

# Museum of Opportunities

The Museum Policy Programme 2030 of the Ministry of Education and Culture

Undervisnings- och kulturministeriets publikationer 2018:13

Mirva Mattila (edit.)



Leijona Lejon  
Falu leo L.  
Alotta Alops

Kämmän sae onkosa  
Kunni ei ei vääntös



Publications of the Ministry of Education and Culture, Finland 13/2018

## Museum of Opportunities

The Museum Policy Programme 2030 of the Ministry of Education and Culture

Ministry of Education and Culture, Finland 2018

Ministry of Education and Culture, Finland

ISBN PDF: 978-952-263-559-4

Cover photo: A young visitor at the Helsinki University Zoological Department Museum (currently the Finnish Museum of Natural History). Photo: Helsinki City Museum..

Layout: Government Administration Unit, Publications / Erja Kankala

Helsinki 2018

## Description sheet

<b>Published by</b>	Ministry of Education and Culture	2018
<b>Authors</b>	Mirva Mattila (edit.)	
<b>Title of publication</b>	Museum of Opportunities - The Museum Policy Programme 2030 of the Ministry of Education and Culture	
<b>Series and publication number</b>	Publications of the Ministry of Education and Culture, Finland 2018:13	
<b>Register number</b>		<b>Subject</b> culture
<b>ISBN PDF</b>	978-952-263-559-4	<b>ISSN (PD F)</b> 1799-0351
<b>Website address (URN)</b>	http://urn.fi/URN:ISBN:978-952-263-559-4	
<b>Pages</b>	52	<b>Language</b> English
<b>Keywords</b>	museums, cultural heritage, natural heritage, art, visual culture, museum policy programme	
<p><b>Abstract</b></p> <p>The museum policy programme outlines the main success factors of the museum sector up to the year 2030. The vision is that by 2030, Finland will have the most up-to-date museums and the most enthusiastic clients in Europe.</p> <p>The success factors of the museum sector are approached through six development activities. The development activities focus on reforming the general objectives of museum operations as well as on outlining policies regarding the development of competences, operating approaches, structures and funding. Collections management and digitalisation were established as development activities in their own right. Each of the development activities consists of a desired end state for 2030, a description of the focus of the development and the measures to be taken. The measures also include proposals on delegation of implementation and collaboration responsibilities. Finally, the programme examines the Museums Act and considers needs for its reform.</p> <p>In the museum policy programme, museums are seen as experts, partners and enablers. Museums provide experiences and information and thus create opportunities for creativity, education, the construction of identities and an understanding of change. Museums have an important part to play in the creation of a culturally, socially and ecologically sustainable society, and in promoting well-being. The programme identifies museums as a cultural service that covers the whole country. The role of museums in developing the attractiveness and vitality of the regions is essential.</p> <p>As regards regional and nationwide museum activities, it is proposed that the responsibilities, structures and funding be reformed. According to the proposal, the current system composed of national museums, national specialised museums and county and regional art museums would be replaced by national museums and national and regional museums responsible for specific areas or fields.</p> <p>Implementing the proposals of the museum policy programme will require collaboration and discussion between different actors and between all the relevant parties. The programme will be of benefit in local and regional development as well as in planning and outlining operations.</p>		
<b>Publisher</b>	Ministry of Education and Culture, Finland	
<b>Distributed by/ publication sales</b>	Online version: <a href="http://julkaisut.valtioneuvosto.fi">julkaisut.valtioneuvosto.fi</a> Publication sales: <a href="http://julkaisutilaukset.valtioneuvosto.fi">julkaisutilaukset.valtioneuvosto.fi</a>	



## Contents

<b>Foreword</b> .....	6
<b>Changing operating environment</b> .....	8
<b>Museum sector vision 2030</b> .....	10
<b>Aiming for encounters and partnerships</b> .....	11
<b>A competent and learning museum sector</b> .....	15
<b>Showcasing and utilising museum collections</b> .....	19
<b>Digitalisation as a driver of opportunities</b> .....	23
<b>A renewing, strong and effective museum field</b> .....	27
<b>More sustainable and flexible funding</b> .....	43
<b>Steering and regulation under the Museums Act</b> .....	48
<b>Impacts of the measures</b> .....	51

## Foreword

On 29 June 2015, the Ministry of Education and Culture appointed a working group tasked with preparing a museum policy programme. The working group's task was to comprehensively examine the professional Finnish museum sector and to form a view of its future. The working group was also to consider the changes taking place in the operating environment and to focus on the indirect effects of the museum and cultural heritage sector on such areas as wellbeing and creativity, growth, employment and the promotion of sustainable development. In addition, the working group had to consider a resolution approved by Parliament (HE 303/2014) requiring the Government to prepare a comprehensive reform of the Museums Act so that it can be approved during the 2015–2019 parliamentary term.

The working group submitted its proposal for a museum policy programme on 13 March 2017 to the Ministry of Education and Culture, which received 93 committee statements concerning it. The completed programme, titled Museum of Opportunities – the Museum Policy Programme 2030 of the Ministry of Education and Culture, was finalised using the working group's proposal as a basis, with a focus on the need for supplementary amendments that were brought to light in the committee statements.

The museum policy programme outlines the key success factors for the museum sector up until 2030. The programme's aim is to promote museums as experts, partners and enablers. Museums offer experiences and information, creating opportunities for creativity, education, building identities and understanding change. Museums have an important part to play in building a culturally, socially and ecologically sustainable society, and in promoting wellbeing. Museums are a diverse and widely available cultural service with a key role in improving the attractiveness of different regions and enhancing their vitality.

The programme examines the museum sector's key success factors through six development activities. Each of the development activities is composed of a desired end state for 2030, a description of the focus of the development and measures to be taken. The development activities are focused on reform of the general objectives of museum



operations as well as on outlining policy regarding the development of competences, operating approaches, structures and funding. Collections management and digitalisation were established as development activities in their own right.

The measures to be taken also state the parties responsible for implementation and collaboration. Implementing the programme will require collaboration and discussion between different actors and between all the relevant parties. The Ministry hopes that the suggestions and approaches in the programme will be of benefit more widely in local and regional development. The success of the museum policy programme will be evaluated for the first time in 2020.

I hope that this programme will inspire us to develop and make full use of the vast potential of our museums.

Sampo Terho  
Minister for European Affairs, Culture and Sport

## Changing operating environment

The increase in welfare has so far been tied to economic growth and the utilisation of natural resources. Climate change, the depletion of natural resources and globalisation have numerous, interconnected and, over the long term, dramatic impacts on the natural environment, people's living conditions, the economy and society at large. The greatest challenge of our time is finding the means and creating the structures for ecologically, culturally and economically sustainable growth in welfare. Sustainable thinking is also having an impact on the museum sector. Sustainability must become a focus area in the maintenance of properties and collections and the production of content, as well as in the objectives set for museums' operations.

People's changing behaviour and attitudes are challenging entrenched ways of providing service. The principle of 'same service for everyone', which has been prevalent in public services up until now, no longer works. Needs are increasingly individual and more choice is expected in services. At the same time, people are more ready and willing to influence the planning and implementation of the services provided to them. Museums offer people more and more opportunities to participate in improving their services, as well as tools for independently preserving their cultural heritage. The importance of customer orientation and understanding is emphasised in today's museum operations.

People nowadays have virtually limitless opportunities to obtain, arrange and utilise information. The proliferation of information has made it more accessible but, at the same time, more fragmented. Increased interaction between people is having a more pronounced effect on how worldviews are formed and on consumer habits. The role of institutions as collectors and distributors of information and as creators of interpretations will change, as speed and the ability to engage in dialogue and express an opinion become increasingly important. The museum and cultural heritage sector's aim is to create more open ways of working that support individuals' and communities' opportunities to make their voices heard. Museums must be able to justify and prove their status as places of shared dialogue and sources of public opinion.

Digitalisation is advancing rapidly. Our entire culture is becoming increasingly digitalised. This trend is also changing the way museums operate and provide their services. Material and content distributed through the internet enables museums to reach enormous numbers of people, scaling up the impact of their operations to a whole new level. New kinds of competence and cooperation are required from museums to take advantage of the opportunities offered by digitalisation.

The global stage will create new opportunities for succeeding and operating on both the organisational and the individual level. As a consequence of globalisation, ideas are becoming more closely intertwined, creating relationships of dependency and influence. However, some people feel the values of globalisation are a threat to society's values, way of life and structures. Understanding the time continuum and change helps to grasp the extent and background of various phenomena. A long-term perspective and an awareness of the past add to cultural understanding, which in turn boosts self-confidence and the building of diverse identities. The social mission of museums emphasises community-focused and interactive operating models that provide more opportunities for participation and, therefore, may also reduce social exclusion and inequality.

Increased migration and an escalation in the refugee situation are challenging social structures and people's attitudes. Internal migration is affecting the vitality of various regions. Areas with net negative migration are seeing their service network deteriorate, while the same networks in growth centres are experiencing a higher load. This trend will require structural reforms, the most significant of which is the ongoing health, social services and regional government reform. Structural reforms aim to redistribute national and regional responsibilities in order to make services equally available across Finland. As social structures are transformed into larger operating regions and units, the museum sector's structures and organisation of work will inevitably be transformed, too.

