidence for the pre-budget scrutiny report. We are pleased to see that so many of the points raised by ourselves and others have informed this Committee's action.

Importance of Arts and Culture

The sector has responded to the public health crisis with considerable resilience in many cases, adapting to new circumstances, online delivery and now the gradual return to live audience participation and the attendance of visitors in museums and galleries. Organisations such as the National Theatre for Scotland have seen audiences in the millions, for Scenes for Survival, a series of commissioned theatre pieces offering digital access to high quality original theatre online. Scottish Ballet have developed programmes supporting physical and mental health & wellbeing in partnership with the NHS and are now adapting this to provide corporate partners with solutions for staff wellbeing, and engagement to counter homeworking challenges. Similarly, the Celtic Connections festival held digitally in 2021 and part digital in 2022, has reached far more people than live in-person events with people tuning in to listen live from 60 countries¹¹. The public appetite for cultural activities has never been greater and the scale of entertainment that was adapted to be streamed into homes during lockdown, or efforts made to provide out of doors performances, such as those delivered by Scottish Opera, demonstrate how important cultural life is to our society.

There is no doubt that the funding from government has gone a long way to safeguard the jobs of those working in the sector, but the effects will not be fully understood for a while. A study by Oxford Economics estimated a UK wide loss of £12 billion in the Creative Industries in 2020 alone, with a loss of 112,700 jobs by the end of 2021. Scotland's creative sector is estimated to have lost £500m GVA (10.9%) due to the pandemic¹². Estimates for recovery show that, in the short term, there will be fewer jobs than before the pandemic and this effect will be most keenly felt by freelancers that are commissioned to create new work, or who are employed from time to time such as front of house staff, technicians, or those who are needed for seasonal work.

Recovery of Arts and Culture

Emergency Government funding has seen many arts and cultural organisations through the worst of the crisis but there is now the need to invest in the sector recovery. One of the most important elements of this is consistency of funding streams and funding stability e.g. providing 3-year funding commitments that will allow long term planning and an element of stability. Such stability affords the opportunity for cultural organisations to continue to develop their mixed funding model by leveraging private funding or grants from Trusts and foundations and operating commercial activities to

¹¹ Celtic Connections (2021) Celtic Connections online a huge success [online] Available at: <https://www.celticconnections.com/news/celtic-connections-online-a-huge-success/>

¹² Creative UK Group (2021) UK Creative Industries [online] Available at: <https://www.wearecreative.uk/champion/publications/>

provide extra income. Arts and Business Scotland has seen an increased uptake in their delivery of training programmes to the sector that help organisations to hone their business acumen and governance capabilities and take up new challenges (472 organisations from 30 of the 32 local authority areas have taken part in the last year).

This financial stability and mixed funding model are the bedrock of community based arts organisations and will allow the important cultural work that engages communities and contributes so much to wellbeing, to restart and resume a consistent and stable service.

The RSE working group suggested several potential avenues that Scottish Government could consider reinforcing such financial stability including:

- relief for business rates in the cultural sector.
- creating mechanisms that generate an additional continuous stream of funding for culture, e.g. a model similar to the National Investment Bank or the National Heritage Lottery Fund.
- Ensuring that existing funding streams work collaboratively.

Economic Recovery

The RSE supports the recommendations in the report of the Scottish Government's Advisory Group on Economic Recovery (The Higgins Report) which emphasises the important role of culture to support Scotland's economic recovery and recommends an increase in both public and private investment in the sector¹³. The current budget presents an opportunity to put such recommendations in action.

'Culture will play a definitive role in the recovery of our wellbeing, and it must be an intrinsic element of how Scotland is represented at home and abroad. The sector must be cultivated and nourished for the greater good.' (p. 3)

'The arts, culture and creative industries make an important and growing contribution to Scotland's economic and social capital. They create high quality, fulfilling jobs, which can be amplified through specialist apprenticeships, skills development and training. And they play an important role in Scotland's international offering as part of 'Brand Scotland'.' (p.50)

As Arts and Cultural organisations recover, so too is the recovery in local business and entrepreneurship. Creativity in business is more important than it has ever been and engaging with arts and cultural organisations helps businesses to attract and retain staff, to inspire employees leading to 'work with a purpose'. Scottish creativity and culture allow Scottish businesses to perform with the best in the world and this was the theme explored at the recent Arts and Business conference.

¹³ Scottish Government (2020) Towards a robust, - resilient wellbeing economy for Scotland Report of the Advisory Group on Economic Recovery, [online] Available at: <https://webarchive.nrscotland.gov.uk/20210819165519/https://www.gov.scot/publications/towards-robust-resilient-wellbeing-economy-scotland-report-advisory-group-economic-recovery/documents/>

‘There is a need for dynamic, open, forward-thinking leaders to steer business and public sector organisations through our collective challenges. The importance of embedding equalities, diversity, and inclusion within the culture of a business, and how innovative leaders should employ cultural engagement to achieve that aim has never been clearer.’

Louise Macdonald, Institute of Directors (IOD)
Scotland

The Culture and Business fund (CBFS) provided by Scottish Government and managed by Arts and Business Scotland, encourages match funding for Businesses and the Arts to work together and has levered over £11 million pounds of investment into cultural activities in all 32 local authorities since 2006, providing significant business benefits in the process – from targeted marketing and accessing new clients and customers and building local community links, to supporting staff development, health and wellbeing. The programme has attracted an average of £1.21 of business investment for every £1 of grant funding awarded. The fund is currently oversubscribed as cultural organisations and businesses recognise the value of working together.

