

EMPIRE, SLAVERY & SCOTLAND'S MUSEUMS

A GUIDE ON THE CONSULTATION

JUNE 2022

EMPIRE, SLAVERY &
SCOTLAND'S MUSEUMS
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What this report is about

What this report is about

This report is an overview of the process undertaken for Empire, Slavery & Scotland's Museums, including a summary of the evidence from the national consultation carried out as part of the project.

This project, sponsored by the Scottish Government, has explored how Scotland's involvement in empire, colonialism, and historic slavery can be addressed using museum collections and spaces. The project was coordinated by Museums Galleries Scotland and overseen by an independent Steering Group. The project built on existing work from within the equalities sector and from across Scotland's museums, to explore the mechanisms of how Scotland can confront challenging histories within museum spaces.

The project was initiated by a motion in parliament in June 2020 and was later included in the Programme for Government in September 2020. The Steering Group and Project Team were recruited in the autumn of 2020 and project activity started in December 2020, with Steering Group meetings beginning in January 2021.

The Steering Group has made recommendations to the Scottish Government (June 2022), based on nationwide consultation undertaken in 2021. These recommendations outline how Scotland's existing and future museum collections and museum spaces can better recognise and represent a more complex and nuanced portrayal of Scotland's imperial, colonial, and slavery history.

[LINK](#) *Empire, Slavery & Scotland's Museums: Steering Group Recommendations*

B.

Our approach to this project

Our approach to this project

This project has been collaboratively developed from its outset, offering an opportunity for the Steering Group, Museums Galleries Scotland, project advisors, and contractors involved to model the partnership working that we are asking the museums sector to undertake. This project was designed to take a human rights-based approach. Near the start of the project, we asked the Scottish Human Rights Commission for advice on how to do this.

[LINK Human Rights-Based Approach to ESSM Project](#)

[LINK Scottish Human Rights Commission Briefing: ESSM Project](#)

A human rights-based approach is more than using human rights as a guide: it is a planning framework that acknowledges that both rights holders (people) and their institutions (duty-bearers) have to be involved in shaping programmes of activity. A human rights-based approach has two main objectives: to ensure that people are provided with more effective public services that help them enjoy their rights, and to ensure that institutions fulfil their responsibilities.

Typically, a human rights-based approach uses a set of principles, called the PANEL Principles: Participatory, Accountable, Non-discriminatory, Empowering, Linked to human rights.

Our human rights-based approach and human rights framework helped us to develop the project's governance and our processes of engagement and provided a basis for our evidence gathering and reporting. The Steering Group formally agreed in May 2021 that they would take a human rights-based approach to the project.

Human rights and engagement

In March 2021, the Scottish Government announced its intention to introduce a Human Rights Bill to the Scottish Parliament. This would directly incorporate four key human rights treaties into Scots law, including the International Covenant on Economic, Social and Cultural Rights (ICESCR, which sets out a general approach and commitment to economic, social, and cultural rights) and the Convention on the Elimination of Racial Discrimination (CERD, to eliminate racial discrimination).

The Scottish Government's intention to incorporate these principles into Scots law sets out a clear obligation on the project to ensure that people are able to take part freely, in an active and informed way, and without discrimination, in any important decision-making process that may have an impact on their right to participate in cultural life. This approach closely matches the goal that participation in programme and activity development is based on 'active, free and meaningful participation' (a basic approach in human rights-related activity). We worked with the Steering Group, project advisors and contractors to make sure the project's governance and its consultation were accessible.

The human rights-based approach told us that people who face the biggest barriers to realising their rights should be prioritised. The project therefore developed the terminology of 'Priority Communities' to refer to 'people from communities who have been negatively impacted by the structural forms of discrimination and racism that can be connected to the legacies of empire, colonialism, and historic slavery.' The Steering Group and Project Team agreed that the voices of these people should be prioritised and amplified through the project. Amplifying these voices meant that throughout the project we prioritised meeting with advisors with lived experience of racial discrimination, recognising this as a direct legacy of Scotland's role in empire, colonialism, and historic slavery. The project's commitment to involving people with lived experience of racialisation enabled us to ensure that the recommendations gave appropriate weight to the views of those who currently face the

greatest barriers.

A human rights-based approach should be based on the rights that are set out in Scots law, UK law, and international laws. We mainly looked at how Scotland can comply with the ICESCR and the CERD, while acknowledging that rights are interconnected, and it is not permissible to undermine some rights in order to achieve others. This focus on human rights was helpful when we were challenged about whether change was needed. The human rights duties placed on the Scottish Government made it clear that there is a need for change.

Human rights and gathering and analysing evidence

The human rights-based approach led us to give more time to people with lived experience than we might have done in a traditional consultation. Where possible, we sought the input of people and professionals with lived experience of being a racialised minority, and this informed all decision-making about who was included in this work, from the project's inception.

We used the human rights framework to bring together evidence and to give equal weight to evidence from all people. For example, we used the human rights framework to develop consultation methodologies to include both personal and professional experiences. This made it possible for us to analyse all responses together.

Using a human-rights based approach shows clearly that Scotland's museums do not currently reflect its historic and contemporary ties with empire, colonialism, and historic slavery and their legacies. Consequently, people in Scotland are currently not well served with their right of access to information. Furthermore, people who experience racism are under-represented in museums and enjoy their human right to participate in cultural life and enjoy the arts less than other social groups.

Therefore, the *Empire, Slavery & Scotland's Museums* project had a number of issues to address, namely activity that supports all people to enjoy their rights, and focused activity to support particular demographics to enjoy their rights on an equal basis with others.



Project inception

Project inception

SCOTTISH PARLIAMENT AND THE 2020 PROGRAMME FOR GOVERNMENT

On 10 June 2020 a motion was passed in the Scottish Parliament showing solidarity with anti-racism, with an amendment that Scotland should 'establish a slavery museum to address our historic links to the slave trade.' During July and August 2020 there were early discussions between the Scottish Government's Culture and Equalities teams with Museums Galleries Scotland, Glasgow Life, and others to consider how this might be taken forward.

In September 2020 the Scottish Government put forward their Programme for Government in which they agreed:

'Partnering with Museums Galleries Scotland, in collaboration with race equality and museums sector stakeholders, we will sponsor an independent expert group to make recommendations on how Scotland's existing and future museum collections we can better recognise and represent a more accurate portrayal of Scotland's colonial and slavery history and what further steps should be taken to ensure people in Scotland are aware of the role Scotland played and how that manifests itself in our society today. This will include how to reflect, interpret, and celebrate the wide ranging and positive contributions that ethnic minority communities have made and continue to make to Scotland.'¹

CREATING THE STEERING GROUP

Taking the advice of the Scottish Government and other experts, Museums Galleries Scotland recruited a Steering Group from the museums, equalities, educational, and other sectors, seeking to draw expertise and leadership for the project widely.

The Empire, Slavery & Scotland's Museums Steering Group are the authors of the Recommendations delivered to the Scottish Government in June 2022, which can be found in the separate report². The Steering Group, established in autumn 2020, was recruited to make concrete and sustainable recommendations to the Scottish Government on how Scottish museums can better address the legacies of empire, colonialism, and historic slavery at every level.



The Steering Group consists of:

Chair Sir Geoff Palmer, OBE, CD: President of Edinburgh and Lothians Regional Equalities Council; Chair of Fair Justice System for Scotland

Geoff Palmer was born in Jamaica. He came to London as an immigrant in 1955. After various difficulties, he worked and attended evening classes to improve his qualifications. He subsequently entered Leicester, Edinburgh and Heriot Watt Universities, where he gained BSc, PhD and DSc degrees, respectively. He worked at the Brewing Research Foundation on cereals and malted barley. He invented the barley abrasion process, pioneered the use of the Scanning Electron Microscope in the study of cereals in malting and was the first European to receive the American Society of Brewing Chemists award for research.

Professor Palmer was also involved in the setting up of the International Centre for Brewing and Distilling at the University of Heriot Watt. Sir Geoff is the author of many scientific papers and has published books on grain science and the history of Slavery in the West Indies. He serves on the Boards of various charitable organisations. He is the Freeman of Midlothian and the Honorary Consul for Jamaica in Scotland. Professor Palmer was awarded the OBE in 2003 and a Knighthood in 2014 for his contributions to science, charity and human rights. In 2021, Geoff was installed as the new Chancellor of Heriot-Watt University. Later that year he was also awarded Pride of Scotland Lifetime Achievement Award.