The economic environment is challenging and difficult to predict from the point of view of public finances. If public funding for services is reduced, competition for diminished resources will further intensify. Economic growth and the sustainability of public finances cannot be guaranteed without reforming structures and operating methods and utilising competences for creating new business opportunities and jobs. The finances of museums are currently based on public funding and will continue to be so in the future. However, for museums to be able to attend to their increased duties and meet their customers' needs, their funding base, both public and private, must be expanded.

## Museum sector vision 2030

**The vision is that by 2030,**

**Finland will have the most up-to-date museums and the most enthusiastic clients in Europe.**

### Museum sector values 2030

#### Community and interactivity

Communities have the opportunity to participate in defining their cultural heritage. Community-oriented operations open museums to everyone. This enables engagement in bold and interactive social activities.

#### Reliability and continuity

Museums are strong experts whose view extends from the past far into the future. Museums are a part of their communities' collective memory and their operations are based on sustainable and ethical principles.

#### Pluralism and democracy

Cultural heritage belongs to everyone and is equally available to all. Museums play an important part in supporting and developing a culturally diverse society with many different voices.

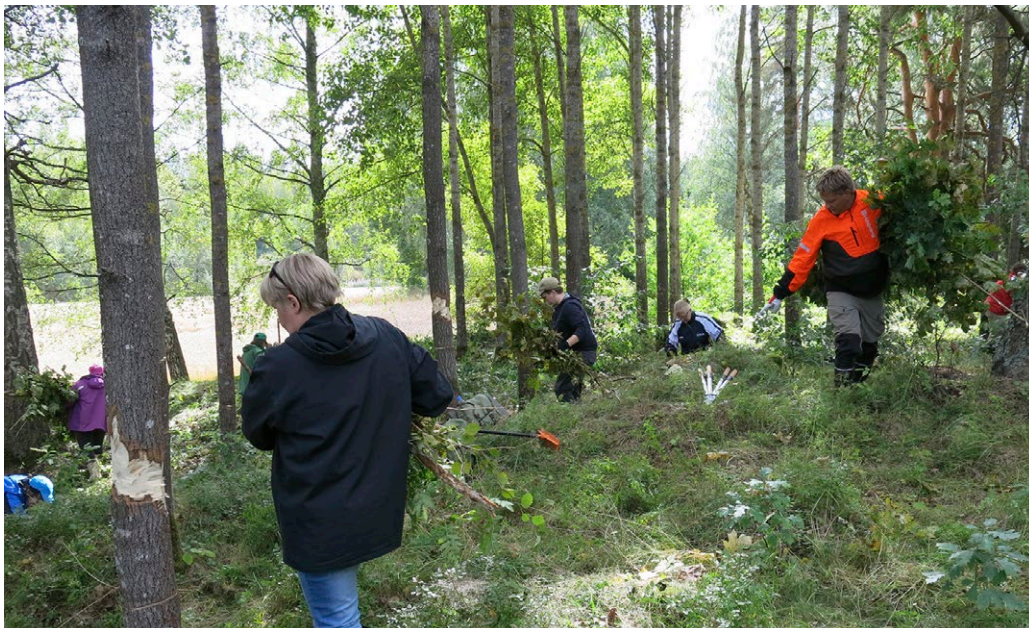
#### Courage and open-mindedness

Museums are enablers. Museums keep up with the times, are willing to change and help people build a good future. Museums are creative and experimental organisations that take risks and are open to new ideas.

## Aiming for encounters and partnerships

### Desired end state by 2030

Museums are active and visible actors in society. They take initiative and participate in current dialogue, acting as forums for bold and open interaction. Museum exhibitions are topical in nature and interesting to international visitors. Museums work more closely with people and communities. The material, information and competence in museums are openly available and they help create new ideas and increase understanding. Through their decisions, activities and cooperation with their partners, museums promote sustainable development and diversity in society and strengthen equality and democracy. The work of museums aims at increasing social and economic well-being.



In the 'Adopt a Monument' activities organised by the Pirkanmaa Provincial Museum, volunteers care for cultural heritage sites and improve common environment with the help of museum professionals who include archaeologists and improve common environment advisers. The image shows work being done on Rupakallio iron-age burial area. Photo: Miia Hinnerichsen, Pirkanmaa Provincial Museum.

## Focus of development

### Collaboration

Museums' operations are increasingly based on networks within the sector, across sector lines and on an international scale. Success can only be achieved through an active approach, networking competence and interactive skills. Museums can operate in almost any area of society, which makes them an inspiring partner for various kinds of actors. For a museum's operations to be effective, it must be capable of making choices. Here a museum benefits from a strong strategic profile based on knowing the needs of its operating environment, clients and communities and on its own competence and content.

In an era of open data, the use of museums' information reserves increases as supply and demand grow. The expertise of museums is changing and developing with a focus on collaborating, sharing competence, producing information and supporting interpretations. People have encounters in museums, in various everyday settings and, increasingly, in a digital environment. To open up information and material and expand the museum space and activities into digital environments, museums must share their expertise and participate in new partnerships and networks and a new operating culture.

### Participation and community

Museums support individuals and communities in defining and making use of their own cultural heritage. People are also seen as potential contributors to the development of museums' operations and will be offered various channels for participating in activities and decision making. Community-based operations provide various participants with new insight into their cultural heritage and how it is defined and create experiences of participation and ownership. Museums will, to a larger extent, serve as forums for social dialogue, adding depth to current themes by providing a background for how the past and the present are interconnected and an outlook for the future, particularly through their exhibitions.

Museums have a crucial role in increasing understanding between newcomers and those who are already Finns, and they act as a collaboration partner in the integration of immigrants. The threshold for using museum services should be low for all segments of the population. The objective is that cultural heritage should reach more and more people. Museums will be responsible for making their physical, informational, economic and social availability the best possible.

### Exhibitions with a social impact

Exhibitions are a characteristic medium for museums, through which they offer experiences and information. Exhibitions are also a window for the public on a museum's

operations and collection content. Through their exhibitions, museums add researched information on the history of phenomena and earlier interpretations to public dialogue. Exhibitions are also used in museum education. Exhibitions with strong content allow museums to influence the regions' attractiveness and increase their vitality. Museum exhibitions are a cornerstone of culture tourism.

Exhibitions are what gives art museums, in particular, a unique profile, forming a key means for fundraising. By cooperating with one another and maintaining extensive networks, museums can make their topical exhibitions available for national and international tours. Cooperation with artists allows museums to participate in the art field, giving artists a venue for showcasing their works and the public an opportunity to discuss the latest phenomena through modern art interpretations. Museums usually organise art exhibitions in cooperation with artists, and the contributions of the latter are given credit equal to that of other organising parties.

### **An inspiring learning environment**

Museums know their target audience and the community with and within which they operate. Museums actively collect information on their communities and refine it into true understanding. Museums are important partners in phenomenon-based learning and inspiring learning environments. They have access to a versatile selection of ways and tools to convey information about cultural heritage and support especially children's and young people's cultural competence and participation. Museums develop activities intended for children and young people in collaboration with them.

Museums reinforce their profile as enablers of culturally sustainable learning. The content and expertise of museums are available to different educational institutions and learners through partnerships. What is crucial is that museums' operations help children and young people build their identities, strengthen their cultural knowledge and increase their participation in culture. Museums do their part to safeguard cultural rights. Museums do not offer ready answers, instead challenging people to have dialogue, form their own opinions and interpretations, engage in critical thinking, participate in social interaction and form and express their own opinions.

### **Voluntary activities**

The importance of voluntary activities at professional museums will grow. Museums actively develop meaningful channels for those interested in voluntary or friendship activities that take into account various individuals' and communities' knowledge, skills and interests as much as possible. Collaborative activities are interactive and motivating, and based on mutual trust. Voluntary activities are a meaningful and fulfilling form of civic

activism and continuous dialogue that strengthens the relationship between museums and the local community, creating added value for all parties. Initiating volunteer programmes will become an important focus in an increasing number of museums in the near future. Similarly, museums maintained by volunteers are seen to a greater extent as a local and regional resource and a partner in cultural heritage work.

## Measures

1. Museums will highlight socially important and current themes in their operations and exhibitions. Museums will play an important role in building understanding between people. (museums)
2. Museums will experiment with and search for new ways of participation and engagement. (museums, Finnish Heritage Agency)
3. Museums will participate in cooperation projects, partnerships and network-based activities. (museums, Finnish Museums Association, Finnish Heritage Agency)
4. Museums will increase their understanding of their customers and communities, using this knowledge when determining their profile and productising their services. (museums, Finnish Museums Association, providers of education)
5. Museums will work towards increasing social equality by making the threshold for using their services low for all segments of the population. (museums)
6. Art, cultural heritage and environmental education will be strengthened through the activities of museums. Museums will evolve into learning environments that support broad competence and lifelong learning. (museums)
7. Museums will develop and share best practices in voluntary activities. (museums, Finnish Heritage Agency)
8. Museums will organise interesting and inspiring exhibitions that are connected to their other activities and content. The exhibitions will utilise new competences in an innovative way. (museums)
9. Museums will create best practices for developing the system of exhibition fees paid to artists. (Ministry of Education and Culture, museums)



## A competent and learning museum sector

### Desired end state by 2030

The work of museums is multiprofessional and highly networked both in Finland and abroad. The multidisciplinary expertise of museum employees guarantees high-quality and effective services. The activities of museums help people rise to the new challenges brought by changes in their daily environments.

