



Art, Culture and Diverse Finland

Final Report of the Working Group for Cultural Policy, Immigrants and Promotion of Cultural Diversity

Publications of the Ministry of Education and Culture, Finland 2021:5

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Ministry of Education and Culture

ISBN PDF: 978-952-263-884-7

Layout: Government Administration Department, Publications

Helsinki 2021

Description sheet

Published by	Ministry of Education and Culture	20.1.2021	
Authors	Working Group for Cultural Policy, Immigrants and Promotion of Cultural Diversity		
Title of publication	Art, Culture and Diverse Finland Final Report of the Working Group for Cultural Policy, Immigrants and Promotion of Cultural Diversity		
Series and publication number	Publications of the Ministry of Education and Culture, Finland 2021:5		
Register number	OKM002:00/2020	Subject	Culture
ISBN PDF	978-952-263-884-7	ISSN (PDF)	1799-0351
Website address (URN)	http://urn.fi/URN:ISBN:978-952-263-884-7		
Pages	47	Language	English
Keywords	culture, cultural diversity, immigrants, art, equality, diversity		
Abstract	<p>International migration has made Finland more diverse. New language groups, religious communities and ethnic communities have emerged in our country. While this development challenges the conventions of Finnish cultural policy, it also offers many opportunities for the arts and cultural life.</p> <p>The increasing diversity of the Finnish population needs to be mainstreamed into the planning and decision-making procedures in arts and cultural policy. The funding of arts needs to be developed strategically, taking into account the growing societal importance of cultural diversity. Successful mainstreaming means engaging migrants more equitably into arts and cultural life.</p> <p>It is important to see multilingualism and diverse cultural competences as human resources and as an integral part of Finnish cultural life. Multilingualism and knowledge about different cultures play an important role in creative working communities, and we need a new understanding of this role.</p> <p>Arts and cultural organisations must be able to identify discriminatory structures and recruitment practices and recognise their varying degrees of existence in their own activities. Expertise related to cultural diversity, equity and equality should be developed in these organisations.</p> <p>Cultural actors need to consciously diversify their programmes and also foster contents arising from different cultural heritages and aesthetic concepts.</p>		
Publisher	Ministry of Education and Culture, Finland		
Distributed by/ publication sales	Online version: julkaisut.valtioneuvosto.fi Publication sales: vnjulkaisumyynti.fi		

Kuvailulehti

Julkaisija	Opetus- ja kulttuuriministeriö	20.1.2021	
Tekijät	Kulttuuripolitiikka, maahanmuuttajat ja kulttuurisen moninaisuuden edistäminen -työryhmä		
Julkaisun nimi	Taide, kulttuuri ja moninainen Suomi Kulttuuripolitiikka, maahanmuuttajat ja kulttuurisen moninaisuuden edistäminen -työryhmän loppuraportti		
Julkaisusarjan nimi ja numero	Opetus- ja kulttuuriministeriön julkaisuja 2021:5		
Diaarinumero	OKM002:00/2020	Teema	Kulttuuri
ISBN PDF	978-952-263-884-7	ISSN PDF	1799-0351
URN-osoite	http://urn.fi/URN:ISBN:978-952-263-884-7		
Sivumäärä	47	Kieli	englanti
Asiasanat	kulttuuri, monikulttuurisuus, maahanmuuttajat, taide, yhdenvertaisuus, moninaisuus		
Tiivistelmä	<p>Kansainvälinen muuttoliike on tehnyt Suomesta entistä moninaisemman. Maahamme on syntynyt uusia kieliryhmiä, uskontokuntia ja etnisiä yhteisöjä. Tämä kehitys asettaa haasteen suomalaiselle kulttuuripolitiikalle, mutta se tarjoaa taide- ja kulttuurielämälle myös paljon mahdollisuuksia.</p> <p>Väestön moninaistuminen on otettava valtavirtaistettuna huomioon kaikessa taide- ja kulttuuripoliittisessa suunnittelussa ja päätöksenteossa. Taiteen rahoitusta on kehitettävä strategisesti huomioiden kulttuurisen moninaisuuden kasvava yhteiskunnallinen merkitys. Onnistunut valtavirtaistaminen tarkoittaa maahanmuuttajien yhdenvertaisempaa osallistumista taide- ja kulttuurielämään.</p> <p>Monikielisyys ja monipuolinen kulttuurinen osaaminen on tärkeä nähdä inhimillisenä voimavarana ja kiinteänä osana suomalaista kulttuurielämää. Tarvitaan uudenlaista ymmärrystä monikielisyyden ja eri kulttuurien tuntemuksen merkityksestä taiteen ja kulttuurialan työyhteisöissä.</p> <p>Taide- ja kulttuuriorganisaatioiden pitää tunnistaa syrjivät rakenteet ja rekrytointikäytännöt ja tunnustaa niiden eriasteinen olemassaolo omassa toiminnassaan. Taide- ja kulttuurialan organisaatioissa on syytä kehittää kulttuuriseen moninaisuuteen ja yhdenvertaisuuteen liittyvää osaamista.</p> <p>Kulttuuritoimijoiden pitää tietoisesti monipuolistaa ohjelmistoaan ja välittää myös eri kulttuuriperinnoistä ja esteettisistä käsityksistä nousevia sisältöjä.</p>		
Kustantaja	Opetus- ja kulttuuriministeriö		
Julkaisun jakaja/myynti	Sähköinen versio: julkaisut.valtioneuvosto.fi Julkaisumyynti: vnjulkaisumyynti.fi		