Mainstreaming and the Wider Benefits of Arts and Culture

The now 4 years-old Culture Strategy proposed an ambition to embed culture in all areas of government policy making, an aspect of the strategy that the RSE welcomed at the time.¹⁴ This has yet to become a reality and the current consultation provides an opportunity to reflect how this can be implemented. Connections with different policy projects such as the ongoing National Planning Framework 4 - which sets development plans to 2050 - or Scotland’s aspiration to build a wellbeing economy should be more clearly defined as the Government reconsiders its support for culture.

There is now a well-established research base which proves that participation in culture provides several wellbeing and social benefits, at individual, community and national level. Some of this has been reported through the work of the EAIG group which commissioned research on the link between events and wellbeing¹⁵.

While national institutions and event organisers play an important role in this participation in culture, the essential role of local government in supporting cultural activity across Scotland, as highlighted in the 1990s in the first collaborative cross-industry Charter for the Arts,¹⁶ and their pivotal role in sustaining cultural life must not be undervalued. Local Authority funding is under severe pressure, but because participation and engagement with culture is delivered locally to so many people, it is important that local funding is maintained for Arts organisations up and down the country. Local community arts groups, in particular, have a significant and important role to play in delivering programmes on the ground throughout the Scottish local

¹⁴ Royal Society of Edinburgh (2018) RSE Response to Scottish Government’s Draft Culture Strategy for Scotland [online] Available at: <https://www.rse.org.uk/advice-papers/culture-strategy/>

¹⁵Wavehill Social and Economic Research (2021) The Contribution of Events to Scotland’s Wellbeing Final Report June 2021 [online] Available at: <https://www.wavehill.com/single-post/building-a-wellbeing-economy>

¹⁶ Joyce McMillan (1993) The Charter for the Arts in Scotland, Edinburgh: HMSO.

authority areas. They provide people of all backgrounds with equality of opportunity to create, participate and engage through cultural activities. These small charitable organisations are frequently underfunded, and their outcomes for wellbeing and other social benefits overlooked though some have been recognised in the SURF¹⁷, (Scotland's Regeneration Forum) awards eg. RIG ARTS at Greenock which won the award in 2021 and WHALE Arts in Wester Hailes which won in 2019. Their contribution was also highlighted in a recent report commissioned by Creative Scotland mapping health-focused arts projects across Scotland.¹⁸

Active support for cultural interventions has shown clear health and wellbeing benefits provided by participating in cultural activities, from reminiscence projects in museums, or tailored cultural activities for certain groups (e.g. dementia, Parkinsons)¹⁹. It is now the time to take this further and encourage new collaborations with funding incentives between local cultural organisations, youth projects and health interventions etc. which would undoubtedly have significant measurable health and wellbeing outcomes.

The RSE working group suggested several potential avenues that Scottish Government could consider to reinforce such mainstreaming including:

- encouraging third sector and public sector organisations to include a culture/creative industries professional on their boards.
- create a dedicated incentive fund to support collaboration that enable organisations to provide shared services and address common problems.

Digital and Hybrid Working

Many people across Scotland engaged in cultural activities digitally during lockdown and we believe this experience is likely to leave a long-term mark on both cultural providers and consumers. Cultural providers who have experienced unpredicted levels of engagement will want to maintain such high audience numbers as they resume activities. Moreover, such cultural activity has proven successful in attracting people who were unable to engage in cultural activities for different reasons. In this sense, supporting the sector develop its digital provision can successfully address well-known problems related to the accessibility of cultural activities for disabled people, people suffering from mental health issues, as well as for people who are economically disadvantaged. Yet, the reports mentioned here and evidence recorded from the RSE fellowship, shows that the experience of in-person events are highly valued as we can see from returning audiences. We are thus looking at a future for hybrid models of culture.

¹⁷ Surf Awards (no data) Scotland's Regeneration Forum Awards [online] Available at: www.surf.scot/surf-awards/

¹⁸ Creative Scotland (2021) Mapping of Arts and Health Provision [online] Available at: https://www.creativescotland.com/__data/assets/pdf_file/0004/89986/Creative-Scotland-Arts-and-Health-Mapping-Report.pdf

¹⁹ A growing body of research often commissioned by charities exists on this, with Scottish examples such as the Scottish Ballet's Dance for Parkinson programme or Unlock and Revive project which brings together several culture and heritage organisations and universities that have provided digital cultural experiences for people with dementia. <https://weebreaks.com/unlock-revive-events-2021/>

In this landscape, it is important that Scottish Government assistance is geared towards both supporting the necessary material infrastructural changes as well as the development of digital channels so that cultural organisations (both public and private) can provide high-quality hybrid experiences.

The RSE working group suggested several potential avenues that Scottish Government could consider to assist with digital delivery including:

- As Skills Development Scotland²⁰ have reported, there are significant gaps in digital skills uptake across the cultural sector that the Scottish Government could usefully address by linking culture and education agendas further.
- Supporting arts and culture professionals through upskilling and reskilling will be necessary to ensure high quality cultural offers for this new hybrid model of operation in the sector.
- The Scottish Government should also support organisations to address challenges related to intellectual property as well as the availability of digital platforms, as there are not many benign platforms available to host cultural productions.

²⁰ Skills Development Scotland (2021) Sectoral Skills Assessments – Creative Industries [online] Available at: <https://www.skillsdevelopmentscotland.co.uk/media/46048/ssa-creative-industries.pdf>