The museum sector systematically supports development opportunities for professionals and mobility in Finland and abroad. Competence in the Finnish museum sector is high on an international scale, and museum professionals are sought-after experts outside the museum field as well. Museums possess strong cross-disciplinary competence. The various educational backgrounds of museum professionals support one another, enabling predictive and effective museum operations. The position of museology as a major subject in higher education is strong.



The Tafiikki Museums Association is a network of ten Finnish museums that focus on the history of traffic, communications and technology. Tafiikki's online store is a key part of its online service concept and an important forum for meeting customers. The image shows the online store and ticket sales at the Finnish Aviation Museum. Photo: Timo Idänheimo, Finnish Aviation Museum.

## Focus of development

### Museum professionalism is undergoing a transformation

The museum sector's strength is in its employees' high level of competence, which forms the basis for the high quality of exhibition activities, collection management, work with the public and information and expert services. Museum work is changing and becoming more diverse as the operating environment of museums and the focuses of their activities shift. Museums are facing significant competence challenges from increasing social expectations outside the scope of cultural policy goals (educational, youth, social, economic and environmental policies), as well as from expectations of more openness, a stronger service role, new digital services and an international dimension in their operations. Museums are developing the capability to understand change in a way that helps people build a future in the face of the global transformation currently taking place.

In order to succeed, museums will need more interdisciplinary activities and staff with broader competence and experience than before. Museums will shift from emphasising museum professionals and professionalism to supporting the creation of expert communities composed of various professionals. It is crucial that museums identify the kind of competence and expertise that each of them needs and the means of reinforcing it. Resources and operating approaches should enable museums to supplement their staff's competence flexibly. Museums need leadership that supports shared responsibility, interaction, customer orientation and mutual trust. Strengthening business thinking and competence is likewise crucial.

### Competence grows through collaboration

In future, expertise in the museum sector will be created through open interaction both within the museum and with external actors. The work of museums is conducted in cooperation with partners, volunteer actors and the surrounding communities. The communities and regional actors outside the museums possess competence, know-how and knowledge of their own cultural heritage and daily life, all of which complement the expertise of professionals in the cultural heritage sector.

Various forms of peer learning and mentoring programmes will support the improvement and sharing of competence. The best experiences and practices gained from existing networks, such as the professional museums' Acquisitions to Collections through Cooperation (TAKO) project, will be used to develop competence and peer learning. Developing competence requires that the strengths of museums be identified and competence be shared within the sector, as well as active participation in other development networks that match the museums' profile. Networks benefit the entire sector, its partners and society at large.

## National and international development tracks

Competence can be enhanced only by increasing mobility among professionals in the museum sector. The development of staff rotation and exchange in Finland and internationally will strengthen the sector's competence and potential for renewal. To maintain motivation among cultural heritage professionals and the attractiveness of the sector, it is important to find avenues for recruiting new experts in the sector and to offer postgraduate and continuing education for the sector's existing professionals. Besides creating new opportunities for young people to enter the museum sector, the efforts to strengthen the professionalism of museums should focus on making sure that tacit knowledge and experiences within museums are shared. Competitive wages are key to maintaining the sector's attractiveness and renewal.

The sector's development requires its professionals, museums and networks in the cultural heritage sector to engage in research cooperation with universities and other higher educational institutions and vocational schools, as well as requiring active cross-disciplinary research and publication activities from the museum and cultural heritage sectors. An increase in the number of doctorate degrees in the museum field will support international networking and bring new opportunities to apply for external research funding. Meanwhile, museology as a scientific field will create shared understanding in the sector as well as study museums, generating new information to satisfy the developing sector's needs. For this reason, it is important to secure museology teaching at higher education institutions. The Government Decree concerning Museums (1192/2005) also requires that museums employ staff who have completed basic studies in museology. The continuity of museology as an educational subject and its orientation for the future will make it possible to have professionally managed and influential museums.

## Measures

1. The interprofessional nature of the work performed by museums is recognised. Future areas of competence required in various duties are recognised, and opportunities to participate in continuing education are promoted. The museum sector provides continuing education systematically. (museums, museum operators, Finnish Museums Association, educational institutions)
2. A needs assessment concerning competence in the museum sector will be prepared by 2020 and subsequently used as a basis for a national competence and mobility programme. (Finnish Museums Association, Finnish National Agency for Education)
3. Museums will support their staff's participation in international competence exchange and assist the work of international experts in Finland. (museums, museum operators, Finnish National Agency for Education)
4. Various means of peer learning will be developed as part of the assessment activities of museums. Museums will define their core competences, which will be used to form competence networks. (Finnish Heritage Agency, museums)
5. The museum sector will enhance mentoring and young professionals' career opportunities. (Finnish Museums Association, museums)
6. Museums will encourage their staff to complete postgraduate studies. (museums, museum operators, universities)
7. Teaching and research in the field of museology will be secured so as to develop competence in museum professions. (universities, Ministry of Education and Culture)

## Showcasing and utilising museum collections

### Desired end state by 2030

The collection and information resources of museums form a diversely used basis for operations. Museums will showcase their collections and materials more actively and make them more widely available as a resource for communities and society. Core elements of the collections are digitised and available online.

Museums enable communities to participate in acquiring and documenting as well as showcasing and preserving their cultural heritage. In doing this, museums document diversity and change in society and convey information about them.

Museums increase their collections and other material systematically and responsibly, and in coordination with one another. Museums collaborate in collections management at the local, regional and national levels. Collections and materials are preserved in a sustainable way, and efficient collection processes and tools support their usability.



The cultural heritage of western Uusimaa is stored and preserved at the Leira Collections Centre in Tammisaari. Photo: Kiti Karvonen, EKTA museum – West Uusimaa Provincial Museum.

## Focus of development

### Objectives of collections management

Museums preserve and showcase the diverse cultural capital inherited from previous generations, which is alive and is shaped by our times, and is passed on to be used by future generations. The choices made today affect how the past and the future are viewed. High-quality collections management will continue to entail in-depth expertise and its sharing, as well as collaboration. Since museums cannot be responsible for having knowledge of all of our diverse culture, it is important to involve people and communities in processes that define what is meaningful cultural heritage and which parts of it will be preserved. For museums, this requires a willingness to experiment with and adopt new operating approaches.

Adding diversity to museums' acquisitions and documentation will enrich and strengthen both the museum field and the foundations of culture. Documenting current phenomena and digital and immaterial cultural heritage and managing the constantly growing volume of material cultural heritage will require the sector to be capable of learning continuously and developing its competence in a culturally, economically and ecologically sustainable way.

### Collaboration in collections management

Extensive and effective acquisition and documentation of cultural heritage will require active collaboration between museums and other actors. One form of collaboration in collections management between museums is the Acquisitions to Collections through Cooperation (TAKO) network. Making TAKO's activities permanent will enable long-term development of collections management and increase museums' already extensive participation in and commitment to collaboration.

Collaboration between museums in acquisitions and collections management will, for its part, allow them to better execute their collections policies by laying down their acquisitions responsibilities. All of this promotes sustainable accrual of collections. Cooperation is also needed for achieving managed growth in museum collections and ensuring collections remain representative. Moreover, museums must be able to make justified removals from their existing collections, following mutually agreed rules.

Collections management is being developed on a national level in cooperation with national museums and other networks based on the museums' specialisations, collections management and region. Networking and peer learning create sustainable operating models for high-quality collections management and preservation.

The regional and national designated museums, which will be created by the reform of the museum sector, should promote the development of the museums in their region or field. Collections management and acquisition and documentation responsibilities should be examined both on a national level and collectively from the entire region's perspective, and a joint view of the aims of collections management in the region should be formed. All professional museums must have a collections policy programme.

Collections and material serve as a resource and are considered meaningful only if they are available, easily accessible and in active use. As for material protected by copyright, statutory limitations on copyright and extended collective licence regulations enable such material to be used and made available at museums and, where necessary, agreement on such use. The mobility of collections between museums can be increased by developing lending operations and by making it possible to transfer collections from one museum to another through a donation or long-term deposit.

### Availability and use of collections

Making collections and information resources digitally available will be one of the key ways of distributing cultural heritage material to various audiences in the future. Availability and usability can also be improved in physical exhibitions and collection spaces. To raise their international profile, museums should increase multilingualism in their material.

Museums actively utilise collections as part of their other functions, with planning for services and exhibitions taking place in collaboration with collections management. The information reserves of museums are available and are socially meaningful as a support for decision making concerning the environment, for example. In fact, one key aim of expanding the use of museum collections and material is to make them better available for research and as source material. Object and museum research networks are supported and research cooperation with universities is enhanced.

### Preservation of collections

The usability of collections also requires that storage facilities, conservation and collections management be developed. With pre-emptive conservation, the deterioration of material can be slowed down, while digitisation reduces the need to handle material physically.