Presentationsblad

Utgivare	Undervisnings- och kulturministeriet	20.1.2021
Författare	Arbetsgrupp för kulturpolitik, invandrare och om att främja kulturell mångfald	
Publikationens titel	Konst, kultur och ett mångfaldigt Finland Slutrapport av arbetsgrupp för kulturpolitik, invandrare och om att främja kulturell mångfald	
Publikationsseriens namn och nummer	Undervisnings- och kulturministeriets publikationer 2021:5	
Diarienummer	OKM002:00/2020	Tema Kultur
ISBN PDF	978-952-263-884-7	ISSN PDF 1799-0351
URN-adress	http://urn.fi/URN:ISBN:978-952-263-884-7	
Sidantal	47	Språk engelskaw
Nyckelord	kultur, kulturell mångfald, immigranter, konst, likställdhet, mångfald	
Referat	<p>Den internationella migrationen har skapat en större mångfald i Finland. Det har uppstått nya språkgrupper, trossamfund och etniska samfund i vårt land. Denna utveckling innebär en utmaning för den finländska kulturpolitiken, men den erbjuder också många möjligheter för konst- och kulturlivet.</p> <p>Den ökande mångfalden bland befolkningen ska beaktas integrerat i all konst- och kulturpolitisk planering och allt beslutsfattande. Finansieringen av konst ska utvecklas strategiskt med beaktande av den ökande samhällseliga betydelsen av kulturell mångfald. En lyckad integrering innebär att invandrare mer jämlikt kan delta i konst- och kulturlivet.</p> <p>Det är viktigt att se flerspråkighet och mångsidigt kulturellt kunnande som en mänsklig resurs och en fast del av det finländska kulturlivet. I arbetsgemenskaperna inom konst och kultur behövs det en ny slags förståelse för vilken betydelse flerspråkighet och kulturkännedom har.</p> <p>Konst- och kulturorganisationerna ska identifiera diskriminerande strukturer och rekryteringspraxis och erkänna att de förekommer i olika grad inom den egna verksamheten. Inom konst- och kulturorganisationer finns det skäl att utveckla kompetensen i fråga om kulturell mångfald och jämlikhet.</p> <p>Kulturaktörerna ska medvetet göra sin repertoar mångsidigare och framföra innehåll som härrör från olika kulturarv och estetiska uppfattningar.</p>	
Förläggare	Undervisnings- och kulturministeriet	
Distribution/ beställningar	Elektronisk version: julkaisut.valtioneuvosto.fi Beställningar: vnjulkaisumyynti.fi	

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Summary

International migration has made Finland more diverse. In addition to traditional minorities, there are also many immigrants in Finland. New language groups, religious communities and ethnic communities have emerged in our country. While this development challenges the conventions of Finnish cultural policy, it also offers many opportunities for the arts and cultural life.

The increasing diversity of the Finnish population needs to be mainstreamed into the planning and decision-making procedures in arts and cultural policy. Expertise related to cultural diversity, equity and equality should be developed in these organisations. A systematic approach is needed, and evaluating goal achievement is important.

Successful mainstreaming means engaging migrants more equitably into arts and cultural life. Special arrangements for specific population groups and positive discrimination may in some cases promote the achievement of the goals of promoting diversity. Persons with a foreign background, including those who are familiar with or represent other than the Western culture, should be included in the decision-making bodies of art and culture.

The funding of arts needs to be developed strategically, taking into account the growing societal importance of cultural diversity. Demographic changes should be visible and have a cross-cutting impact on funding systems, both in public funding for art actors and discretionary government grants for arts. Development needs should also be addressed when assessing the funding requirements of art and culture in the central government budget. The working group proposes certain targeted measures concerning public funding. It should also be remembered, however, that in many contexts diversity in the field of art and culture can and should also be promoted without significant additional funding; it is often a question of changing practices and procedures.

It is important to see multilingualism and diverse cultural competences as human resources and as an integral part of Finnish cultural life. Multilingualism and knowledge about different cultures play an important role in creative working communities, and we need a new understanding of this role. Arts and cultural organisations must be able

to identify discriminatory structures and recruitment practices and recognise their varying degrees of existence in their own activities. Efforts can then be made to actively eliminate them.

It is important for organisations in the field of art and culture to create preconditions for art and culture professionals with a foreign background that facilitate their work and career advancement in Finland. More opportunities to learn Finnish and Swedish should be provided, networking of professionals should be supported, and other possibilities to improve their knowledge and skills that promote employment should be offered. Language awareness, or understanding of the situations in which Finnish and Swedish are used, as well as the characteristics of language and their significance, should also be improved among art and cultural actors.

In many countries, people with a foreign background use art and cultural services less than the native population. This is the case in Finland as well. The accessibility of art and cultural services is improved by lowering the threshold for participation in the planning, communication and implementation of activities. Easy Finnish and Swedish and clear standard language should be used more in the planning, communication and activities of art and cultural institutions, festivals and cultural events.

Unequal and racialising elements in art and cultural activities should be examined and intervened in systematically. Cultural actors need to consciously diversify their programmes and also foster contents arising from different cultural heritages and aesthetic concepts. One way of reaching this goal could be increasing diversity among the personnel and using diversity agents in programme planning.

More research and other studies, better utilisation of existing information and the development of new information acquisition tools are required to reinforce multilingualism and other cultural diversity in Finnish cultural policy and arts and cultural life. The working group's proposals include a new barometer, which can be used to survey cultural diversity and equality in cultural policy.

The working group proposes that the Ministry of Education and Culture prepare an action plan that incorporates the working group's policy guidelines and proposals for measures and which, by means of concrete actions, will promote cultural diversity in cultural policy and Finnish arts and cultural life from the viewpoint of immigration. To monitor the implementation of the action plan, indicators, studies and analyses should be used as part of the steering and management processes.

Working group's tasks

On 9 January 2020, the Ministry of Education and Culture appointed a Working Group for Cultural Policy, Immigrants and Cultural Diversity to prepare proposals for cultural policy guidelines with the aim of developing the administrative branch in the near future. The term of the working group ran from 9 January to 31 December 2020. For more information on the composition and work of the group, see Appendix 1.

The task of the working group was to prepare proposals for policies and measures by which cultural diversity and immigration are made visible and have an impact in cultural policy in proportion to demographic trends. The working group was also tasked to pay particular attention to using art and culture for strengthening the social inclusion and participation of people with a foreign background and promoting intercultural dialogue with the aim of building interaction and understanding between different population groups.

The working group's proposals were to cover at least the following themes:

- a) the realisation of cultural diversity and multilingualism in creative work and production, artistic and cultural content, and cultural services
- b) opportunities for persons with a foreign background to engage in professional and other artistic and cultural activities and to participate in arts and cultural life as consumers of culture
- c) the role of activities and actors in the field of art and culture in helping immigrants to integrate and promoting interaction between different groups
- d) the realisation of cultural diversity in cultural policy development and decision-making

- e) research and research needs falling within the working group's mandate, as well as the development of monitoring and evaluation procedures and indicators encouraging awareness of diversity in the field of art and culture.

The working group was also tasked to address the need brought up in different contexts by the field of art and culture of moving away from temporary projects on promoting diversity towards a more permanent approach in which diversity is an elemental part of the basic activities. If the working group managed to identify a basic solution that supports this goal, it was also asked to determine if there are situations and needs in which positive discrimination remains necessary as part of promoting cultural diversity, social inclusion and integration.

The working group was to itemise its proposals according to the party responsible for the proposed measures (Ministry of Education and Culture, other ministries, agencies in the field of art and culture, art and cultural institutions, NGOs etc.), and to identify possibilities for cooperation between different actors and administrative branches associated with each theme.