Abeer Eladany: Curatorial Assistant, University of Aberdeen Museums and Special Collections

Abeer Eladany graduated from the Faculty of Archaeology, Cairo University, and then gained a Post Graduate diploma and Pre-MSc degree from the Faculty of Tourism, Helwan University. She worked at the Egyptian Museum, Cairo, for more than 10 years before travelling to Italy to study conservation of ceramics in Florence. She then joined the KNH Centre, University of Manchester, to study Biomedical and Forensic Studies in Egyptology where she achieved her MSc and PhD.

In 2015, Abeer gained an MLitt in Museum Studies from the University of Aberdeen. Her research interests are mainly related to Human remains, History of Egyptology, and Museology (particularly Ethics and Repatriation), and she has joined archaeological excavations in Egypt and in Scotland (Aberdeen & Orkney). She is currently a Curatorial Assistant, University of Aberdeen Museums and Special Collections.

Deputy Chair Jatin Haria: Executive Director, Coalition for Racial Equality and Rights

Jatin Haria is the Executive Director of the Coalition for Racial Equality and Rights (CRER), an anti-racist social policy charity that works to address issues of structural racism across Scotland, and was elected as Deputy Chair of the ESSM Steering Group in February 2022.

Jatin curated the first co-ordinated programme for Black History Month in Scotland in 2001, and initiated the Glasgow Black History walking tours at the same time. In 2009, he commissioned the publication of Stephen Mullen's 'It Wisnae Us - the truth about Glasgow and slavery'.

Jatin has previously served on the Commission for Racial Equality (CRE) Scotland Advisory Board, the Scottish Government's Expert Reference Group on Covid-19 and Ethnicity, the STUC General Council and as secretariat for the Scottish Parliament's Cross Party Group on Racial Equality in Scotland.

Lewis Hou: Director, Science Ceilidh; Member, The Anti-Racist Educator

Lewis advocates for a Scotland where everyone's creativity, curiosity and wellbeing are fundamentally valued. He directs the Science Ceilidh, an organisation connecting communities, education, research and culture across Scotland, and supports the Culture and Wellbeing Community Network Scotland. Lewis has been involved in an action research programme on Cultural Democracy with the Fun Palaces campaign as one of the Scottish Ambassadors with Creative Lives and Scottish Libraries and Information Council. He is also an organising member of the Anti-Racist Educator collective and was a UK Creative Community Fellow in 2020.

Parveen Ishaq: Manager, Edinburgh and Lothians Regional Equalities Council

Hello my name is Parveen and I moved to Edinburgh in 2015 from the lovely small city of Dundee (where I lived and grew up) and have been working with Edinburgh and Lothians Regional Equality Council (ELREC) since. I have always had a great deal of interest in human rights and combatting all forms of inequalities as I always hoped for a world free from hate and racism. I studied Politics at University because I knew I wanted to help others or serve my communities and maybe become the leader one day, well one must dream big. I worked for HMRC for 10 years and then ELREC, so my work history isn't very extensive. I love the great outdoors and spending time with family. I was also involved in planning and delivering the Edinburgh Mela for 2 years.

Steph Scholten: Member, Museums Galleries Scotland Board of Trustees; Member, EthCom, International Council of Museum's Ethics Committee; Director, The Hunterian at University of Glasgow

Steph Scholten is the Director of The Hunterian at the University of Glasgow (since 2017). He has over 30 years of international work experience in the cultural sector. Originally educated as an art historian, he has worked with a wide variety of museum collections. Previous employment (in The Netherlands) includes the Heritage Collections at the University of Amsterdam (director), the Ministry of Education, Science and Culture (policy advisor), the National Institute for Conservation (head of research), and the National Museum of Antiquities (head of collections & curatorial).

Steph's major research interest is in museum ethics. In The Netherlands he was member and chair of several national committees, amongst them the one that designed the new deaccessioning guidelines for Dutch museums (2016). Currently he is a member of EthCom, the standing committee on professional ethics of the International Council of Museums and vice-chair of UMAC, its University Museums committee. In 2022 he published Guidance for Restitution and Return of Items from University Museums and Collections. Steph is a Board member of Museums Galleries Scotland.

Churnjeet Mahn: Reader (English Literature), University of Strathclyde

Churnjeet Mahn is a Reader in English Literature at the University of Strathclyde. She has worked on heritage and museums through narratives of belonging and displacement, primarily through travel writing. Her work on travel and British heritage began with a study of British women's travel to Greece in the Victorian period. A recurring theme in this work was how the tangible heritage of Greece was whitewashed as 'European' while Greece's intangible heritage was represented as irrecoverably corrupted by Ottoman occupation and the influence of Islam. Since then, she has worked on a variety of accounts of travel and displacement in postcolonial contexts, including those of queer refugees and migrants, and communities impacted by Partition.

She has collaborated on several projects in South Asia and the UK which consider more inclusive approaches to heritage. These include working on a People's Museum in Amritsar (India), and working with historic communities (Preet Nagar, India), impacted by Partition. In the UK, Churnjeet has worked on oral history projects related to Partition migrants, queer migrants, and used participatory arts methods to produce creative work about the experience of travel, migration, and displacement.

Elena Trimarchi: Learning and Engagement Manager, David Livingstone Birthplace

Elena has been working as Learning and Engagement Manager at David Livingstone Birthplace (DLB) since 2017. Part of the Birthplace Project redevelopment team, Elena's work has focussed on leading on EDI, including establishing long-term and sustainable partnerships with organisations and individuals focussing on equality work. Elena leads the learning and engagement team at DLB in areas including inclusive recruitment practices, developing anti-racist schools resources and embedding a values and action-led approach to museum practice. In previous roles with Glasgow Museums and National Trust for Scotland, Elena has put accessibility and equity at the centre of her work. Most recently at DLB, through the Esmée Fairbairn Collections Fund, Elena has been leading a youth engagement project focussing on decolonisation and the climate crisis, working with young people to dismantle barriers to museum access.

The Steering Group consists of:

Lisa Williams:
Founder, Edinburgh Caribbean Association;
Honorary Fellow, University of Edinburgh

Lisa Williams is the founder of the Edinburgh Caribbean Association and curates education programmes, arts events and walking tours to promote the shared heritage between Scotland and the Caribbean, the possibilities of decolonising and anti-racist practice. She is an Honorary Fellow in the School of History, Classics and Archaeology at the University of Edinburgh and works as a consultant to heritage organisations across Scotland.

Zandra Yeaman:
Curator of Discomfort, The Hunterian
at the University of Glasgow

Zandra is the Curator of Discomfort based at the Hunterian Museum. Curating Discomfort is looking at ways outside of traditional museum authority to explore the interpretation of contested collections and to design and deliver a series of museum interventions that takes the museum out of the institutional comfort zone. As an anti-racist activist, Zandra works with institutions to explore white supremacy as an economic and cultural system in which white western ideals control the power of the text, the material resources and ideas of cultural superiority and how to dismantle this system.

Zandra joined The Hunterian on secondment from The Coalition for Racial Equality and Rights (CRER) and brings many years of experience working in the social justice and equality field.

We would like to thank the following former members of the Steering Group for their contributions during their time on the project:

Silence Chihuri:
 Chief Executive Officer,
 Fair Justice System for Scotland

Foyso Choudry:
 Chair, Edinburgh and Lothians Regional
 Equalities Council

Catrina Davidson:
 Curator, Glencoe Folk Museum

THE ROLE OF MUSEUMS GALLERIES SCOTLAND AND THE PROJECT TEAM

Museums Galleries Scotland were commissioned to manage the project. Museums Galleries Scotland is the National Development Body for the Scottish museums sector, supporting 442 museums through strategic investment, advice, advocacy, and skills development. Museums Galleries Scotland is the delivery body for Going Further: The National Strategy for Scotland's Museums and Galleries, which aims to unite the sector in working towards a more sustainable future.

[LINK](#) *Going further: The National Strategy for Scotland's Museums and Galleries*

On being commissioned by the Scottish Government, Museums Galleries Scotland subsequently recruited a Project Manager. Applicants were sifted by Museums Galleries Scotland staff, and six qualified applicants were interviewed by a panel that consisted of Steering Group representatives, Museums Galleries Scotland staff, and external advisors.³ Sheila Asante was selected as the successful candidate based on these interviews and commenced her contract on 1 December 2020.