The work of preserving and caring for collections will be centralised in collection centres used jointly by several actors. Ecologically sustainable solutions will be introduced when premises are renovated or newly built. This will reduce the sustainability burden on the environment caused by the storage of material and reduce the costs of storage.



## Measures

1. Diversity in society will be taken into consideration when accruing museum material. The participation of communities in acquiring and documenting cultural heritage will be encouraged, as will dialogue concerning this process. (museums)
2. The mobility of collections between museums will be increased and their lending will be developed. (museums, TAKO, Finnish Heritage Agency)
3. National collaboration in collections management and allocated responsibility for acquisitions and documentation will be developed collaboratively and through networks. The Acquisitions to Collections through Cooperation (TAKO) network's operations will be made permanent and expanded to art museums. (Finnish Heritage Agency, National Museum of Finland, Finnish Museum of Natural History, TAKO, museums)
4. Museums will update and, if necessary, prepare a collection policy programme that steers their collections management. The programmes will be prepared and implemented in cooperation with other museums. (museums)
5. A research policy programme for advancing research on museums' collection and information reserves and developing research cooperation between museums and universities will be prepared by 2020. (Finnish Heritage Agency, museums, universities)
6. Museums will be encouraged to adopt centralised collection and conservation premises and preserve collections in an ecologically sustainable manner. (Finnish Museums Association, museum operators, Ministry of Education and Culture)



## Digitalisation as a driver of opportunities

### Desired end state by 2030

Digitalisation integrally supports all facets of museum work to preserve and convey cultural heritage for everyone. Offering services through many different channels creates significant added value for museums and customers. Digitalisation has opened up new ways of understanding cultural heritage, participating and becoming involved. The materials and information in the museums are readily available through shared and personalised digital services. Freely available material is utilised widely and creatively by various segments of society. National cultural heritage reaches people more widely and in more diverse ways, including international audiences.



Material from Finnish museums, libraries and archives has been made available for everyone through the Finna service. The image shows a band called Hawks recording music at the studio of the Finnish Broadcasting Company Yle on Liisankatu street in Helsinki. Photo: Leena Juutilainen (1975), Helsinki City Museum.

## Focus of development

### Presence and participation in the digital environment

Rapid progress in the digital operating environment has given people new ways of not only consuming, but also participating, co-developing, sharing, creating and recycling digital services and content. New tools are available that have lowered, or altogether abolished, physical, psychological and social barriers to experiencing cultural and natural heritage. Digitalisation allows museums to promote accessibility, community, interaction and equality. The transformation requires institutions to develop ways of involving people, as well as cooperating with one another instead of operating on their own.

The range of digital services offered by museums is growing continuously. This process is not confined to the transfer of analogue services onto digital platforms but more broadly encompasses the development of new services and a transformation of ways of thinking, service consumption and participation. Digital services that function well and are customer oriented reach new and wider audiences, deepen the relationship with existing audiences and enable the use of such models as crowdsourcing and participatory co-production. Digital material and digital technology (3D, augmented and virtual reality) in museum premises and other museum environments are utilised more diversely and to an increasing extent. The relationship between museums and the public becomes deeper as digital and physical encounters become interactive and complementary. Visibility and presence in the digital environment are essential for museums' public relations, for maintaining their importance, and for their growth. If museums are not present in the digital environment, users will find other ways of consuming and participating. For this reason, museums should strengthen their competence in digital communications.

Museums should also take the digitalisation of the operating environment into account in their acquisitions and documentation work. The phenomena contained in digital culture and digitally created material must be identified, selected and documented in new ways.

### Digitisation of collections and information reserves

The open digital collections and information reserves of museums are one of the key means of sharing cultural and natural heritage material with various users. The process of digitising material must be continued efficiently and systematically, and the material must be made more readily available online. The collaboration and joint solutions of cultural memory organisations, such as the Finna service, will be further developed with the aim of improving the availability and accessibility of material. The development work will be supported by monitoring the use of information. The processes of digital material management and long-term storage will be enhanced so as to ensure that the

material remains safe and available for re-use and widespread utilisation. This will require knowledge and application of national and international standards and best practices.

Museum collections also include material protected by copyright and the Personal Data Act. Preserving and making this material available in museums is a duty that serves the public interest, and its fulfilment should be enabled through legislative solutions.

### **Digitalisation as part of administration, competence and financial development**

The digital revolution in society will usher in the need for changes in the administration and operating culture of museums. These changes will require new kinds of competence to enable challenges to be met with up-to-date ways that are meaningful for the clients. Increased competence brings more opportunities for museums and other cultural memory organisations to collaborate in a way that reaches other actors and extends across sectors. To make impactful activities possible, digitalisation should be embedded in a museum's day-to-day operations, strategic choices and work processes.

Digitalisation also enables the productisation and sale of services and content, strengthening the financial base of a museum's operations. In order to develop open distribution and their income formation, museums must create new earnings logics and predict market needs. In future, services will be based more on the expertise of museums and less on ownership of the content itself. Museums have fewer and fewer opportunities to manage the entire lifecycle of digital content from creation to re-use. Instead of regulation, new permissive operating models should be developed, as the volume of open material and content created by other actors on the internet is constantly growing.

## Measures

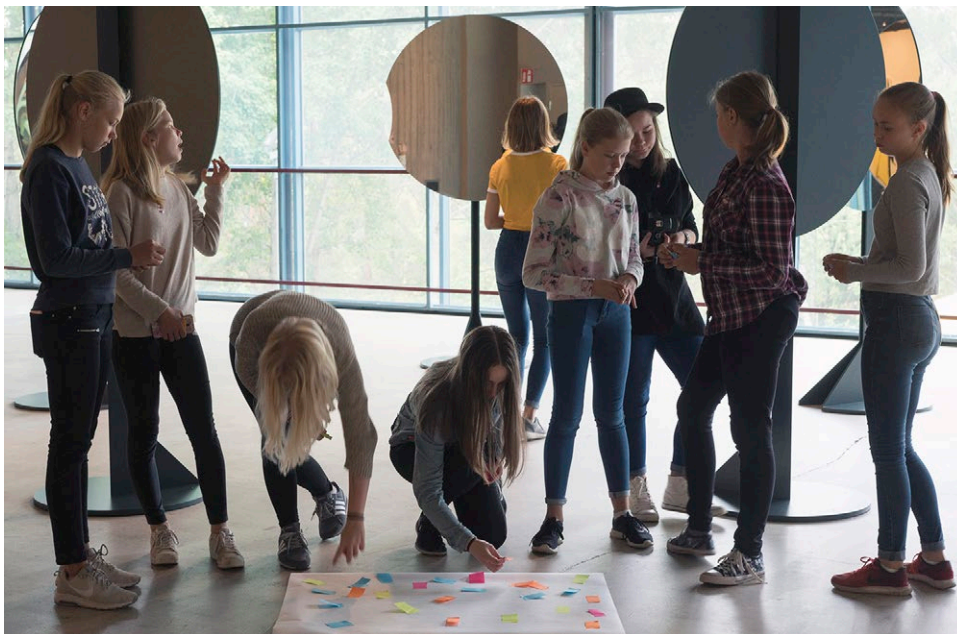
1. Museums will develop and experiment with new services and opportunities for encounters in digital operating environments. (museums)
2. Museums will offer their material for widespread use. Open digital availability of material will be promoted and new joint services for distributing material will be developed. (museums, Ministry of Education and Culture)
3. Museums will promote crowdsourcing of the digital documentation of our shared cultural and natural heritage. (museums)
4. Museums will continue to digitise material systematically. Improving the availability of material and enhancing digitisation processes will be a collaborative effort. Material sharing will be secured by following national and international digitisation standards. (museums, Finnish Heritage Agency, Ministry of Education and Culture)
5. Long-term storage of digital material will be developed with the museums' needs in mind. Centralised services will be offered to museums. (Ministry of Education and Culture, Finnish Heritage Agency, museums)
6. Museums will develop and introduce tools for documenting and preserving digital culture and digitally created material. (Finnish Heritage Agency, Finnish Museums Association, Finnish Local Heritage Federation, museums)
7. The museums' mission of acquiring and documenting cultural heritage and making it available to the public will be taken into account in copyright and personal data legislation. (Ministry of Education and Culture, Ministry of Justice)

## A renewing, strong and effective museum field

### Desired end state by 2030

The Finnish museum sector is a pioneer in Europe. Museum profiling and collaboration forms the basis for successful museum operations. Division of duties and allocated responsibilities for museums are clear, forming the basis for a museum services network that covers all of Finland. The objectives and purposes set for museum operations steer the allocation of public subsidies.

Museums are local, regional and national experts in cultural and natural heritage and art. Museum services develop in interaction with clients and various segments of the population. Museums increase the vitality of their regions. They promote the realisation of cultural, social, ecological and economic goals that are important for society at large. Local heritage and specialised museums operate side by side and in collaboration with professional museums.