Key concepts

All persons living in Finland should be regarded as Finnish. For the purposes of the working group's task and from the perspective of immigration, however, a classification into population groups with a Finnish and a foreign background is used in this report.

Persons with a Finnish background include all those who have at least one parent born in Finland. **Persons with a foreign background** comprise all those whose both parents, or the only known parent, were born abroad. Similar definitions are also used in the other Nordic countries.

Persons with a Finnish or foreign background may themselves have been born either in Finland or abroad. It is a common practice to also call persons with a foreign background who were born abroad **immigrants**. As a synonym, the concept of a **second-generation** immigrant is used of persons with a foreign background who were born in Finland. If a person's both parents were born abroad, their **background country** is primarily their biological mother's country of birth. If neither parent's country of birth is known, the background country of a person born abroad is their country of birth.

In addition to a foreign or Finnish background, information on the mother tongues of persons living in Finland is recorded in the Finnish population data. Different language groups are also important in terms of art and cultural activities, and Arabic, Spanish and Russian speakers in Finland, for example, come from a number of different countries. Persons who have a language other than Finnish, Swedish or Saami registered as their mother tongue are usually called **foreign-language speakers** in Finland. This term is also used in the present report, even if it has its problems and is increasingly misleading. Especially foreign-language speakers born in Finland, but also many immigrants, are also Finnish or Swedish speakers.

Integration is defined in Finnish legislation (Act 1386/2010) as interactive development of the immigrant and society aimed at providing the immigrant with the knowledge and skills needed in working life and society while supporting their opportunities of preserving their own language and culture. The work aiming to promote the integration of immigrants is often also called integration. Above all, services that promote integration

include guidance and advice offered in the early phase of settling in Finland, initial assessments, integration plans and integration training. The legislation on integration does not apply to asylum seekers, and in their case, the statutory integration process only begins once they have received a residence permit. As a rule, integration services in Finland are available for all those who have immigrated to this country, regardless of the reasons for the migration or the grounds on which the residence permit is granted.

Cultural diversity can be understood both as a concept associated with the structure of society and one linked to the actions of individuals and communities. Finnish society is culturally diverse in the sense that it encompasses different languages, religions and cultures as well as ethnic and national identities. This is often also referred to as multiculturalism. In the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2007), on the other hand, cultural diversity refers to the manifold ways in which the cultures of groups and societies find expression and are passed on within and among groups and societies. Cultural diversity also includes diverse modes of artistic creation, production, dissemination, distribution and enjoyment. This report focuses on cultural diversity that is a result of increased immigration to Finland.

In this report, **cultural policy** is primarily understood as the central government's decision-making, steering and resource allocation related to art and culture, which mainly takes place within the Ministry of Education and Culture and its branch of government. Among other things, cultural policy includes the creation and promotion of art, libraries, the creative economy, cultural heritage, museums, theatres, orchestras and, in addition, many other fields and themes with essential links to arts and culture. The document titled 'Strategy for Cultural Policy 2025 – the Ministry of Education and Culture' notes that key strategic objectives of Finnish cultural policy are creative work and production, inclusion and participation in arts and culture, and the foundation and continuity of culture. Municipalities as well as private foundations and funds are also important cultural policy actors in Finland.

Multilingualism may refer to the linguistic diversity of both society and individuals. Finland is a multilingual society, as several different languages are spoken in this country. Finland has two national languages, Finnish and Swedish, in addition to which the Saami languages (Inari Saami, Skolt Saami and North Saami) have an official status in the Saami Homeland. The term multilingual person may, for instance, refer to a person who speaks at least two languages at a native speaker level. Only one language can be recorded as a person's mother tongue in the Finnish Population Information System.

Easy language is Finnish or Swedish that is easier to understand than standard language. Easy Finnish and Swedish is a form of Finnish or Swedish where the language has been adapted so that it is easier to read and understand in terms of content, vocabulary and

structure. It is targeted at people who have difficulties with reading or understanding standard language.

Racialisation refers to a social process in which persons in a position of power associate presumptions, stereotypes and/or prejudices with an individual or a group because of their skin colour, ethnic background, religion or other similar factor. A person or group experiencing racialisation in society can be described as racialised. Racialisation, or the formation of social races, may take place both in daily interaction and the practices of society's institutions.

A **safer space or event** means creating practices that promote the experienced safety of all those who spend time in a space or participate in an event. In a safer space, everyone has the right to be themselves without fearing discrimination or harassment. The organiser of the space or event is responsible for ensuring that uncomfortable, demeaning or otherwise difficult situations are intervened in and that conflicts are handled appropriately.¹

A person who applies for asylum and the right to reside in a foreign country is an **asylum seeker**. A **refugee** is a foreigner whom a state or the United Nations Refugee Agency UNHCR believes to have justified cause to fear persecution because of their origin, religion, nationality, membership in a certain social group or political opinion. Asylum seekers become refugees if they are granted asylum. In Europe, a person may also be granted subsidiary protection if they are considered to be at risk of a violation of their rights.

The Finnish Non-discrimination Act (1325/2014) recognises direct and indirect **discrimination**. If a person, on the grounds of personal characteristics, is treated less favourably than another person was treated, is treated or would be treated in a comparable situation, this is direct discrimination. If an apparently neutral rule, criterion or practice puts a person at a disadvantage compared with others on the grounds of personal characteristics, this is indirect discrimination. Different treatment is lawful if the rule, criterion or practice has an acceptable objective and the measures to attain the objective are proportionate (the age limits of films, for example). **Equality and non-discrimination** can be promoted both through personnel policy and by developing the organisation's activities and improving service provision (personnel policy and operational non-discrimination).

¹ The concept of a safer space has been highlighted by the Ruskeat tytöt association and the Culture for All Service.

Recognition of qualifications and degrees means a decision on the eligibility that a qualification or degree completed in another country affords to an applicant for a job or a place of study. These decisions are made by the authorities, educational institutions and employers. A decision on recognition of a qualification or degree made by the Finnish National Agency for Education or some other authority may be needed if a person who has obtained a qualification or degree abroad wishes to work in a regulated profession or a position for which a higher education degree of a certain level is required.