Museums Galleries Scotland committed to managing the project website and communications, which would include transparently sharing the membership terms, and minutes of Steering Group meetings, as well as managing communications with and between members of the Steering Group. Meetings throughout the project were held digitally, administered by Museums Galleries Scotland, and attended by project representatives from Museums Galleries Scotland and from Glasgow Museums.

THE ROLE OF THE STEERING GROUP

The role of the Steering Group was set out in the Terms of Reference, which were reviewed by the Steering Group and approved in February 2021.

[LINK](#) *ESSM Terms of Reference*

It was agreed that it was essential to be clear from the outset that the Steering Group's work would result in a starting point – recommendations for work going forward. It was agreed that the Steering Group's role was to create a process to make recommendations, to manage expectations, and to be transparent around the scope of the work undertaken within the project. Steering Group members stressed the need for transparency and honesty across the work, to ensure meaningful outcomes.

PROJECT PARAMETERS

The project was established with the intention of consulting with museums across Scotland and with the wider public on attitudes to how museums address the legacies of empire, colonialism, and historic slavery.

Based on advice from the Scottish Government, the Empire, Slavery and Scotland's Museums (ESSM) Steering Group established the areas for consultation in April and May 2021, looking at six key areas:

Collections and Interpretation

Education (Curriculum)

Participation

Proposal for a Museum for Slavery and Empire

Research

Workforce Development (Human Resources)

TIMESCALE

The initial timeline for the project, as suggested by Museums Galleries Scotland to the Scottish Government in August 2020, was identified by the Steering Group as being too rushed. Following discussion at the first meeting of the Steering Group in January 2021, the Group deemed the short timeline as posing a risk to engagement across all stakeholder groups and indicated that to rush the project would negatively impact on the delivery of meaningful and sustainable recommendations. A proposal for extension was brought to the Scottish Government in February 2021; this was accepted, and the timeline for delivery was extended from November 2021 to May/June 2022.

ADVISORY PANEL

The Steering Group agreed that it would engage additional expertise in the form of an Advisory Panel, which would include historians, human rights experts, museum representatives, community representatives, and others yet to be identified, to participate in project development subgroups and make presentations when required.

The Steering Group established the process for recruiting advisors for the project, which commenced in February 2021. Project advisors were recruited with specific expertise in different areas. Steering Group members were involved in identifying expertise, participating in subgroups, and acting as advisors where appropriate.

The project team sought to give preference to Priority Communities for involvement in the Advisory Panel, and to achieve at least 50% lived experience of racialisation across each subgroup. The diversity of those involved was considered across a range of factors. Remuneration was offered for those undertaking this work where this fell outside the remit of their core professional work; the policy for this is outlined in the Terms of Reference.

The Advisory Panel subgroups were established around the six key areas identified above these areas included: Collections, Education (Curriculum), HR/Workforce, Museum Proposal, Participation, and Research.

The Project Team and Steering Group held 21 facilitated meetings with members of the Advisory Panel in May and June of 2021. These meetings sought to explore the foundational issues of the project and produce qualitative material as a guide for formal consultation development. Approximately 70 individuals from the Steering Group and Advisory Panel participated in these meetings, which were facilitated by the Project Team, supported by wider Museums Galleries Scotland staff.

D.

Discovery phase

Discovery phase

The Discovery phase of Empire, Slavery & Scotland's Museums gathered evidence about how museums, galleries, and heritage institutions across Scotland are currently addressing the legacies of empire, colonialism, and historic slavery.

INITIAL SECTOR CALL FOR EVIDENCE

The project ran an initial Call for Evidence for the museums sector from November 2020 to January 2021. The intention of this survey was to understand how existing museum programming was already looking at themes of colonial legacies and the history and impact of slavery, and to gather a baseline of engagement to build for the project. This intention was realised, although uptake on the survey was limited: it had 21 responses from 24 organisations.

Several elements within this initial piece of work influenced the structure and approaches of further survey work within the project. These included the scope and parameters of the survey work, the timing and timescales for the consultation, and the costs involved. The Steering Group was mindful of how multiple factors might limit engagement and restrict consultation, including the dangers of engaging too much with existing 'gatekeepers', in case this prevented the consultation from obtaining new and accurate information.

The Steering Group noted that some museums had questioned the survey's relevance to them, which pointed to a lack of understanding as to the scope of the work. It was agreed that the Project Team should bear in mind that not all museums in Scotland are able to make connections between the legacies of empire, colonialism, and historic slavery and their own work, and ensure the relevance of the work to all museums was made clear through its approaches. It was agreed that, in future consultation with museums, respondents needed to be free to share failures and talk about negative experiences with honesty and openness.

DEVELOPMENT OF CONSULTATION APPROACHES

The Steering Group developed a national consultation approach to establish public and expert perspectives on how museums can contribute to our understanding of the legacies of empire, colonialism, and historic slavery.

The Steering Group defined the key stakeholder audiences for this project in March 2021.

These were defined as:

communities that experience racism (Priority Communities⁴);

the museums and galleries workforce; and

the wider public

Initial plans for the public consultation included an open survey accompanied by some targeted conversations. It was noted that affordability needed to be considered and that it was essential the selected consultant had the relevant expertise and experience to advise the Steering Group on the best approaches to get the information they required to develop the recommendations. The Steering Group set a target response number for the survey work of 5000 responses, recognising that this level of response was ambitious.

The Steering Group and Project Team also sought to integrate consultation developed by partner projects into the work of ESSM. This included work being simultaneously undertaken by Glasgow Museums and through the Equality, Diversity, and Inclusion in Scottish Heritage project (Arts and Humanities Research Council-funded, led by the University of Strathclyde). It was agreed that these independent reports would be made available to the ESSM project, with the goal of seeking not to duplicate work.

Invitation to tender for consultation

On behalf of the Steering Group, Museums Galleries Scotland invited proposals from contractors for the Public and Priority Communities (as defined above) consultation strands in April 2021. This contract was publicly advertised on Public Contracts Scotland.

The Invitation to Tender welcomed innovative approaches to this work, including offers to work in partnership with other organisations submitting bids, and tenders submitted in partnership. The tender brief encouraged approaches from organisations led by those who self-identify as part of the Priority Communities defined for the project and encouraged approaches from anti-racist organisations.

Selected tenderers were invited to present their proposals to a panel made up of Steering Group and Museums Galleries Scotland Project Team members.⁵ Two successful organisations were selected. The Diffley Partnership was appointed to undertake the public consultation. Intercultural Youth Scotland (IYS) was appointed to undertake the focus group consultation with Priority Communities. It was agreed that as part of their administration of the project, Museums Galleries Scotland staff would develop, manage, and administer the engagement with museum professionals for this project, working within the framework developed by the successful consultation contractors (in partnership with the Steering Group and Project Team).

The Steering Group, Museums Galleries Scotland, and the contractors for the individual consultation strands worked together on the process for the consultation in June to August of 2021.

PROJECT CONSULTATION REPORTS

This is an overview of the consultation evidence that was used to develop the recommendations for how Scotland's museums can address the legacies of empire, colonialism, and historic slavery in their spaces and programming. The summaries of each consultation report are included here; all reports are available in full on the Museums Galleries Scotland website.

[LINK ESSM Consultation Reports](#)

Priority Community focus groups

This consultation involved facilitated sessions designed for Priority Communities, intended to consult around the six themed areas of the project. These sessions were run in September to November 2021 by Intercultural Youth Scotland staff, youth researchers, and ambassadors. Using a participatory approach to collecting the qualitative data, the sessions involved 80 individuals across 14 focus groups. The report of the findings, Museums (Re)Told: The Legacy Report⁶, was written by Intercultural Youth Scotland Youth Researchers supported by Intercultural Youth Scotland staff and Lead Researcher Miura Lima. This report can be found in full on our website.

[LINK Museums \(Re\)Told: The Legacy Report](#)

The executive summary of this report is quoted here in full:

The work was commissioned by Museums Galleries Scotland as part of the Empire, Slavery and Scotland's Museums project (ESSM) and the report was authored by Youth Researchers and Intercultural Youth Scotland. The report and recommendations were generated by a group of youth researchers aged 17-25 and presented to the Scottish Government along with the other research strands of the ESSM project. This strand of the consultation aims to address the underrepresentation of Black People and People of Colour (BPoC) in research and consultation, particularly the exclusion of young BPoC and their views. We also aim to highlight the views of BPoC living in Scotland in relation to Museums and Galleries' approach to telling histories of empire and enslavement.