**Eighth-grade students participating in the Art Testers project at EMMA – Espoo Museum of Modern Art, where they enjoyed art with an artist friend and visited the museum. Photo: Ari Karttunen, EMMA – Espoo Museum of Modern Art.**

## Focus of development – Overview of the Finnish museum field

### Museums as a resource

A museum is always a local, regional and national asset, be it a local heritage museum maintained through volunteer efforts, a city museum of cultural history, a specialised museum or an art museum with an international profile. Connections with people and communities, and the commitment and will of the background communities of museums towards their preservation, create a strong foundation for museum operations. Museums, for their part, must consider the aims of their operators and partners when planning their operations so as to identify their capability of generating added value for their stakeholders.

Museums present opportunities for implementing controlled change in the cultural and natural environment of their area of operations and for adapting to this change, developing tourism and business, cooperating with educational institutions, and promoting art, wellbeing and health. For this reason, it would be worthwhile if museums and various administrative branches cooperated in a more goal-oriented and systematic manner. There are interesting and meaningful museum operations, museum developers and centres of excellence at every level of the museum sector.

Successful museum operations, however, require museums to adopt a clear profile. Building a profile allows a museum to have more effective and meaningful operations. A museum's profile must be reflected by its strategic choices, services and products, and throughout its operating culture. The profile is based on the identification of clients and their needs, an analysis of the operating environment and the museum's competence and content.

### Professional museums

Professional museums that develop locally based on their communities' needs are the cornerstone of the renewing, strong and effective museum field. Museums form a nationwide network of cultural services that must be kept viable in the future. Professionally managed museums are experts in their own region's cultural, artistic and natural heritage, and their strength lies in the flexibility of their operating methods, their reliability and their knowledge of the operating environment and other actors in the field.

Professional museums expand and diversify their competence and operations by networking with other museums and other actors in the region. It is important for museums to identify and utilise their own special characteristics as well as those of their area of operations. Museums have an especially central role in the development of the regions' attractiveness and vitality.



## Local heritage and specialised museums

In addition to professional museums, Finland has a large number of non-professionally managed local heritage and specialised museums that are maintained through volunteer work and the activity of citizens. These museums are maintained by associations and, as a secondary duty, by municipalities or other actors. The strength of local heritage and specialised museums comes from the support of their surrounding communities and their concrete participation in maintaining the shared cultural heritage and living heritage. In fact, the operations of local heritage and specialised museums are often based on active local heritage work and amateur organisations.

The regional designated museums and other professional museums will continue to play a key role in supporting and enabling the operations of local heritage and specialist museums. Closer cooperation and dialogue between museum professionals and the cultural heritage sector's volunteer organisations will produce good operating models and learning experiences for all those involved. The Finnish Heritage Agency and the Finnish Local Heritage Federation participate collaboratively in the development of local museum operations nationwide. The museums form a nationwide cultural service network that is local and easy to approach. Their value in strengthening identity and generally as a local and regional resource should be seen more widely.

## Operational and structural renewal in the museum field

The Finnish professional museum field is currently divided up according to areas of responsibility (national museums, provincial museums, regional art museums and national specialised museums) and museum type (art museums, cultural history museums, natural history museums and specialised museums). The development of the museum field and its allocated responsibilities should aim to create units that are operationally and structurally stronger and more effective than currently. The hallmarks of a strong operational unit are a clear profile and goal-oriented operations, a committed operator and adequate resources, interactivity and ability to cooperate, and high-quality and effective activities.

The renewal and strengthening of the museum field will require museums to take the initiative and cooperate with their communities and funders so that the changes that take place are appropriate for the sector and the effectiveness of their operations. The museums' tools for renewal are enhancing competence, cooperation and increased interaction, which are supported through the measures in this programme.

With respect to regional and national museum operations, the intention is to implement reforms in responsibilities, structures and funding. Further preparations will take place as part of the ongoing comprehensive reform of the funding system for cultural institutions and the related reform of the Museums Act (729/1992). The current classification, comprised

of national museums ('valtakunnalliset museot' in Finnish) and regional museums, will be replaced with national museums ('kansalliset museot' in Finnish) and national and regional designated museums that are responsible for specific areas or fields. The new classification aims to clarify the tasks and roles of national museums and designated museums. Discretionary government incentive funding should be allocated to operational and structural development projects for reforming the entire professional museum field.

## Measures

1. Museums will be encouraged to increase the effectiveness of their operations by acquiring a distinct profile. (museums, municipalities, Finnish Museums Association, Finnish Heritage Agency)
2. Museum operators will be encouraged to develop museums as a resource for their area of operations and to create cross-sector cooperation and partnerships. (museum operators, museums)
3. Collaboration between museums and clearer allocation of their responsibilities will be promoted. (Ministry of Education and Culture, Finnish Heritage Agency, Finnish Museums Association)
4. Municipalities and other museum operators will commit to developing the operating capabilities of their museums and utilising these capabilities as strategic resources and a tool for promoting the vitality of the regions. (museum operators)
5. The government will fund professional museum operations through the system of central government transfers to local government, under which funding will be granted to operators with the aim of providing comprehensive and versatile cultural services throughout Finland. (Ministry of Education and Culture)
6. The museum field will undergo operational and structural reform with the purpose of achieving stronger operating units and more impactful operations. For this purpose, the government will allocate incentive funding not included in basic funding, which will be determined in connection with the reform of the funding system for cultural institutions. (museums, museum operators, Ministry of Education and Culture)
7. Regional and national designated museums will develop local cultural heritage work in cooperation with other actors. At the national level, the Finnish Heritage Agency and the Finnish Local Heritage Federation will participate in this development work. (regional and national designated museums, local heritage and specialised museums, Finnish Heritage Agency, Finnish Local Heritage Federation)



## Focus of development – The objective is to have strong regional designated museums

### Current situation in regional operations

The system of regional museums and regional art museums was established in the 1980s and it was integrated in the 1990s into museum funding under the system of central government transfers to local government. The Ministry of Education and Culture specifies the regional museums and regional art museums to which government contributions will be granted on the basis of regional duties, increased by 10 percentage points. The mission of the regional museums and regional art museums is to promote museum operations, preservation of the cultural environment and visual culture in the area where they operate, and to attend to other duties concerning collaboration, the availability of information and expert assistance.

Finland has 22 regional museums and 16 regional art museums. They are mostly maintained by municipalities, although their areas of operation extend across municipal boundaries within their region. The regional museums and regional art museums have negotiated on the focuses and goals of their operations every four years under the leadership of the Finnish Heritage Agency. Moreover, the Finnish Heritage Agency has agreed with the regional museums on the handling of expert duties in their cultural environments.

The strength of the system of regional museums and regional art museums stems from the fact that it has made reliable competence and expert services related to caring for the cultural heritage and environment available and close to customers. The strengths of established regional actors include regional expertise, information reserves and networks. In particular, museums that extensively provide expert services related to the cultural environment fulfil the so-called one-stop shop principle effectively from the customer's point of view. One weakness, however, is that regional services do not live up to the same standard everywhere, and that, to a certain extent, responsibilities are somewhat unclear and their fulfilment is not tracked efficiently.

When reforming the system, the objective should be to balance the offering of regional museum services, the needs of the regions and the structure of funding. National and regional collaboration, allocation of responsibilities and coordination will become increasingly important. It is crucial that structures and the funding system support goal-oriented and impactful operations and enable services to be provided comprehensively across Finland.

The mission and duties of regional museums should be stipulated in an act. This need particularly concerns regional handling of official duties concerning the cultural environment, which belong to the Finnish Heritage Agency.

## New regional objectives and duties

The objective is that the regional designated museums will manage regional expert and development duties in the future. Regional duties related to cultural heritage and art will, as a rule, be assigned to a single operator. Regional museum work can also include acquisition and documentation of natural heritage and related collaboration. This enables stronger operating units to develop and improves the availability of their services from the client's point of view. Allocating several duties to one operator also stimulates interaction and collaboration between experts in art, cultural history, natural heritage, the cultural environment and visual culture.

The process of redefining museums' areas of operation will follow the reformed division into municipalities and regions, although the number of designated museums may not necessarily match the number of new regions or the number of current museums. A single designated museum's area of operation may extend into several regions. If a designated museum is unable or unwilling to manage all its duties as a whole, duties can be transferred in exceptional cases to another designated museum.

The Ministry of Education and Culture will decide on a museum's area of operation based on an application from the museum operator. The duty will be voluntary for the museum, and it will be defined in more detail through dialogue with the operator. The areas of operation, duties and responsibilities of the regional museums must be defined clearly and with a long-term approach. The allocation of responsibilities must also be clear in relation to other actors in the region (regional authorities, other museums) and the Finnish Heritage Agency. The allocation of responsibilities between the Finnish Heritage Agency and regional actors should be examined comprehensively, especially with regard to duties concerning the cultural environment.

Regional expert and development duties include:

1. development of regional museum work (supporting museum operations and collections management: coordinating regional museum work, advising and steering local museums and other cultural heritage actors and improving cooperation with them, cooperating in collections and information reserve management, development and availability)

2. expert duties concerning the cultural environment (administrative and physical protection, development, generating information, advice and communications, work with stakeholders)
3. development and expert duties concerning cultural heritage, art and visual culture (promoting cultural heritage, art and visual culture and conveying knowledge in the area of operation, providing expert assistance in questions related to the sector, expert duties concerning public art).