Proposals for cross-cutting guidelines

1. In Finnish cultural policy and artistic and cultural life, equity and equality must be ensured not only at the level of principles but also at the level of practice. No one in Finland may be subject to discrimination on the basis of factors such as origin, skin colour, citizenship or nationality, language or religion, or any other reason associated with the person. Apart from direct discriminatory treatment, attention must also be paid to structural and intersectional discrimination and racism.
2. The diverse Finnish cultural heritage has evolved over time in interaction between cultures. A rich artistic and cultural life requires respect for the tangible and intangible cultural heritage and a desire and capacity for renewal, as well as wide-ranging inclusion and participation. Capabilities for recognising diversity should be improved, and dialogue between cultures should be strengthened. Everyone in Finland has the right to their own language and culture, as well as a right to draw diversely on the possibilities offered by art and culture.
3. Education and competence have always been the foundation for the success of the Finnish society. There are people from different countries and cultures living in Finland who create art and use cultural services. All people living in Finland must have the opportunity, as active citizens, to increase their knowledge and skills, to utilise their competence and creativity in their daily lives, and to enjoy diverse cultural offer. Motivation to become an artist or a professional in the cultural sector should be increased and supported.

Proposals for thematic guidelines and measures

Cultural policy

The demographic change caused by international migration affects all parts of Finnish society. The ethnic, linguistic and cultural diversity of society should be mainstreamed in all art and cultural policy planning and decision-making. Positive discrimination and special arrangements are acceptable if they contribute to achieving the objectives. Decision-making systems in art and culture should be developed so that they reflect the altered demographic structures of Finland.

- Persons with a foreign background in decision-making
Actors in the field of art and culture will ensure that persons with a foreign background are heard in all decision-making, especially when decisions concerning them are being prepared, and that they have a genuine opportunity to influence decision-making. Persons with a foreign background, including those who are familiar with or represent other than the Western culture, will be included in the decision-making bodies of art and culture. (Cultural administration of central and local government, art and cultural institutions and organisations)
- Non-discrimination plan
Under the Non-discrimination Act, cultural actors comprising at least 30 persons have an obligation to draw up a non-discrimination plan for their organisation. Other actors in the cultural sector will be encouraged to draw up similar plans, and all actors to systematically assess the implementation of their plans and to promote the realisation of equity in their personnel policy and activities. (Cultural

administration of central and local government, art and cultural institutions and organisations)

- **Diversity and non-discrimination training**
Institutions and organisations in the field of art and culture will include training related to diversity and non-discrimination in their activities or rely on diversity experts in their development work. This will increase the field's awareness of and competence in cultural diversity and help identify differences in the positions of various population groups and the reasons for these differences. (Cultural administration of central and local government, art and cultural institutions, organisations and communities specialising in diversity issues)
- **Culture belongs to everyone**
In strategic planning and development in the field of art and culture – including the cultural heritage strategy under preparation and other similar documents – the principle that culture belongs to everyone and should be equally accessible to all will be identified as one of the starting points. Everyone has the right to enjoy cultural heritage, to participate in enriching it, and to produce and consume art and culture. (Ministry of Education and Culture and municipalities)
- **A tool for cultural diversity and sustainable development**
A tool for developing and evaluating cultural diversity and sustainable development will be devised for the cultural sector. This tool will help art and cultural institutions and organisations update their practices and observe cultural diversity and equity at training events and in practical efforts to develop working life. The design of this tool will draw on the wheel chart of sustainability and intangible cultural heritage developed by the Finnish Heritage Agency and the Arts Promotion Centre Finland. (Cultural administration of central and local government, art and cultural institutions and organisations)

Funding for culture

The central government will support arts with an emphasis on the freedom, diversity and equity of art. Funding for art and culture should be developed strategically, taking into consideration the growing societal importance of cultural diversity and ensuring that diversity is visible and has a cross-cutting impact on funding systems. Other providers of funding for arts and culture are encouraged to take account of the diversity of society in their activities.

- Preparation of the central government budget
The needs to promote diversity and equity should be taken into account when assessing the funding needs of art and culture in central government budgets and making decisions on funding allocations. The implementation of some of this working group's proposals will also require funding allocations. (Ministry of Education and Culture, Ministry of Finance)
- Performance and target guidance and monitoring
Each year, agencies in the administrative branch of culture and national cultural institutions will agree on measures to promote cultural diversity and equity, and on the monitoring of these measures, in performance and target negotiations with the Ministry of Education and Culture. (Ministry of Education and Culture, agencies and national cultural institutions)
- Municipalities' cultural services
When organising cultural and library activities and services in municipalities, the needs of promoting cultural and other diversity and equity will be taken into account. The development tasks of public libraries laid down in the Public Libraries Act and national and regional development tasks set out in the Act on Cultural Activities in Local Government can also be used for this purpose. (Municipalities and the Ministry of Education and Culture)
- Central government transfers to museums and performing arts
The objectives of the new Museums Act include promoting communality, continuity and cultural diversity. The objectives of the new Act on the Promotion of Performing Arts comprise promoting the diversity of arts, cultural diversity, and national and regional availability of performing arts services as well as their ability to reach different population groups. The attainment of these objectives

will be ensured in the implementation of the central government transfers system. All institutions within the scope of the central government transfers system will be encouraged to accept their responsibility for promoting diversity. (Ministry of Education and Culture, art and cultural institutions receiving central government transfers)

- **Discretionary government grants**
Agencies and other organisations (including the Finnish Film Foundation) that distribute discretionary government grants to actors in the field of art and culture will, in consultation with the actors, develop their practices of granting aid, ensuring that cultural diversity and equity are addressed better in the activities of the government grant recipients. (Ministry of Education and Culture, agencies, actors that disburse discretionary government grants, recipients of discretionary government grants)
- **Funding for competence development**
The diversity and intercultural competence of personnel at museums, libraries and other art and cultural institutions will be improved by allocating discretionary government grants to these activities. Development funding allocated to the cultural activities of libraries, museums and municipalities will be targeted at projects which promote cultural diversity, intercultural encounters and the inclusion and participation of all. (Ministry of Education and Culture, municipalities, Finnish Heritage Agency, museums and libraries)
- **Provision of advisory services for different language groups**
The needs of those who do not speak Finnish or Swedish will be addressed in the advisory services of funding systems for arts and culture and calls for proposals. Information will be distributed, and training and information events will be organised, for immigrants and persons belonging to minority groups. (Cultural administration of central and local government, art and cultural institutions and organisations, immigrant and multicultural associations and organisations)

Employment

The employment of art and culture professionals of foreign origin brings new know-how and international networks to Finland. It is important to see multilingualism and diverse cultural competences as human resources and as an integral part of Finnish cultural life. Art and cultural organisations should identify, acknowledge and actively eliminate discriminatory structures and recruitment practices.