Intercultural Youth Scotland (IYS) is Scotland's leading non-profit organisation for young Black people and young People of Colour, we lead in youth advocacy and consultation and deliver targeted youth work, employability, and mental health services. IYS delivers anti-racist education in Scottish secondary schools and anti-racist training programs for organisations and businesses. As an important cultural organisation for young Black people and young People of Colour, IYS helps to build strong community ties through artistic exchange and supports young artists and musicians to develop their talents and launch their careers.

Key findings

BPoC in Scotland want museums and galleries to undertake a thorough program of decolonisation and anti-racist training before any new museums are commissioned

Support for a museum of empire and enslavement among BPoC in Scotland is split

Many are concerned that such a space could halt decolonisation in existing spaces

Many are concerned that the proposal is tokenistic and will not materially change the experience of BPoC in Scotland

The relationship between BPoC in Scotland and museums and galleries lacks trust and consultation.

“ In the focus group today I felt comfortable because I knew there would be no white people to overpower.

Intercultural Youth Scotland focus group participant (session 11)

Museum workforce focus groups

These facilitated sessions were designed for the museum workforce, to consult around the six themed areas of the consultation, considering the key learnings from the initial Call for Evidence outlined above. Run in August to November 2021, Museums Galleries Scotland staff conducted these sessions, which were attended by more than 250 participants. The report of the findings, *Empire, Slavery & Scotland's Museums: Report of Museums/Heritage Workforce Groups* can be found in full on our website.

[LINK Empire, Slavery & Scotland's Museums: Report of Museums/Heritage Workforce Groups](#)

The executive summary of this report is as follows:

The workforce wants to have conversations about the legacies of empire, slavery, and colonialism, but requires support to implement change within their organisations.

Participants were active, open, and honest within these discussions, and welcomed the opportunity to have facilitated discussions with colleagues. The organisational sessions were especially successful, prompting several teams to consider themes of anti-racism and decolonial practice for the first time as a group. Despite the recognition of issues across the sector, the workforce does not know how to implement change. Much of the sector, while willing, lack confidence and are uninformed in the relevant areas, and conversations about racism, equality, and organisational change are clearly in their infancy for much the museums and heritage sector.

The museums and heritage workforce would like to work closely with, and support, a decolonised curriculum.

The response to this statement within the session was overwhelmingly positive: museums support close working within a decolonised curriculum, and this presents a potential opportunity for future programming and partnership work. This has been echoed across the other consultation strands for this project.

The museum sector requires leadership

While the project team recognise that much meaningful change occurs from a grassroots level, there is a clear indication that the museum workforce is looking for support and leadership. This is especially true within organisations: a lack of organisational support or clarity around stance was highlighted as a significant barrier to change. Leadership in embracing anti-racist practice must also be demonstrated at national and organisation levels. Museums Galleries Scotland's work was welcomed and should continue to be active and visible; further commitments and clarity of messaging from Scottish Government would be welcomed from the sector.

Participants within these focus groups recognise that the staff and visitor profile of Scotland's museums is not representative of Scotland's people.

With a few exceptions, the workforce within Scotland's museums is aware that it is not currently recruiting or working inclusively across Scotland's population, and it wants to be able to change this. On the whole, the participants in these focus groups do not feel that the museums and heritage workforce itself reflects the diversity of the nation.

“ Relieved that everyone seems to have similar concerns and knowledge – I was worried I was the only one who didn't know what to do next.

Museums/Heritage Workforce focus group participant (no.31)

“ This survey is a great step forward to help people support the changes museums need to make.

Open public survey qualitative response (no.177)

Public survey

A quantitative analysis of Scotland's public was undertaken by Diffley Partnership in September through November 2021. The intention of this survey work was to establish understanding of key project areas, including baselines about knowledge and interest, opinions on access, and attitudes to potential delivery mechanisms for museum provision. The survey reached more than 4500 respondents. The full report, *Empire, Slavery & Scotland's Museums: Public Research* can be found in full on our website.

[LINK Empire, Slavery & Scotland's Museums: Public Research](#)

The executive summary from that report is shared in part here:

Views on Dedicated Space

Survey respondents were told Scotland is planning a dedicated space to address our role in empire, colonialism and historic slavery (e.g. a museum, exhibitions, website). They were then presented with a series of statements about this dedicated space and asked to indicate their levels of agreement/ disagreement on a scale. These statements were based upon potential aspects of physical and/ or online spaces.

Findings included:

- Over two thirds of Scots agree they would visit this space to learn more and would like to have access to this space in their local area.
- Agreement that they would look for information in an online space was close to two thirds.
- Nearly half our population would travel over an hour to visit the space.
- Eight in ten people would look for objects or stories with a connection to the area where they live.
- The youngest age group in the ScotPulse panel are especially receptive to visiting a space and towards looking for information in an online space.
- Seeking objects and stories with connections to where they live is desired in particular by 16–34-year-olds and people disclosing a mental health condition
- People who identify as unpaid carers, and people with a physical disability or illness themselves are particularly keen for any physical provision to be within their local area.
- Place of residence does not affect desire to visit a space nor to access this space in their local area.

Views on Museums Sector addressing Scotland's Histories

Surveys asked public views on actions by the museums sector addressing Scotland's histories of empire, colonialism and historic slavery. They were presented with a series of statements about work being conducted to varying degrees across the museums sector and asked to rate importance/ unimportance on a scale.

Findings include:

- Collaboration with schools, including accurate accounts and museums being clear on knowledge gaps was seen as important by over eight in ten people.
- Returning looted and stolen objects divided opinion the most out of the nine actions, with just over half regarding this as important.

- Higher levels of importance were placed on what museums do by people who have been negatively affected by discrimination or racism.
- Females are more likely to rate “Museums should take an active commitment to work against racial injustice and discrimination” as very important than males.

Views on Museums in Scotland

Surveys also asked general information about views and experiences towards museums in Scotland. A series of statements was presented in conjunction with an agreement scale.

Findings include:

- Out of all eight statements about museums, the highest level of agreement was towards feeling welcome visiting (95%).
- Three quarters of people agreed museums were important to them (75%).
- A quarter of people don't know whether Scottish museums hold many objects linked to empire, colonialism, and historic slavery (26%).

Views on Cultural Rights

To understand support for cultural rights principles in the population a series of statements were presented in surveys. Each was accompanied by an agreement scale.

Findings include:

- 95% agree Everyone in Scotland should be able to participate in cultural life and heritage.
- 96% of 11–15-year-olds are concerned about inequalities in Scotland.

Views on Empire, Slavery and Colonialism

To understand views on empire, slavery, and colonialism more widely, a series of topics was presented. Survey respondents were asked to rate their levels of interest on a scale.

Findings include:

- Over two thirds of people interested in how Scotland was involved in the British Empire (72%), in historic slavery (68%), and in colonialism (66%).
- Over eight in ten people are interested in how past events affect the present.
- Males were more interested in colonialism and empire than females. Whilst females were more interested in historic slavery than males.
- In general, younger people (16–24) have more intense levels of interest than older age groups, with larger proportions selecting ‘very interested’ for the topics.
- Interest in how past events affect what is happening in society today is of interest to a majority of people, and of particular interest to some people identifying with protected characteristics.

“ Difficult to provide nuanced responses in this survey format though I do see its validity.

Open public survey qualitative response (no.333)

Chattel Slavery survey

This consultation involved qualitative survey work, run as part of postgraduate research for the University of Glasgow by Rachel Forrest. The survey sought to assess how museums are addressing and exploring chattel slavery through their collections and programming. The survey ran in July to September 2021, and collated responses from 60 participants.