It is possible that designated museums may also be assigned regionally tailored or nationally centralised duties. This will help museums build a strong profile and become specialists in regional and national duties. Developing regional cultural heritage work will require museums to know the actors in their region and to identify their needs.

The impacts of the ongoing regional government reform on the operating environment of the museums are difficult to predict. However, with respect to expert duties related to the cultural environment, in particular, it will have an effect on regional actors collectively and on the allocation of responsibilities. The new regions would be assigned cultural environment management duties that currently belong to the centres for economic development, transport and the environment and to the regional councils, while municipalities would be given responsibility for competence and education, cultural services and land use, construction and city planning, among other areas.

Promoting community, wellbeing and vitality are a central element in the new duties that will be assigned to the municipalities. The role of museums in relation to other actors in the regions, and their opportunities for also cooperating with the regions, must be accounted for in further preparations.

Regional museums play a critical role as experts in cultural heritage, art, cultural heritage education and the cultural environment, and as promoters of collaboration in their regions. Meanwhile, cultural and natural heritage and art are a crucial resource that can serve to strengthen the unique features and vitality of regions and municipalities. The expert services of museums can be used to support the planning of high-quality environments and the acquisition and management of public art, among other things.

### **Funding for regional museum work**

The objective is that the government will continue to contribute to the funding of museum operations through the system of central government transfers to local government. In contrast to the current situation, funding will in future be determined on the basis of the duties carried out by the regional designated museums. The funding criteria and how funding is provided will be specified in more detail in connection with the

reform of the system of central government transfers to local government. The necessary reforms will be applied to the Finnish Heritage Agency's steering and agreement system.

Since regional designated museums will serve clients across several municipalities, it would be beneficial to examine the possibility of expanding the funding base in cooperation with each region's municipalities and regional council.

## Measures

1. The duties, funding and steering system for the regional museums and regional art museums will be renewed as part of the reform of the funding system for cultural institutions (Renewing the government funding system for performing arts and museums, Ministry of Education and Culture publications 2018:1).
2. The regional designated museums will replace the current system of regional museums and regional art museums. The regional designated museums will be experts in the cultural heritage, cultural environment, art and visual culture of their areas of operation, which will be defined in line with the new division into regions. Expertise in natural heritage may also be added to the overall duties of the museums. (Ministry of Education and Culture)
3. The Museums Act will include provisions on the expert and development duties of regional designated museums (including expert duties concerning the cultural environment) and on designating the museums. The need for revision of special legislation concerning the cultural environment will be examined with respect to the cultural environment duties. (Ministry of Education and Culture)
4. The duties of regional designated museums include:
  - developing regional museum operations
  - expert duties related to the cultural environment
  - development and expert duties related to cultural heritage, art and visual culture
5. The regional museums will provide the expert and development services throughout Finland. As a general rule, responsibility for regional duties in each area of operation will lie with one operator. A regional designated museum may carry out its duties in several regions. Overall duties will be agreed on a voluntary basis and in dialogue with the operators. (Ministry of Education and Culture, regional designated museums, museum operators)
6. The national steering system will be reformed so as to support the management and follow-up of regional duties. (Ministry of Education and Culture, Finnish Heritage Agency, regional designated museums, museum operators)

7. When performing their expert duties related to the cultural environment, museums will collaborate with the Finnish Heritage Agency and other local, regional and national actors carrying out cultural environment tasks. (museums, municipalities, regional authorities, Finnish Heritage Agency)
8. The government will fund local duties with separate funding granted to the operator through the system of central government transfers to local government. The funding will be determined on the basis of the overall duties carried out by the museums. The criteria for funding and its basis of assessment will be specified in more detail when the system of central government transfers to local government is reformed with respect to cultural institutions. Adequate resources will be made available for funding so as to ensure that overall duties are managed comprehensively throughout Finland. (Ministry of Education and Culture, museum operators)
9. The possibility of expanding the funding base for regional designated museums will be examined in cooperation with each region's municipalities and regional council. (museum operators, regional councils)

## Focus of development – The objective is to establish national designated museums

### Current situation in the specialised museum system

Finland has 16 national specialised museums, whose duties and funding base are laid down in the Museums Act and the Government Decree concerning Museums. The Ministry of Education and Culture specifies the national specialised museums to which government contributions will be granted on the basis of national duties, increased by 10 percentage points. The museums' mission is to promote specialised museum operations in their field of specialisation and to perform other duties concerning collaboration, the availability of information and expert assistance in this same field. In addition to this, the Ministry of Defence has named the Military Museum, which operates under the National Defence University, as the central museum of the Finnish Defence Forces and a national specialised museum of military history.

The national specialised museums specified by the Ministry of Education and Culture negotiate on the objectives and focuses of national operations with the Finnish Heritage Agency and the Ministry of Education and Culture once every four years. In addition to the increased government transfers, the Ministry of Education and Culture grants discretionary aid to the national specialised museums for carrying out their national specialist duties. In future, these museums will be called national designated museums.

The new designation will differentiate national designated museums from other specialised museums and national museums, emphasising their national mission in accordance with the Government Decree concerning Museums.

The functioning and development needs of the national specialised museum system were evaluated in a review of specialised museums completed in 2012. Based on this review, a number of criteria were set for national specialised museum operations, which were provided for in the Museums Act in 2015. The criteria will be used to assess new museums' applications for designation as national specialised museums. Similarly, the current national specialised museums must prove they meet these criteria by the end of 2018.

### Introducing national designated museums

The intention is to replace the national specialised museum system with national designated museums. These museums will be active developers of the museum sector both on the national and the international level. They are a diverse group united by their focus on a single national operating sector. The operating sectors are not specified in legislation but are moulded by the needs of their operating environment and the changes taking place in them. These sectors will be assessed through the criterion of social significance and taking into account the need for museum operations in each operating sector.

A unique characteristic of the national designated museums is that their operating sectors and stakeholders are heterogeneous. However, with a view to targeting their operations and having an impact, the museums should place stronger emphasis on their responsibility towards their sector's cultural heritage which they manage and coordinate, on committing various actors, on collaboration and on their development role in the sector when performing their expert and development duties. The designated museums should concentrate on selected focus areas in their national operations and monitor how well they are fulfilled. On the other hand, a museum with national operations must also have a presence in its local community.

The aim is that funding for national designated museums will be increasingly assessed on the basis of duties. The process of defining the duties will take into account the diversity of the various actors in the field and utilise information obtained when assessing whether the requirements of the Museums Act are fulfilled. The funding criteria and how funding is provided will be specified in more detail in connection with the reform of the system of central government transfers to local government. The necessary reforms will be applied to the Finnish Heritage Agency's steering system.

## Measures

1. The duties, funding and steering system for the national specialised museums will be renewed as part of the reform of the funding system for cultural institutions (Renewing the government funding system for performing arts and museums, Ministry of Education and Culture publications 2018:1).
2. The national designated museums will replace the current national specialised museum system. (Ministry of Education and Culture)
3. The national designated museums and their funding will be developed on the basis of their duties. The national designated museums' expert and development duties and the designation of the museums will be provided for in the Museums Act, which will define the national overall duties. (Ministry of Education and Culture)
4. The government will fund the operations of the national designated museums with separate funding provided through the system of central government transfers to local government. The funding will be determined on the basis of the overall duties carried out by the museums. The criteria for funding and its basis of assessment will be specified in more detail when the system of central government transfers to local government is reformed with respect to cultural institutions. (Ministry of Education and Culture)

## Focus of development – National museums and the Finnish Heritage Agency's development activities

### National trendsetters

Finland has three national museums: the National Museum of Finland, which serves as the national cultural history museum, the Finnish National Gallery, which serves as the national art museum, the Finnish Museum of Natural History (Luomus), which serves as the national natural history museum. The museums have different ownership structures, statutes and steering systems, but their roles as national actors in their respective fields are similar. The concept of a national museum ('valtakunnallinen museo' in Finnish) was introduced early in the first decade of this century, when the designation of national central museum ('valtakunnallinen keskusmuseo') was abolished. However, practice has shown that the 'valtakunnallinen' ('national') designation for the national museums does not differentiate them sufficiently from other museums with a national reach, especially national specialised museums. For this reason it is justified to give the aforementioned museums the new designation of 'kansallinen museo' ('national museum').

The national museums are a part of the national framework of art, science and cultural institutions, and they are provided for in an act. The national museums acquire and maintain the oldest and nationally most significant cultural history, art and natural science collections, and promote research in and awareness of cultural and natural heritage and art across the country, aiming to increase their impact. The national museums also have a central role in voicing their opinion in public dialogue. What is characteristic of these museums is their broad public audience, their nationally significant programme of activities and their networks and high profile on the national and international stage. The expert duties of the national museums are defined by their collection management responsibilities. They have a particular responsibility for developing museum operations and competence in collaboration with the Finnish Heritage Agency and regional and national designated museums.

### The Finnish Heritage Agency as a driver of national development

The Finnish Heritage Agency acts as the expert authority with main responsibility for protecting cultural heritage and the cultural environment, and it leads and develops the museum sector in Finland. It has an established and diverse role, providing guidance and expertise and developing the sector. Under the leadership of the Finnish Heritage Agency, an agreement has been reached with the regional museums that the latter will manage official and expert duties in the cultural environments in the regions, and negotiations with the regional museums, regional art museums and national specialised museums have been held once every four years concerning the focuses of operations.