- Eligibility requirements and recruitment competence
In addition to formal diplomas, art and cultural institutions and organisations will be encouraged to recognise the qualifications and competence gained through experience of art and culture professionals with a foreign background. The development of institutions' and organisations' recruitment competence will be supported by training and advice. (Ministry of Education and Culture, Finnish National Agency for Education and other cultural administration of central and local government, art and cultural institutions and organisations)
- Specified quotas and anonymous recruitment
When considering their composition, decision-making and expert bodies of art and culture should determine if specified quotas for immigrants or other population groups important in terms of promoting cultural diversity could be used. Cultural actors should also establish if the career development of artists and other cultural professionals with a foreign background and the realisation of equity could be promoted by such means as anonymous recruitments. (Cultural administration of central and local government, art and cultural institutions and organisations)
- Multilingualism and knowledge about different cultures
Multilingualism and knowledge about different cultures will be appreciated in work organisations in the field of art and culture. Finnish and/or Swedish language proficiency will only be applied as a recruitment criterion when this is a statutory requirement or otherwise justified. Employers will understand that art and culture professionals can manage their work successfully even without being native-level speakers of Finnish or Swedish. (Cultural administration of central and local government, art and cultural institutions and organisations)

- **Diversity in expert and managerial positions**
The linguistic and cultural diversity of personnel working in expert and managerial positions in art and cultural organisations will be increased. For example, the new provisions of the Public Libraries Act (1492/2016) on the eligibility of employees should be actively applied in libraries. (Municipalities, art and cultural institutions and organisations, libraries)
- **Advisory services and networking**
More non-discriminatory networking events which promote employment and career development will be organised. Advisory services related to the Finnish system of art and culture will be developed for art and culture experts who have migrated to Finland. (Educational institutions, art and cultural institutions and organisations)
- **Mentor training**
Artists and cultural sector professionals who have lived in Finland for longer will be trained as mentors and providers of professional peer support for newcomers in such areas as networking. Opportunities will be created for art and cultural institutions and other actors to draw on the knowledge and skills of experts by experience. (Universities providing continuing education, liberal adult education, art and cultural institutions and organisations)
- **Recognition of the special characteristics of arts as profession**
Representatives of other administrative branches will be informed of the diverse skills and prerequisites for employment of artists and other cultural sector professionals, and their possibilities of obtaining a residence permit on the basis of their occupation will be improved. (Ministry of Education and Culture, Arts Promotion Centre, organisations in the field of art and culture, Ministry of Economic Affairs and Employment, Ministry of the Interior, Finnish Immigration Service)

Professional development

Artists and cultural professionals who have moved to Finland already have much knowledge and skills when they arrive. However, in order to be able to operate fully and equitably in the Finnish field of art and culture, many of them need to develop their language skills and other competencies. Conditions should be created for improving the knowledge and skills required for work and career advancement in Finland.

- Language training and information about arts and cultural life
More teaching of Finnish and Swedish as well as education about structures and employment opportunities in Finnish arts and cultural life will be provided at educational institutions in the field of art and culture. (Secondary level educational institutions, higher education institutions and liberal adult education)
- Language learning in working life
Artists and cultural professionals who have migrated to Finland will be provided with opportunities to learn Finnish or Swedish or to develop their language proficiency through on-the-job learning. Language awareness, or understanding of the different situations in which language is used as well as the characteristics of language and their significance, will be improved among art and cultural actors. Each language user is also a language teacher. (Field of art and culture)
- Additional and continuing education
General and, where necessary, tailored additional and continuing education, including managerial training, will be offered for artists and cultural sector professionals who have migrated to Finland in order to promote their access to the labour market of art and culture. Creating opportunities for versatile networking within the framework of education will also be important. (Secondary level educational institutions, higher education institutions and liberal adult education)
- Introduction to working life and work experience
Art and cultural institutions and organisations as well as educational institutions will offer immigrants in the integration phase opportunities for work practice and introduction to working life. Those who have come to Finland from abroad to study in the field of art and culture should also be offered access to Finnish working life in the cultural sector. (Field of art and culture)

Cultural services

Art and culture are used to promote the participation and inclusion of immigrants in Finnish society. The accessibility of art and cultural services is improved by lowering the threshold for participation in the planning, communication and implementation of activities. Attention is focused on providing services in languages other than the main ones and improving general language awareness. In integration services for immigrants, particular attention should be paid to the specific features of the art and cultural sector and to the opportunities offered by art and cultural activities.

- Easy language
Easy Finnish and Swedish will be used more in the planning, communication and activities of art and cultural institutions, festivals and cultural events, and competence in the use of easy language and clear general language will be improved. Not only verbal but also visual expression will be used. (Art and cultural institutions, festivals and events, the Finnish Centre for Easy Language and LL-Center)
- Cultural offer in multiple languages
The offer of art and culture in the largest minority languages and, where possible, other languages will be increased. Multilingual events will be organised. Minority groups will be supported in organising their own cultural activities open to everyone, both in the group's own language and in Finnish or Swedish. (Arts Promotion Centre, art and cultural institutions, festivals and events, the audiovisual sector)
- Global cultural heritage in Finland
Understanding of art and cultural traditions outside the sphere of Western art and culture will be strengthened. Performances and works representing global cultural heritage will be included in programme selections. Awareness of the communal and participatory services of museums, libraries and other art and cultural institutions (including Storytelling) will be raised. (Art and cultural institutions, organisations engaged in cultural heritage and museum work)
- Children and young people's cultural pastimes
Cultural activities for children and young people from different linguistic and cultural backgrounds will be promoted as part of

implementing the Finnish model. The aim is to enable every child and young person to have a leisure activity in connection with the school day that they enjoy and one that is free of charge. In the context of the Ministry of Education and Culture's grants for children's culture, measures will be supported that promote the opportunities of all children and young people to foster and bring up their language and culture and their equal opportunities to participate in art and culture. (Ministry of Education and Culture, municipalities, schools, art and cultural organisations and actors)

- **Art and culture in support of integration**
The role of cultural services in promoting cultural and interactive integration will be recognised. Art and cultural education, art therapy, cultural institutions' work aimed at the general public and other operating forms offered by art and culture will be used at all stages of the integration process. (Institutions and actors providing art education, social and health care sector actors, organisers of integration services in central and local government)

- **Art and culture as a resource for integration training**
Awareness will be raised of the tasks and services of public libraries, museums and other art and cultural institutions as part of integration training and other integration measures. Awareness will be raised of the multilingual collections of libraries, the national services of the Multilingual Library, library facilities as forums for civic activities and dialogue that are open for all, and the possibilities of organising diverse events at libraries. (Municipalities, libraries and museums as well as art and cultural sector organisations and actors, organisers of central and local government integration services)

Intercultural dialogue

Art and culture have potential to break down walls separating people, reduce social inequalities and build connections between different people. These opportunities should be exploited more. With the help and agency of art and culture, routes to a more equal and equitable Finland in the future can be planned. Any unequal and racialising elements in the activities should be examined and intervened in systematically.