[LINK *Chattel Slavery Survey: Final Report*](#)

The overall summary findings of the survey (as taken from the full report) are as follows:

- Many organisations pointed to a lack of resources to tackle the whole issue of the legacy of chattel slavery in Scotland's museums. A shortage of staff was the most commonly cited example and was mentioned multiple times by most respondents. Many of Scotland's museums are small, local organisations run with a minimum of staff or staffed entirely by volunteers; in very few cases do the staff have the expertise or the confidence to tackle what has become a major global issue. Staff in many museums also do not have access to appropriate resources for research.
- Many of Scotland's museums have not, in the past, given space or priority to the legacies of chattel slavery or the impact of the economics of chattel slavery on Scottish society. Many respondents thus stated that other issues and research tended to be prioritised in the work of their museum. Many respondents were concerned that the links between their collections and chattel slavery might appear to be tenuous or forced in the eyes of the public. Support is needed to train and support the staff and volunteers at many museums in order to help them identify links and prioritise this work.
- Many respondents declared an interest in responding to the public's interest in the Black Lives Matter (BLM) movement and to be involved in exploring the legacies of chattel slavery insofar as this is reflected and revealed in museum collections. The BLM movement has clearly been the catalyst for an increase in activity, research, and reinterpretation in many museums— not solely around chattel slavery, but also focussing on anti-racism, race and inclusion, and wider decolonial practice.
- The survey revealed a degree of hesitation about how museum staff and volunteers should go about this reinterpretation. This arises partly from a lack of confidence about how the issue should be tackled in an appropriately sensitive manner and partly from the lack of resources to do this properly and systematically. This survey reveals that there is a widespread - although not universal - realisation that much more needs to be done to research provenance and reinterpret collections and there are many within the sector who know they are not doing enough and who want to do more.
- A number of respondents provided answers which had more to do with serfdom and the Clearances, or with modern-day refugees, than with chattel slavery. While these responses did not address the subject matter of this survey, they indicate a deep concern with the abuse of other human beings and a frustration that they were not able to answer the questions as asked. This perhaps suggests willingness to address the legacies of chattel slavery if the respondents were given the guidance and support to do this. More guidance about the more complicated indirect links, as well as the direct links, to chattel slavery might also be of assistance to some museum staff and volunteers as they try to reassess and reinterpret their collections.
- Many respondents pointed to a lack of funding to tackle many of the issues raised by this survey. And clearly increased funding could be used to employ more staff, undertake more research, engage in short-term projects, events, and exhibitions, and improve documentation and record-keeping.

Empire and Colonialism survey

This consultation involved qualitative survey work, run as a follow on to the earlier survey on chattel slavery. The survey sought to assess how museums are addressing and exploring themes of empire and colonialism through their collections and programming. The survey ran January to February 2022, and collated responses from 49 participants'.

[LINK *Empire and Colonialism Survey: Final Report*](#)

The overall summary findings of the survey (as taken from the full report) are as follows:

- Museums in Scotland do not have sufficient understanding of how their collections relate to empire and colonialism, and this is reflected in their approaches to collections management. 57.8% of organisations surveyed stated that their collections hold, either on display or in storage, objects linked to the British Empire and colonialism. 4.4% of these organisations mention these links in the interpretation and Collections Management System (CMS) information of all their objects. Roughly half of respondents (21 organisations) stated that their organisation has not reinterpreted exhibitions or CMS information to include links to empire and colonialism and does not plan to do so.
- Museums across Scotland need to undertake further research to understand their foundational links to empire, colonialism, and historic slavery. 54.3% of respondents have carried out research into their founding and funding: 40% of these have discovered links to empire and colonialism. Those museums which were founded within the last 100 years tend to believe that the relative modernity of their organisation means that there are not likely to be substantive links to the empire or colonialism.
- Responses about restitution and repatriation were mixed. 33.3% of respondents did not regard the return of objects as a part of their organisation's role today. Knowledge of restitution and repatriation policies are not consistent across the sector. The majority of those who stated that their organisations do have a restitution and repatriation policy, and who provided further details, stated that it forms part of their Collections Development Policy. 55.6% of organisations surveyed did not have a restitution or repatriation policy. 13.3% did not know if they had one. Several respondents stated that such policies tend to focus on the return of human remains, but not other culturally significant objects or objects wrongly removed from their place of origin. Some respondents suggested that external guidance may be needed to update their policy.
- A minority of organisations were found to have engaged with Priority Communities through their curatorial work. 69.6% of respondents had not taken part, and did not plan to take part, in any activities with Priority Communities to reinterpret objects or collections. 73.9% of respondents had not engaged with Priority Communities to co-curate.
- Links to chattel slavery were mentioned in this survey which were not identified in responses to the previous survey (which was specifically concerned with chattel slavery). It appears that some respondents were more able to see connections with chattel slavery when discussing the subject in the wider context of empire and colonialism.
- This survey received more negative responses than the Chattel Slavery Survey (2021), with more respondents reacting against what they regarded as questions arising from social, historical, or political perspectives with which they disagreed. A small number of respondents expressed frustration with a perceived pressure on museums to interpret all links with empire and colonialism in a negative way.

“ The glorification of empires of the colonial structures, you never get to see that it’s built on blood and genocide.

Intercultural Youth Scotland focus group participant (session 14)

PARTNER CONSULTATION REPORTS

Legacies of Empire consultation and reporting

In September 2020, Glasgow Museums appointed Miles Greenwood as Curator of Legacies of Slavery & Empire. Glasgow Museums was eager to find out how its audiences and communities wanted it to address the topics of the British Empire and Transatlantic Slavery. As part of the information gathering exercise, Glasgow Museums developed an online qualitative survey, which was designed, distributed, and analysed internally. Jump Research Consortium was also commissioned to carry out telephone interviews. The research was undertaken in June to September 2021 and involved 90 participants.

[LINK Legacies of Empire: Glasgow Museums Report](#)

The introduction to the report on this, which can be found in full on the Museums Galleries Scotland website, highlights the following key themes:

Perceptions and awareness of slavery and empire

The first section of this report examines research respondents’ perceptions, understandings and awareness of slavery and empire. Levels of awareness varied from those who had almost no knowledge of these histories, to those who were able to articulate their views in detail. It is evident that there is a widespread recognition that slavery and empire were, to varying degrees, forces of violence, exploitation and oppression, as well as broad support for museums carrying out work to address the resulting legacies.

Connecting the past with the present

For many people, empire and slavery are not things of the past. Their legacies and consequences are felt by people in Glasgow and around the world in very real ways. The most insidious of those legacies is racism. For this work to be relevant, connections between the past and the present need to be made. The movement of people from across the British Empire to Glasgow is another important topic that shapes the city today and this could be better reflected in Glasgow Museums.

Honesty, transparency and uncomfortable truths

While many people see museums as comfortable spaces for education and enjoyment, many others do not. Research participants expressed distrust of museums, with some seeing them as buildings full of loot that organizations are reluctant to relinquish, and complicit in hiding the truth of the British Empire’s history. To build trust, Glasgow Museums has to be forthcoming with information about its collections, its own history and practices, even when that information is incomplete. And to do justice to these histories of violence and exploitation, Glasgow Museums needs to address them in a way that provides clear evidence – even where it might be uncomfortable – and encourages visitors to reflect on the topics in a critical way.

Telling everyone’s story

Many respondents feel that it’s important to present histories of slavery and empire as a key part of Glasgow’s history, showing how Glasgow was connected with these systems, who was involved and how the city benefitted. However, this is often done by primarily focusing on the lives of white men – merchants, bankers, soldiers, and so on. Research respondents expressed the desire to connect with the lives and stories of enslaved and colonized people, to understand their perspectives and experiences. But these won’t always be Glasgow Museums’ stories to tell, and it will have to consider ways of providing space for a range of people to share their perspectives.

A dedicated space or embed throughout?

There was widespread support among the research participants for a dedicated space of some description that addresses slavery, empire and migration. Some of these participants cited the International Slavery Museum in Liverpool as an example of how this could effectively be implemented. However, others felt that these histories should be embedded throughout existing museum spaces. Having a separate space might mean that only people who are already engaged in the topics would visit, whereas everyone needs to confront these histories. And then there were some research participants who felt that both approaches were needed, because it was important that these histories are ‘inescapable’.

“ Found session questions both interesting and challenging. Made me realise my own ignorance but also with that, my reticence to try and combat some of the issues that need addressing in organisation as fearful of getting things wrong.

Museums/Heritage Workforce focus group participant (no.172)

Equality, Diversity, and Inclusion in Scottish Heritage (University of Strathclyde)

Equality, Diversity, and Inclusion in Scottish Heritage (EDISH) was an Arts and Humanities Research Council project (Feb 2021-April 2022). The lead investigator for this was Dr Churnjeet Mahn (University of Strathclyde) in partnership with Dr Ali Cathcart (University of Stirling), Dr Devon McHugh (Museums Galleries Scotland), and Dr Jeff Sanders (Society of Antiquaries of Scotland). There were two Knowledge Exchange Associates on the project, Dr Nathar Iqbal and Dr Audrey Scardina.