Developing the sector entails close cooperation between the museum and cultural heritage sectors and the environmental administration, in particular. Similarly, the national museums will bear responsibility for development and cooperation in their own area within the wider museum sector. Moreover, cooperation between the Finnish Heritage Agency and the national museums should be strengthened. The duties and focuses of the Finnish Heritage Agency will be revised, with consideration given to changes that have occurred in its operating environment.

## Measures

1. The current Finnish designation 'valtakunnallinen' ('national') for the national museums (Finnish National Gallery, National Museum of Finland and Finnish Museum of Natural History) will be replaced with the new designation 'kansallinen' (also meaning 'national'). (Ministry of Education and Culture)



2. The national museums will develop content and ways of working in their own field in collaboration with other museums and partner networks. The national museums will actively share their competence, contributing to advances throughout the museum sector. (national museums)
3. The national museums will participate visibly in social dialogue, adding the museum sector's point of view to the discussion. The national museums will further strengthen their profile as international actors and influencers. (national museums)
4. The Finnish Heritage Agency will be responsible for developing the museum and cultural environment sector across Finland. Development will take place in collaboration with the museum sector, with the aim of increasing the quality and impact of museum operations. The role of the Finnish Heritage Agency in national development will be strengthened and its duties will be revised so as to address changes that have occurred in its operating environment. (Finnish Heritage Agency, museums)



**The Finnish Heritage Agency has developed the museum assessment model in broad cooperation with museums. The museum evaluation framework helps museums to improve and develop their operations.**

## Focus of development – University museums

### The current situation regarding the university museums

All universities in Finland have in their possession cultural history material related to their own history, and many universities also hold natural science collections. The University of Helsinki has two museums operating under it, namely the Helsinki University Museum, which is a museum of cultural history, and the Finnish Museum of Natural History (Luomus), which is one of the three national museums. The universities of Turku and Oulu each have a zoological and a botanical museum, and the University of Jyväskylä has a science museum with a cultural history and a natural sciences section. Museums of natural sciences are an integral part of the university institution, as research and education play a major role in their operations.

In accordance with the Universities Act (558/2009), the duties of universities include promoting scientific education. When attending to their duties, they must support lifelong learning, interact with the rest of society and foster the social impact of research institutions. University museums are extremely important for promoting scientific education and they bolster lifelong learning by disseminating research outcomes in an understandable way to citizens of all ages. The museums are one of the tools for the interaction of universities with society. The importance of cultural history collections as research and teaching material has diminished, and their placement partially in other organisations has been considered on a case-by-case basis. However, collections belonging to the history and cultural heritage of the universities have justifiably been kept within the universities.

### Funding and steering

Luomus is currently the only university museum that receives targeted funding for its national mission through the steering procedure that runs between the university and the Ministry of Education and Culture. Luomus coordinates cooperation between Finland's museums of natural history and botanical gardens. Luomus also works in close cooperation with the environmental administration. However, the resources of all other university museums are fully, and Luomus's operations are mostly, decided on by the universities maintaining them. The Department for Education and Science Policy of the Ministry of Education and Culture is responsible for the steering of universities, although it does not have a direct steering relationship with the universities' departments or other units, such as museums.

Universities have independent decision-making power with regard to their operating structure and over the allocation of funding for their operations to various duties or functions. Universities assess the operations and scope of their museums primarily on the

basis of their research and educational needs. The steering and funding systems should be developed in such a way that they would identify the outcomes and impact of museum operations better than currently.

## Cooperation and development

University museums should further specify and define their core mission as part of the university organisation and in relation to the rest of the museum sector. By being active within their own organisation and in the museum sector's networks, the university museums can demonstrate the impact and importance of their operations for research in the museum sector, as well as their role as preservers of their communities' cultural heritage.

Universities can increase the effectiveness of the operations of university museums by taking their special characteristics into account in their strategy work. The operations of university museums should be tracked using suitable effectiveness indicators. Various means of measuring the impact of university museums within their organisations should be examined and reviewed.

The Ministry of Education and Culture working group that reviewed the development of natural history museum operations in 2007 put forward a proposal for merging the museums, but the proposal did not advance. However, cooperation has been intensified with the purpose of securing and developing the museums' operations, and it must be continued. Cooperation with the environmental administration and appropriate research institutions should likewise be improved further.

Museums should also cooperate more closely with volunteers and the rest of the museum field. The knowledge and competence of the university museums can also be put to better use when developing the museum sector. For this reason, university museums can justifiably be granted discretionary government subsidies for museums in the future.

Universities possess significant national museum collections, the preservation of which should be recognised in legislation in the same way as those of other museums owned or funded by the state. Moreover, the preservation of university campus environments and buildings forms an intrinsic part of the universities' mission of safeguarding their own cultural heritage.

## Measures

1. The measurement of the effectiveness and impact of universities will be enhanced so as to better account for museum operations. The steering and funding of university museums will be developed with the aim of better identifying the results and impact of museum operations, which will enable funding to be targeted towards development of the operations of the museums. (universities, university museums)
2. The university museums' collections will be recognised in legislation. (Ministry of Education and Culture)
3. University museums will further specify and define their core mission as part of the university organisation and in relation to the rest of the museum sector. Cooperation with volunteer actors and the rest of the museum field will be intensified. (universities, university museums)
4. Discretionary government subsidies intended for museums may in the future be granted to university museums, too. (Finnish Heritage Agency)

## More sustainable and flexible funding

### Desired end state by 2030

Museums and their services are networked with public and private funders as well as with economy and commerce. The basic funding of operations comes from public finances. Museums have intensified their collaboration, utilising shared competences and a highly advanced allocation of responsibilities to control growth in fixed costs and create new revenue models. The museums' finances are on a stable footing and their funding base has expanded into the corporate, education and social sectors, which utilise their services. The museums have introduced new innovative forms of funding.



The Museum Card, launched by the Finnish Museums Association, is a ticket to more than 250 museums in Finland. Photo: Marjo Vääntinen, ©Museokortti – Museum Card.

## Focus of development

### A pluralistic resource for society

Museums are experts in cultural heritage and a significant resource for the regional economies. As cultural and tourist destinations and attractions, museums generate considerable income for their locality, directly and indirectly. The economic welfare generated by museums, however, does not always directly benefit the museums themselves. Museums are a worthwhile investment that pays for itself in the form of positive economic and other effects on such aspects as wellbeing, education, participation and regional identity and vitality.

Museum operations have a strong social role. The mission of the museums emphasises their responsibility for preserving cultural heritage for future generations. The fundamental purpose of museums will not change, which is why financing their operations with public funds continues to be justified. Adequate public funding is necessary in order to have sustainable funding for the resources museums need to carry out their increasing number of duties. Strong public basic funding supports the mission of museums in building a pluralistic and democratic society.

### The funding base for museums and the sale of services

Museums must be capable of providing services that meet customers' needs and of demonstrating the positive impacts of their operations in order to successfully compete for resources. By selling services to the educational and social sectors, for example, they can expand the funding base for their operations. To be successful, they must develop attractive and customer-oriented services and nurture partnerships with a long-term view. Similarly, they must enhance their cooperation with the business community, especially the tourism industry. As material becomes increasingly freely available, museums should make efforts to productise their expert services and content. This will require them to know market needs and develop a new type of earnings logic.

Training and sharing of best practices and competence are needed in order to develop and deploy innovative forms of funding. Crowdfunding and other new forms of funding (such as capitalisation and the National Art Fund model), in which the responsibility for funding is spread over a large number of funders, are intriguing options from the museum sector's point of view. They support the simultaneously strengthening trends of community and participation in the museum field. There are currently large differences in the pricing of similar services offered by museums. From the customer's perspective, clear pricing policies are necessary.

Free entry is in use in several European countries, although it is usually limited to state museums and permanent collections. An entrance fee is usually charged for special exhibitions. There are also museums in Finland that offer free entry, and most museums allow children and teenagers to enter free of charge. Since free entry is regularly brought up in public dialogue, it is worthwhile to examine the opportunities it offers and how it can be implemented. With respect to free entry, it should be noted that it changes the income and cost structure of museums, so its feasibility should be assessed separately for each museum.

### Public funding for museum operations

The operations of Finnish museums are largely reliant on public funding. The municipalities and the state are the most important funders of museum operations, covering about 80 per cent of their costs. The strained public finances have also had a negative effect on museums' operating capabilities.

In autumn 2016, the government initiated a reform of the system of central government transfers to local government concerning cultural institutions, which was created in the early 1990s. The starting point for the reform was to identify changes and challenges in the operating environment. There were 123 museums covered by the system of central government transfers to local government in 2017. Museums have, for the most part, considered the system to be one that works well, but its structural problem is that the available resources do not correspond to the museums' actual staffing levels expressed as years of full-time employment. The aim is to implement a new system that functions well and supports high-quality and effective operations. From the museums' point of view, it is important to keep funding predictable and available in the long term.