- Facilities and support for encounters
Facilities and other support will be offered for activities that promote cultural diversity and make local ethnic and cultural diversity visible. Social relations will be strengthened by bringing people speaking different languages and from a variety of backgrounds together to meet and collaborate. (Cultural administration of central and local government, art and cultural institutions and organisations, libraries)
- Encounters and dialogue
The opportunities already offered by libraries, museums, theatres, stages and other art and cultural institutions to generate dialogue and encounters between people with different cultural backgrounds will be utilised. (Art and cultural institutions, multicultural centres and libraries in Finland)
- Safer spaces and events
All visitors and users must be able to experience spaces and events related to art and culture as safe and something that treats them equally and equitably. The safer space operating model will be developed, and it will be introduced as part of the overall development of accessibility and participation in the field of art and culture. (Culture for All Service and other expert organisations in the field, art and cultural institutions and organisations, Arts Promotion Centre/National Council for Diversity in Arts)
- Ending discrimination and racialisation
Institutions and organisations in the field of art and culture will intervene in discriminatory and racialising operating models in their activities, for example concerning stereotyped storytelling and roles. Cultural actors must consciously diversify their programmes and also convey content stemming from different cultural heritages and aesthetic concepts. To support action against racism and

discrimination, guidelines suitable for different sectors will be created as part of the Ministry of Justice's Action plan to combat racism and promote good relations between population groups.
(Central and local government cultural administration, Ministry of Justice, art and cultural institutions and organisations)

Statistics and research

Strengthening multilingualism and other diversity in Finnish cultural policy and arts and cultural life requires research, analysis and indicator data concerning obstacles to the realisation of equity and the attainment of the goals, as well as systematic monitoring and evaluation of practices. More research and studies should be produced, existing data should be put to a better use, and new information acquisition tools should be developed. Both quantitative and qualitative methods should be used in research.

- **Statistical, indicator and monitoring systems**
Research activities in the field of art and culture as well as statistical, indicator and monitoring systems will be developed to enable better and more accurate analyses of how the objectives related to cultural diversity have been attained. (Ministry of Education and Culture, Center for Cultural Policy Research Cupore and other sectoral research in the field of culture, Statistics Finland, Arts Promotion Centre, Finnish Heritage Agency, art information centres and statistical organisations)
- **Diversity Barometer**
A barometer will be developed for monitoring cultural diversity and equity in cultural policy. The barometer survey will be conducted periodically, and its findings will be used in the planning and implementation of actions to strengthen diversity and equity. (Ministry of Education and Culture, Center for Cultural Policy Research Cupore)
- **External evaluations**
Art and cultural institutions will be urged to conduct external evaluations of equality and non-discrimination plan implementation and the promotion of diversity in their activities and to rely on experts who specialise in diversity and equity when drawing up and implementing the plans. (Ministry of Education and Culture, art and cultural institutions)
- **Good practices**
Information will be gathered on good practices in the promotion of diversity and equity. Good practices will be described and modelled, and information on them will be spread in the Finnish field of art and culture and to cultural policy decision-makers. (Ministry of Education and Culture, Arts Promotion Centre, sectoral research)

in the field of culture, Center for Cultural Policy Research Cupore and other research stakeholders, information services of cities and municipalities, NGOs of the field)

- Effectiveness of diversity grants
The effectiveness of the Arts Promotion Centre's grants for promoting cultural diversity and subsidies for promoting cultural diversity and combating racism will be evaluated. (Ministry of Education and Culture, Arts Promotion Centre)
- Participation in arts and cultural life
Designated studies will be completed on the participation of the population with a foreign background in Finnish arts and cultural life as consumers of cultural services and as staff members of art and cultural institutions. More research will be conducted on diversity in the content of cultural services. The possibility of expanding the sample of Statistics Finland's Leisure Survey to produce more detailed data on the population with a foreign background will be investigated. (Ministry of Education and Culture, sectoral research in the field of culture, Center for Cultural Policy Research Centre, other research stakeholders and Statistics Finland)

From the working group's proposals to an action plan

In cooperation with actors in the administrative sector, an action plan will be drawn up by the Ministry of Education and Culture in which the working group's policy guidelines and proposals for measures will be taken into account. Indicators, studies and analyses will be used to monitor the implementation of the action plan as part of steering and management processes in the administrative branch. The field of art and culture and different population groups will be consulted as part of the monitoring.

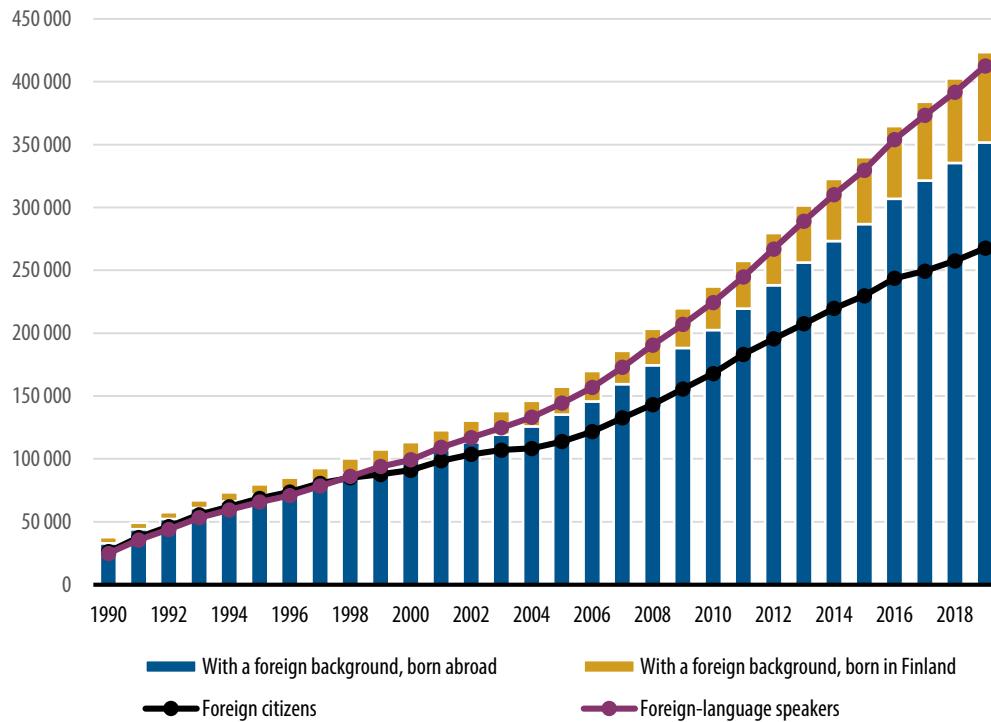
Background for the working group's proposals