The project conducted surveys of heritage professionals about anti-racism, and Equality, Diversity, and Inclusion (EDI) initiatives in heritage, between September and October 2021 (55 respondents). It also conducted focus groups with eight Priority Community organisations and groups between August and December 2021. In addition to this, the project worked with heritage partners and community groups to identify what more inclusive and sustainable routes into the heritage sector might look like. This was an applied approach to addressing some of the barriers identified below (access to paid work experience, resources on community collaboration).

The work included creating and designing five placement schemes for eight young people (participants included Roma, Black, Indigenous and South Asian young people) in heritage organisations, and evaluating barriers, challenges, and opportunities. The project also worked with Thistles & Dandelions (a Priority Community-based heritage organisation) to create a resource for heritage organisations about collaboration with community groups. EDISH also collaborated with various creatives, community organisations, heritage projects, and anti-racist initiatives, as part of a programme of applied practice. All of the project's learning and resources will be made available through the MGS website.

[LINK Equality, Diversity, and Inclusion in Scottish Heritage](#)

The following is a summary of key learning from the heritage professionals survey, the Priority Community focus groups, and the evaluation of the placements.

Museum Displays

There was a general agreement amongst the Priority Community participants in the focus groups and the heritage professional survey respondents that there is a need to diversify representations of what is considered 'Scottish' to include stories of the diverse cultures and heritage of people in Scotland.

Particularly, the reaction of Black participants to only seeing Black people depicted in museums in the context of slavery, or of South Asian participants seeing objects stolen from South Asia, with no reference to that fact, highlight the need to address these issues sooner rather than later. The lack of diversity in Scottish museums was also brought up by the Ando Glaso placements, who found virtually no evidence of Roma communities in the Scottish museums and heritage sites they visited during their placement.

The need to remove exhibits that celebrate or glorify colonial violence, and to consider depictions of colonialism in future exhibits and events, should be key for museums and heritage spaces going forward.

Inclusive Spaces

A recurring discussion point in the Priority Community focus groups was the need to make museum and heritage spaces more accessible and able to support the diverse needs of different cultures and religions. In the focus groups, the discussion highlighted the need to create spaces that are child-friendly, and that have facilities that support different religious needs, which was especially highlighted by Muslim respondents. Other practical considerations brought up by the focus groups include the need for spaces to feel more welcoming.

Priority Community focus group respondents highlighted the need to be allowed to enjoy and engage with museums without their experiences being politicised. Not all racialised minorities will want to be involved in the discussion around EDI and anti-racism work, and this needs to be respected. Museums and heritage organisations should be aware that, like white people, racialised minorities need to be able to attend a museum with no expectation other than pleasure or leisure.

Many of the suggestions from the focus groups are supported by the research and suggestions discussed in the Museum Association's *Supporting Decolonisation in Museums* (2021) publication.

[LINK *Supporting Decolonisation in Museums*](#)

Diversifying the workforce

The general perception amongst the Priority Community focus groups was that museums and heritage have a predominantly white workforce, which made the focus groups feel the heritage sector was not a career or space for them. The focus groups were correct in their observations; previous and current research shows that the heritage workforce is predominantly white able-bodied women, followed by white able-bodied men. There is certainly awareness of this as a challenge within the sector, as the heritage professional survey respondents brought up the issue of the predominantly white workforce across multiple answers. However, the survey respondents on average did not consider how to go about diversifying the workforce. Additionally, some focus group participants felt that the few positions racialised minorities held in heritage were tokenistic, and not a sign of long-term change at the organisations.

A small number of the heritage professional survey respondents brought up the issue of hiring practices, with one specifically pointing out that current practices are racist and favour straight white men. The focus groups identified that sector-specific issues such as low pay, and voluntary internships, presented a particular barrier to communities already at higher risk of socio-economic disadvantage. The issues surrounding short term contracts have also been picked up in *Supporting Decolonisation in Museums*.

Support or lack of support for EDI and anti-racism work within organisations

The second most common topic in the responses from the heritage professional surveys were issues relating to senior staff, board members and trustees not being supportive of EDI and anti-racism work. Fear of making mistakes when engaging in EDI and anti-racism work, and a lack of confidence in bringing up these issues, were also mentioned numerous times in the surveys. This was often raised in the context of there not being enough funding, educational resources, or training on EDI topics. The Priority Community focus groups discussed the need to create long-lasting relationships to build trust.

A small number of heritage professional survey respondents expressed strong views against EDI in many of its forms.

Other challenges

One of the topics that came up in both the Priority Community focus groups and the heritage professional surveys is the issue of racialised minorities being overworked, especially those who are key figures in the museums and heritage sector.

Other reports on diversity have also highlighted that people who identify as 'diverse' have 'exhausting' experiences of working in museums due to issues such as micro aggressions and the internal biases of their white colleagues, which was cited as a reason some individuals chose to leave the sector entirely. Both the surveys and the focus groups highlighted concerns around 'performative diversity' as well as the potential for the work of 'diversity' to become cynically co-opted by institutions. Change is not possible without a serious and sustained commitment to include communities directly impacted by the legacies of slavery, colonialism, and empire.

E.

Development phase

DEVELOPMENT PHASE

The development stage commenced from January 2022 and involved the analysis of the multiple project consultation reports. During this period, the Steering Group, supported by the Project Team, developed the recommendations, as based on the findings of the consultation evidence highlighted above.

This phase also involved returning to the Advisory Panel to undertake in-depth themed discussions, enabling all the partners to understand and explore the narratives and sentiment behind the project consultation evidence.

The Advisory Panel members continued to meet as part of the six subgroups. They consolidated the consultation evidence over a series of meetings held in March 2022. The information produced by the subgroups was then gathered by project staff to develop a set of initial draft areas of recommendation. These areas were then discussed and developed by the Steering Group, leading to the development of final recommendations. Three full drafts were scrutinised by the Steering Group before the final recommendations were shared as part of the feedback phase.

F.

Feedback phase

FEEDBACK PHASE

After the development of the draft recommendations, project staff returned to a selection of consultation respondents for feedback about the Steering Group's final draft recommendations for how Scottish museums can better address the legacies of empire, colonialism, and historic slavery at every level.

Focus group feedback sessions were run in March and April 2022 with participants from the three key stakeholder strands. These focus groups were developed to explore and understand the opinions of participants on the draft recommendations, and to understand any changes or alterations which they felt were needed. These discussions were facilitated by ESSM project staff. Following these feedback sessions, the alterations were incorporated into the draft recommendations and the resulting final draft was circulated to the full Advisory Panel for feedback and comments in April 2022.

“ Thank you for taking time to arrange this session outwith office hours, in an accessible format, and with due diligence to making this a safer space.

Public survey feedback session participant (group 1)



Final report

FINAL REPORT

The development of the final recommendations report commenced in April 2022. The Steering Group revised and clarified the draft recommendations, based on the feedback from respondents and advisors. The report of the recommendations can be found in full on the Museums Galleries Scotland website.

[LINK](#) *Empire, Slavery & Scotland's Museums: Steering Group Recommendations*

As part of our commitment to learning from this process, and to sharing our learnings openly, the entire project process will be externally evaluated by The Centre for Human Ecology. This evaluation will explore whether those we sought to prioritise felt that this objective was achieved and assess whether we have successfully used human rights to underpin this process, providing vital learning to share with others as this work is taken forward. The full evaluation of this project will be published on the Museums Galleries Scotland website in September 2022.

H.

Who helped run the project

Who helped run the project

MUSEUMS GALLERIES SCOTLAND

Museums Galleries Scotland is the National Development Body for museums and galleries in Scotland. Museums Galleries Scotland promotes the sector's work to the Scottish Government, stakeholders, and the public, and advocates the public value and contribution of museums and galleries to society. The entire organisation has been involved in and supported this work; the core Project Team is listed below.

ESSM Project Team

[Sheila Asante, ESSM Project Manager](#)

[Lucy Casot, Chief Executive Officer](#)

[Rosie King, Marketing and PR Officer](#)

[Devon McHugh, Senior Partnerships Manager](#)

[Eithne Ní Chonghaile, Head of Communications](#)

GLASGOW MUSEUMS

As named partners in the project, Glasgow Museums contributed to the development, direction, and research for the project. Key staff members involved in this work were:

[Duncan Dornan, Head of Museums at Glasgow Museums](#)

[Miles Greenwood, Curator of Legacies of Empire](#)

CONTRACTORS

Contractors involved with this project were:

Intercultural Youth Scotland

Intercultural Youth Scotland (IYS) is Scotland's leading charity for young Black and people of colour (BPoC) in Scotland. IYS is the only major organisation that is both youth-led and Black and PoC-led with all programmes developed from direct consultation with a network of Youth Ambassadors. IYS offers a community, a service, and a voice for BPoC young people, providing a safe space and place to nurture their talents. IYS services include Youth Work, Education, Employability and Mental Health.