The effectiveness of operations cannot be measured purely through the number of museum visitors, but instead the new funding system should recognise the diversity of museum operations and services. The funding criteria for regional and national duties should be revised to correspond to the changing operating environment.

The cost structures of the museums should be reformed in order to place their finances on a firm footing. Personnel and property costs account for a high proportion of the operating expenses of museums. Property expenses, in particular, have risen in recent years, as a result of which the resources left for running the museums have continuously dwindled. When examining personnel costs, one should consider that wages in the museum sector need to be competitive. Cross-sector cooperation in developing services and innovative solutions for preserving collections are needed to ease the cost structure and reduce expenses. Regional shared use of exhibition and collection spaces should be increased to halt the growth in property expenses.

Project subsidies granted by the Finnish Heritage Agency support renewal in the museum sector. There should be a special focus on projects that promote development, specialisation and allocation of responsibilities in the museum sector. In future, subsidies can also be granted for university museums' development projects. The Ministry of Education and Culture has a strategic programme for developing the state subsidy system.

Funding for the national museums will mostly be obtained from government funds in the future, too. The administrative models of museums and their steering and funding systems, however, differ from one another. The government's long-term objective should be to strengthen and develop museums that have suffered from cuts in public spending in the current decade, irrespective of their administrative model. The national museums should jointly develop ways to measure the steering and monitoring of their operations' effectiveness.

Cooperation between university museums should be intensified in order to clarify their status and funding criteria. Their operations aiming at increasing the social impact of universities should be made more visible. University museums should ensure they have the sufficient resources and correct pricing in place for services offered to external actors so that these services do not weaken the ability of the museums to perform their basic duties.

Private funding already plays an important role in supporting museum operations. To encourage more private funding, the prospect of expanding the tax deductibility of donations made to museums should be examined.



## Measures

1. Museums are recognised as a strategic resource and development funding will be assigned to them. (stakeholders, regions, municipalities)
2. Museums will productise and enhance their competences and material to create services sold to various administrative sectors and the tourism industry and the rest of the corporate sector. The introduction of services will be supported by publicising the cultural, economic, social and health effects of museum operations. (museums, Finnish Museums Association)
3. Museums will fine-tune their expert profile and productise their competences to create highly refined services that can be sold. Museums will develop new earning mechanisms. (museums, Finnish Museums Association)
4. Museums will develop and deploy innovative forms of funding and improve and introduce digital services more efficiently. (museums)
5. Museums will develop their earnings logic so that it strengthens their profile and the offering of services that boost the effectiveness of their operations. Museums will develop paid-for and free-of-charge services. (museums)
6. The effects of free entry on the accessibility and effectiveness of the museums and on their earnings logic will be studied. (Finnish Heritage Agency, Ministry of Education and Culture, Finnish Museums Association)
7. The system of central government transfers to local government will be developed and its functioning improved. (Ministry of Education and Culture)
8. Museums will intensify their cooperation, share their competences and improve their allocation of responsibilities and specialisation in order to control fixed costs. (museums)
9. The government will review the prospect of expanding the tax deductibility of donations given to museums. (Ministry of Education and Culture)
10. The operating capabilities of the national museums will be secured for the long term. The steering of their operations and monitoring of their effectiveness will be improved. (Ministry of Education and Culture)

## Steering and regulation under the Museums Act

The museum policy working group's task was to assess how up to date the Museums Act is and whether there is a need for a comprehensive reform of the act. In connection with the amendment of the Museums Act in 2014, Parliament required in a resolution it issued (Education Committee Report 17/2014 vp) that the government prepare a comprehensive reform of the Museums Act so that it can be approved during the 2015–2019 parliamentary term.

The aim is to reform the Museums Act as part of the reform of the funding system for museums, theatres (incl. dance and circus) and orchestras in 2018–2019.

The currently valid Museums Act (729/1992) contains provisions on the objectives of museum operations and the criteria under which a museum can be accepted into the system of central government transfers to local government. Moreover, the act includes provisions on being covered by the system of central government transfers to local government and on confirming staffing levels expressed as years of full-time employment, as well as on the criteria for increased government contributions. The act also lays down the criteria for national specialised museums.

More detailed provisions on the criteria for being accepted into the system of central government transfers to local government and on the duties of museums receiving increased government contributions are laid down in the Government Decree concerning Museums (1192/2005, amended by 456/2013). The decree contains provisions on the eligibility of staff and the negotiations concerning the focus of operations of museums receiving increased government contributions. The decree also lays down the duties of regional museums and regional art museums and national specialised museums.

## The comprehensive reform of the Museums Act shall take the following aspects into consideration:

1. The Museums Act and the Museums Decree will continue to support the development of the museum sector by determining the objectives and duties of professional museum operations and the criteria for such operations.
2. The duties of museum operations are emphasised from the social perspective.
3. The duties of the museums and the purpose of their operations will be updated, taking into consideration the following new perspectives:
  - diversity and participation in cultural heritage
  - cultural sustainability as part of sustainable development as a whole
  - wellbeing
  - immaterial cultural heritage
  - supporting democratic progress in society
4. The criteria for receiving government contributions will be defined clearly so that museums operating within or seeking entry to the system of central government transfers are aware of the requirements for professional museum operations.
  - the current criteria for government contributions are mostly correct and necessary, but the concepts will be specified further and updated
  - ownership of collections as a requirement for government contributions and the provisions concerning securing collections will be revised
  - the requirements concerning planning documents will be revised and the question of whether the requirement of a collections policy programme should be implemented will be resolved
  - eligibility criteria will mostly be kept unchanged; competence should be diverse and should not be specified in more detail than currently, but for the museum director management experience and education should also be emphasised
  - the requirement concerning the minimum number of staff will be revised
5. The duties of museums receiving increased government contributions will be stipulated in an act.
  - increased government contributions will be replaced with funding based on duties, and the corresponding amendments will be made to the act
  - duties, including expert duties related to the cultural environment, will be provided for in an act instead of a decree
  - the designated museum concepts will be introduced in the classification of museums
  - the provision in the decree concerning negotiations will be revised

6. The provisions concerning being accepted into the system of central government transfers and confirming staffing levels expressed as years of full-time employment will be amended so that they correspond to the new funding system's operating principles.
7. The ratio of discretionary funding to statutory funding and the criteria for funding will be revised and determined in connection with the reform of funding legislation.
8. The need to supplement the Museums Act will be examined in connection with the national implementation of the EU's General Data Protection Regulation to ensure the right of the museums to handle personal data required for performing their duties.
9. More detailed provisions may be issued in a decree.

## Impacts of the measures

### Social impacts

Museums are essential for a society that enjoys cultural wealth and mental wellbeing. They increase people's and communities' educational and social capital and form a critical part of our shared cultural, artistic and natural heritage.

The museum policy programme emphasises the role of museums as experts, partners and enablers. It defines community and interactivity, reliability and continuity, pluralism and democracy, and courage and open-mindedness as the basic values of museum operations. The programme emphasises the museum sector's active role in strengthening wellbeing, participation and social dialogue.

The regional coverage and availability of museum services will improve, especially with regard to cultural environment expert duties.

### Financial impacts

The programme's measures do not have immediate effects on the finances of the state. The measures can mostly be implemented within the government budget. Adequate public funding is necessary in order to have sustainable funding for the resources museums need to carry out their increasing number of duties.

If it is possible to allocate additional resources within the government budget, the programme's objectives may be reached more quickly and effectively. Such measures in the programme include:

- allocating incentive funding for reforming the museum field with the purpose of achieving operationally and structurally stronger operating units and more impactful operations
- allocating additional staffing levels expressed as years of full-time employment in the system of central government transfers to local government in order to address the museum sector's development needs and finance the new duties of regional designated museums
- securing the operating capabilities of the national museums for the long term.

The museum policy programme will not result in immediate financial effects for the municipalities or other museum operators. The programme's objective could be better fulfilled if the funding base for museums were expanded so as to better correspond to museums' various duties across different sectors (e.g. wellbeing, learning, tourism). Growth in property expenses can be curbed by such solutions as joint use of exhibition and collections premises. The possibility of expanding the funding base for regional designated museums could be examined in cooperation with each region's municipalities and regional council.

As for the museums' own fundraising efforts, the programme proposes the productisation of material and competences to create services that can be sold.

## Legislative impacts

The museum policy programme includes an assessment of the need to reform the Museums Act. The Museums Act will undergo reform that accounts for the proposals of the museum policy programme as well as for the changes resulting from reform of the funding system for cultural institutions. At the same time, the provisions concerning the Finnish Heritage Agency will be revised, where necessary.

Museum collections also include material protected by copyright and the Personal Data Act. According to the programme, copyright and personal data legislation should accommodate the museums' mission of acquiring and documenting cultural heritage and making it available to the public.

Universities are in possession of significant national museum collections, the preservation of which should, according to the programme, be secured in legislation in the same way as those of other museums owned or funded by the state.





Opetus- ja kulttuuriministeriö

Undervisnings- och kulturministeriet

Ministry of Education and Culture

Ministère de l'Éducation et de la Culture

ISBN 978-952-263-559-4 (PDF)

ISSN 1799-0351 (PDF)