Immigration and the composition of minorities in Finland

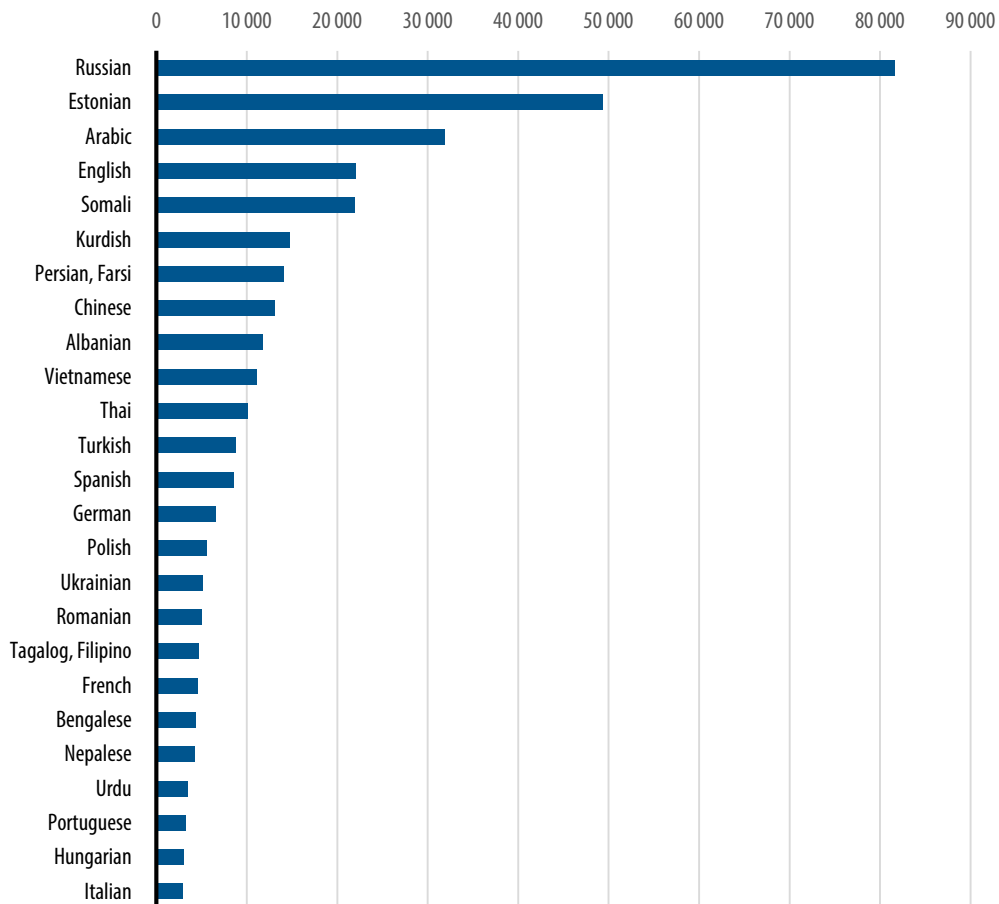
International migration has changed Finland's demographic structures significantly over the last three decades. Figure 1 shows this change broken down by origin, mother tongue and nationality. At the end of 2019, the immigrant population was around 400,000. The number of foreign-language speakers was somewhat lower than this. Some people of foreign birth have registered Finnish or Swedish as their mother tongue, and some Finnish and Swedish speakers in Finland have a foreign background. The number of foreign citizens is the lowest, as most of those who have migrated to Finland acquire Finnish citizenship over time.

While people with a foreign background are found in all parts of Finland, most of them live in the largest cities. Around one out of four foreigners in Finland live in Helsinki, and around one half of this group lives in the Helsinki Metropolitan Area. Most people who have migrated to Finland are in working age, whereas the majority of people with a foreign background who were born in Finland are children and young people. The numbers of men and women are more or less equal, but men or women are a clear majority in some groups categorised by their background countries.

Figure 1. Foreign citizens, foreign-language speakers and those with a foreign background in Finland in 1990–2019. Source: Statistics Finland.

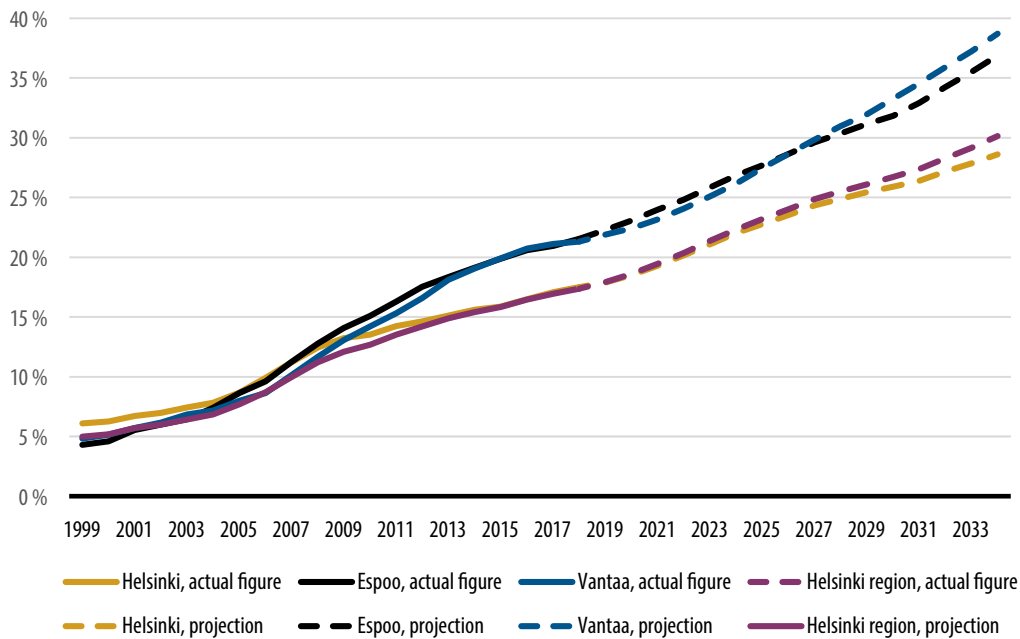


While people have moved to Finland from all parts of the world, the most significant countries of origin have been the Soviet Union, Russia and Estonia. Many of those who have migrated from Sweden are returnees with a Finnish background, and those who have moved from the Soviet Union/Russia include many Ingrian Finnish returnees and their families. Larger numbers of people have additionally moved to Finland from such countries as Iraq, Somalia, Thailand and China. Examined by language, Russian speakers are clearly the largest group with more than 80,000 people at the end of 2018 (Figure 2). In that year, Estonian speakers numbered around 50,000 and Arabic speakers around 30,000. Somali and English speakers accounted for around 20,000 people.