Diffley Partnership

The Diffley Partnership was established in the summer of 2017. Their aim is to deliver the highest quality research and insights to clients, giving them the confidence to make important decisions. They work with organisations across the public, private, and third sectors, delivering research on a range of issues and using all qualitative and quantitative techniques.

Rachel Forrest

Rachel Forrest graduated in 2014 with a BA (Hons) in Sculpture and Environmental Art from The Glasgow School of Art. As part of an applied dissertation for an MSc in Museum Studies at The University of Glasgow, Rachel worked with Museums Galleries Scotland on the ESSM project to conduct a survey and analysis of the work Scottish museums are undertaking in connection with their links to chattel slavery. Rachel continued to work with Museums Galleries Scotland as a research consultant to conduct a further survey of the work being undertaken in Scottish museums in connection with their links to the British Empire and colonialism.

ADVISORY PANEL MEMBERS

| | | | |
|--------------------|--|--------------------|---|
| David Alston | Independent Researcher | Ima Jackson | Glasgow Caledonian University |
| Phoenix Archer | Progress in Dialogue | Anna Lehr | Glasgow Life |
| Cathy Asante | Scottish Human Rights Commission | Sarah Liu | University of Edinburgh |
| Gaiutra Bahadur | Rutgers University-Newark, USA | Sian Loftus | Birse Project |
| Jess Brough | Fringe of Colour/University of Edinburgh | Henry McGhie | Curating Tomorrow |
| Peggy Brunache | Beniba Centre for Slavery Studies, University of Glasgow | James McGuire | Paisley Museum Re-Imagined |
| Harriette Campbell | African Caribbean Women's Association | Nasar Meer | University of Edinburgh |
| Qin Cao | National Museums Scotland | Khadija Mohammed | University of West of Scotland/ Scottish Association of Minority Ethnic Educators |
| Caroline Clark | National Lottery Heritage Fund | Màiri Morrison | Comann Eachdraidh Uibhist a Tuath |
| Jeanne Coppens | Ourchives | Stephen Mullen | University of Glasgow |
| Sarah Cowie | Group for Education in Museums/ National Museums Scotland | Kirsty Nairn | National Lottery Community Fund |
| Caroline Currie | Glasgow Life | Joyce Onuonga | Mama Africa |
| Tommy Curry | University of Edinburgh | Adele Patrick | Glasgow Women's Library |
| Neil Curtis | University of Aberdeen/ Museums Association Decolonial Working Group | Lynne Robertson | Education Scotland |
| Barrie Duncan | South Lanarkshire Leisure and Culture Ltd. | Anita Shelton | Scottish Trades Union Congress |
| Katie Eagleton | University of St Andrews | Kim Simpson | Mixed Race Families Scotland |
| Joel Fagan | Paisley Museum Re-Imagined | Aneel Singh Bhopal | West of Scotland Regional Equality Council/ Scottish Refugee Council |
| Titilayo Farukuoye | The Anti-Racist Educator | Lynn Smith | National Museums Scotland |
| Tomiwa Folorunso | Writer/Broadcaster/ KU Leuven, Belgium | Lyn Stevens | National Museums Scotland/ Museums & Galleries Edinburgh |
| Sati Fwatshak | University of Jos, Nigeria | Aileen Strachan | Paisley Museum Re-Imagined |
| Tanatsei Gambura | Ourchives | May Sumbwanyambe | Northumbria University |
| John Giblin | National Museums Scotland | George Tah | Jambo! Radio |
| Tehmina Goskar | Curatorial Research Centre | Chloë Trew | Scottish Human Rights Commission |
| Navan Govender | University of Strathclyde/The Anti-Racist Educator | Nuzhat Uthmani | Primary Teacher |
| Miles Greenwood | Glasgow Life | Mélina Valdelièvre | Education Scotland/The Anti-Racist Educator |
| Aayushi Gupta | Ourchives | Jennifer Walklate | University of Aberdeen |
| Peter Hewitt | The Stewartry Museum | Maryam Wasim | Stephen Lawrence Day Foundation/ Campaign Against Racism in Education in Scotland (CARES) |
| Quonya Huff | National Mining Museum Scotland/ Museum of Scottish Fire Heritage | Simon Webster | Mental Welfare Commission for Scotland |
| Nathar Iqbal | Equality, Diversity & Inclusion in Scottish Heritage, University of Strathclyde | Carol Young | Coalition for Racial Equality and Rights |

HOW PEOPLE TOOK PART IN THE PROJECT

The project sought to consult as widely as possible on how museums can address the legacies of empire, colonialism, and historic slavery. There were several ways that individuals could be involved in this process, which included:

Public survey

This quantitative survey was administered through three channels: ScotPulse, Young Scot, and Survey Monkey. Those who participated in the Survey Monkey survey and opted into taking part in further research were then invited to join feedback sessions on the recommendations once they had been developed in draft. The survey was administered by Diffley Partnership.

A select group of members of the public were part of the research base for Glasgow Museums' survey work on how their museum services can address the legacies of empire and colonialism. This survey was conducted by Miles Greenwood, Curator of Legacies of Empire, Glasgow Museums.

Focus groups

Members of Scotland's museums, galleries, and heritage workforce were invited to take part in focus groups that were designed to explore how museums do, and could, address the legacies of empire, colonialism, and historic slavery. These sessions were run by Museums Galleries Scotland staff.

Those who identified as part of the Priority Communities targeted within this project were invited to take part in facilitated sessions run by Intercultural Youth Scotland in September to November 2021. Additional facilitated sessions with other community groups were run as part of EDISH (see above) as well as by Museums Galleries Scotland staff.

Museums sector surveys

ESSM commissioned two surveys of the museums sector as part of this project, investigating how the sector is exploring chattel slavery and empire and colonialism through their programming. These surveys were run by Rachel Forrest.

Additionally, EDISH, ran a survey of attitudes to EDI within the heritage workforce. This qualitative survey was run in July to August 2021.

WHAT WE DID WITH WHAT PEOPLE TOLD US

All evidence gathered as part of this project was shared with the Steering Group in 2022. This was used to inform a series of sessions with our project advisors, which looked to take the learnings from the evidence and to develop them into concrete and sustainable recommendations to be delivered to the Scottish Government. These recommendations were then brought back to groups of respondents, who were invited to feedback sessions in March and April of 2022.

[LINK Museums Galleries Scotland's Privacy Policy](#)

MATERIALS: HUMAN RIGHTS AND OUTCOMES

We have a range of materials that outline and explore the project's human rights-based approach and the framework we have used. These can be found on our website.

[LINK Human Rights-Based Approach to ESSM Project](#)

[LINK Scottish Human Rights Commission Briefing: ESSM Project](#)

MATERIALS: COMMUNICATION

Steering Group and Advisory Panel materials

Materials developed by and for the Steering Group for ESSM can be found on our website. This includes the Terms of Reference for the Steering Group, as well as summary minutes of Steering Group Meetings from January 2021 to May 2022.

[LINK ESSM Steering Group Materials](#)

Consultation materials and examples

Examples of the consultation materials that we have used can be found on our website. These include the public survey that was used as part of this project, as well as material around the surveys and focus groups run for the museums sector and Priority Communities.

[LINK ESSM Consultation Materials](#)

I.

Glossary

Glossary

The terminology used for the purpose of this project has been agreed by the Steering Group and is explained here.

ANTI-RACISM

Anti-racism is a commitment to actively change the policies, behaviours, and beliefs that spread racist ideas and actions. Anti-racism is based in action and is about taking steps to remove racism at the individual, institutional, and structural levels. See below: Racism

BAME

BAME stands for Black, Asian, and Minority Ethnic, and is a designation used within some of the pieces of research in this consultation.

BPOC

BPOC stands for Black People and People of Colour, and is a designation used within some of the pieces of research in this consultation.

COLONIALISM

A practice where a powerful country directly controls a less powerful country or territory (the “colony”) and uses the colony’s resources to increase their own power and wealth. Colonisers impose elements of their culture, including religion, language, economics, and other cultural practices, on those they rule. Colonialism is an expression of power that relies upon oppression, extraction of resources and silencing other ways of being and knowing.

CULTURAL DEMOCRACY

Cultural democracy refers to an approach to arts and culture that involves everyone in deciding what counts as culture, where it happens, who makes it and who experiences it. It is rooted in the idea that all people have a cultural life and a fundamental right for it both to be respected and to also have a voice in the vital decisions— around culture and otherwise— that affect the quality of their lives.

CURRICULUM/CURRICULA

The “curriculum” refers to the subjects studied in a school, college, university, and other formal education, and what each subject includes. Curricula is the plural.

DECOLONISING/DECOLONISATION

Historically, the word “decolonisation” has referred to the political processes – including varied forms of anticolonial resistance – that ended direct colonial rule. In this context, decolonisation is about people subjected to foreign domination actively taking control of their lives, territory, and institutions as well as their cultural and national identity.

Today decolonial thinking and practice recognises that—despite a UN resolution in 1960 that declared the necessity of bringing colonialism in all its forms to an end—nearly 2 million people worldwide still live in non-self-governing territories.

Decolonisation is also widely used in non-political contexts, including in museums. The Museums Association says, “decolonisation” is not simply the relocation of a statue or an object; it is a long-term process that seeks to recognise the integral role of colonial mentalities in museums – from their creation to the present day. Decolonisation requires a reappraisal of our institutions and their history and an effort to address colonial structures and approaches to all areas of museum work.

DUTY-BEARERS

In general terms, duty-bearers are publicly funded organisations. Duty-bearers have duties to ensure they enable people (rights-holders) to attain their human rights, and that they change their approaches where they are preventing people from realising their rights under the Universal Declaration of Human Rights. Organisations which are not publicly funded should also strongly consider their responsibilities to enable people to attain their human rights, to engage with good practice.

EMPIRE

An empire, or imperial system, is where a central or main power rules over other territories outside of the main power's original borders. "Imperialism" is a term that is related to this, usually meaning the creation and maintenance of unequal relationships between nations. The British Empire was a system of dependencies (a territory that does not have full political independence) or colonies across the world, which were under the rule of the British Crown and government for about 300 years.

ETHNICITY

An ethnic group or ethnicity is a grouping of people who identify with each other based on shared qualities such as a common set of traditions, ancestry, language, history, society, culture, nation, or religion. Ethnicity is separate from, but related to, the concept of "race".

HISTORIC SLAVERY

When referring to "historic slavery" in this report we are distinguishing from more modern forms of enslavement. Historic slavery includes "chattel slavery": a form of slavery in which the enslaved person is legally classified as a piece of property (rather than a human being) belonging to their owner. An enslaved person under this system has no rights, and they remain enslaved for life. Any children born to an enslaved person is also then enslaved for life. One form of chattel slavery includes the transatlantic trade in African people, who were then enslaved in the Americas under the chattel slavery system. Chattel slavery was also implemented by the British in Mauritius and the Cape.

ITEM (REFERRING TO HOLDINGS WITHIN SCOTTISH MUSEUMS)

The term "item" refers to objects, specimen, and samples, but also to ancestral (human) remains and sacred items; the use of the term "item" here, does not diminish their importance. The Steering Group recognises that many museums operate from a position of objectification: what museums classify as "objects" or "collections" are not seen as such in multiple cultures but are recognised as having their own agency and potential personhood. The holding of these should be addressed by Scottish institutions as a priority.

LIVED EXPERIENCE

Lived experience is defined as 'personal knowledge about the world gained through direct, first-hand involvement in everyday events rather than through representations constructed by other people.' In terms of racism, this includes the lived experience of being racialised.

MUSEUMS

This project is specifically focused on how museums can address the legacies of empire, colonialism, and historic slavery. According to the Museums Association (the UK professional members body) 'Museums enable people to explore collections for inspiration, learning and enjoyment. They are institutions that collect, safeguard and make accessible artefacts and specimens, which they hold in trust for society.' Within this document, the Steering Group has chosen to refer to "museums"; this is intended to include organisations with historical collections of objects and galleries with collections of works of art.

MUSEUMS GALLERIES SCOTLAND

Museums Galleries Scotland is the National Development Body for the Scottish museums sector. Museums Galleries Scotland supports 442 museums and galleries, through strategic investment, advice, advocacy, skills development, and other means.

NARRATIVE

A "narrative" tells a story or describes a series of events. Racist narratives are stories or descriptions of events that spread racist ideas.

PRIORITY COMMUNITIES

During the consultation period, the project used the phrase "Priority Communities" to refer to People from communities who have been negatively impacted by the structural forms of discrimination and racism that can be connected to the legacies of empire, colonialism, and historic slavery. This terminology is used within the consultation reports included in this document.

"RACE"

"Race" is a social construct (i.e. human invention) based on skin colour and facial features (shape of eyes, nose, lips, hair texture, etc.). "Race" is not scientifically supported; however, its impact on people is very much a reality.

RACIALISED

The concept of racialisation refers to the processes by which a group of people is defined by their "race."

RACISM

Racism is a belief that one group of people is inferior or superior to another because of their "race". Racism/Racial injustice or discrimination is the unjust treatment of people based on this idea of superiority of one group over another.

RESTITUTION & REPATRIATION

Restitution is the process by which cultural objects are returned to an individual or a community. Repatriation is the process by which cultural objects are returned to a nation or state at the request of a government.

Calls for restitution ask for the return of objects acquired through conquest, plunder, and theft, as well as the reassessment of objects that were taken through legitimate, but systemically unfair, trade deals. These calls for restitution and repatriation are designed both to right historical injustices and recognised as potentially offering economic benefits.

RIGHTS-HOLDERS

In general terms, all human beings are rights-holders under the Universal Declaration of Human Rights. A human rights-based approach ensures that public participation (especially the participation of those whose rights are least realised) involves active, free and meaningful engagement.

STRUCTURAL RACISM

A system in which public policies, institutional practices, cultural representations, and other norms work in various, often reinforcing, ways to perpetuate racial inequality. Racism in Scotland is structural. This means it operates across different levels of life - personal, social and institutional. Because of this, the impact of racism affects people across their life experiences. It affects working life, family life, friendships, and physical and mental health.

UNETHICALLY ACQUIRED

Museum possession of a collection carries certain ethical obligations to the places and people where these collections originated. This is stated in the International Council Of Museums Code of Ethics: 'Museum collections reflect the cultural and natural heritage of the communities from which they have been derived. As such, they have a character beyond that of ordinary property, which may include strong affinities with national, regional, local, ethnic, religious, or political identity. It is important therefore that museum policy is responsive to this situation.' Unethically acquired museum items may include (but are not limited to) items that were stolen, taken under duress, or removed without consent of the owner; the ethics in question refer to current, rather than historical, moral standards.

“ I am very much pleased with the amount of thought put into this and then consideration about those who have been discriminated against due to factors like colonialism and just racism in general.

Young Scot public survey qualitative response (no.29)

J.
Notes

¹ Scottish Government Programme for Government, *Protecting Scotland, Renewing Scotland*: September 2020, p.110

² [Empire, Slavery & Scotland's Museums: Steering Group Recommendations](#), ESSM Steering Group (June 2022)

³ Lewis Hou, Steering Group; Afrika Priestley, Youth Ambassador, Intercultural Youth Scotland; Helen Raggett, People and Resources Manager, Museums Galleries Scotland; Devon McHugh, Senior Partnerships Manager, Museums Galleries Scotland

⁴ This definition was developed and agreed by the Steering Group in March 2021, in recognition that the project seeks to amplify the voices of those within Scotland who are still negatively impacted by the racist legacies of colonialism. This terminology refers to 'persons from communities who have been negatively impacted by the structural forms of discrimination and racism that can be connected to the historic legacies of slavery and colonialism.'

⁵ Abeer Eladany, Steering Group; Jatin Haria, Steering Group (Deputy Chair); Lucy Casot, Chief Executive Officer, Museums Galleries Scotland; Sheila Asante, ESSM Project Manager, Museums Galleries Scotland

⁶ [Museums \(Re\)Told: The Legacy Report](#). Written by Intercultural Youth Scotland Youth Researchers; Supported by Intercultural Youth Scotland Staff and Lead Researcher Miura Lima, May 2022. Intercultural Youth Scotland use BPoC, an abbreviation for Black People and People of Colour, within their work. A glossary of the terminology used within their research can be found in their research.

⁷ One organisation completed two separate submissions for this survey.

“ Scotland isn't held as accountable. We should know what our country has done.

Intercultural Youth Scotland focus group participant (session 8)