Figure 2. Largest groups of foreign-language speakers in Finland in 2019. Source: Statistics Finland.

The coronavirus pandemic has almost completely suspended international migration. Once the pandemic has died down, however, mobility will presumably resume, and it is likely that Finland will continue to be a country with net immigration. Immigration is thus set to continue, and the share of immigrants in Finnish population will grow further. The proportion of those with a foreign background will certainly increase rapidly in the young age groups over the next few years, especially in the Helsinki Metropolitan Area and other major cities (Figure 3). An increasing share of them will be persons with a foreign background born in Finland, in other words second-generation immigrants. The data of the population projection for foreign-language speakers in Figure 3 are not available for the entire country.

Figure 3. The proportion of foreign-language speakers aged from 20 to 29 of this age group in Helsinki region in 2000–2018 and projection until 2035. Source: Foreign-language population projection in Helsinki region, Statistics Finland data.



Legal basis of cultural rights and equity

Finland has signed and ratified most international and European conventions on cultural rights and the status and rights of immigrants. Universal conventions and declarations include the United Nations Convention on the Elimination of All Forms of Racial Discrimination (1965, ratified by Finland in 1970), the UNESCO Declaration on Race and Racial Prejudice (1978) and the International Covenant on Civil and Political Rights (1966, ratified in 1976). Article 27 of this Convention (ICCPR) notes that in those states in which ethnic, religious or linguistic minorities exist, persons belonging to such minorities shall not be denied the right, in community with the other members of their group, to enjoy their own culture, to profess and practise their own religion, or to use their own language.

The UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005, 2006) was preceded by the Universal Declaration on Cultural Diversity (2001), the aim of which was to preserve cultural diversity as a renewable and changing resource of humanity on the one hand and, on the other hand, to prevent negative segregation and extremism. The objectives of the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions include creating the conditions for

cultures to flourish and to freely interact in a mutually beneficial manner, encouraging dialogue among cultures with a view to ensuring wider and balanced cultural exchanges in the world in favour of intercultural respect and a culture of peace, and fostering interculturality in order to develop cultural interaction in the spirit of building bridges among people.

The first of the UN conventions directly relevant to international migration is the 1951 Convention Relating to the Status of Refugees (ratified by Finland in 1967, the Protocol ratified in 1968). In 1990, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families was adopted; however, few Western countries have ratified it, and neither has Finland. In December 2018, the UN General Assembly adopted the Global Compact for Safe, Orderly and Regular Migration (GCM) to define an approach to migration issues and ways of responding to them that are sustainable and workable for the countries of destination, transit and origin.

From the point of view of cultural rights, the Council of Europe's most important conventions on the rights and freedoms of individuals are the Convention for the Protection of Human Rights and Fundamental Freedoms of 1950 and the European Social Charter of 1961. The European Charter for Regional or Minority Languages (1992) and the Council of Europe's Framework Convention for the Protection of National Minorities (1995) were adopted in the 1990s, and they have been also signed and ratified by Finland. Finland became a member of the Council of Europe in 1989.

While these charters and conventions mainly deal with the rights of so-called traditional minorities and people belonging to them, the Framework Convention for the Protection of National Minorities, for example, encourages the signatories to encourage a spirit of tolerance and intercultural dialogue. States should also take effective measures to promote mutual respect and understanding and cooperation among all persons living in their territory, irrespective of those persons' ethnic, cultural, linguistic or religious identity.

Under Section 6 of the Constitution of Finland (731/1999), everyone is equal before the law, and no one shall, without an acceptable reason, be treated differently from other persons on the ground of sex, age, origin, language, religion, conviction, opinion, health, disability or other reason that concerns his or her person. However, proportionate different treatment, the purpose of which is to promote de facto equality or to prevent or remove disadvantages attributable to discrimination, is permissible under the Non-discrimination Act.

Article 17 of the Constitution deals with linguistic and cultural rights. Under subsection 3, the Saami, as an indigenous people, as well as the Roma and other groups, have the right to maintain and develop their own language and culture. This provision obliges

public authorities to allow and support the development of these groups' languages and cultures. In the rationale of the Act, other groups mainly refer to national and ethnic minorities, such as Jews and Tatars. Rather than being limited to traditional minorities in Finland, however, it also covers other groups that are able to demonstrate a certain degree of permanence and stability. This section lays down a constitutional basis for developing the living conditions of the groups it refers to, respecting their cultural heritage. However, it does not justify deviating from the rules laid down in the Finnish legal order on cultural grounds.

The first Act on the Integration of Immigrants and Reception of Asylum Seekers in Finland (493/1999) was drafted some twenty years ago. In this Act, integration was defined as the personal development of immigrants, aimed at participation in working life and society while preserving their own language and culture. The idea was that this right to their own language and culture would be beneficial not only for those moving to Finland but also for Finnish society. For example, it was believed that immigrant children's good proficiency in their mother tongues helps them learn Finnish or Swedish. The new Act on the Promotion of Immigrant Integration (1386/2010) entered into force in 2011. Integration refers to interactive development of the immigrant and society aimed at providing the immigrant with the knowledge and skills needed in working life and society while supporting their opportunities of preserving their own language and culture.

International development of cultural policy from the perspective of immigration and diversity

Well into the 20th century, most European countries sought to strengthen a uniform national culture, often at the expense of the cultural and other rights of ethnic and cultural minorities. One-directional adaptation and assimilation in the language and culture of the new country of residence were expected of immigrants. In many countries, it was also thought that migrant workers would return to their home countries at some point.

Since the late 1960s, a more tolerant attitude towards cultural diversity and other forms of pluralism have gained ground. Regional or non-regional political and legal solutions seeking to improve the status of minorities were adopted in different parts of Europe. In the 1970s, such countries as Sweden, the United Kingdom and the Netherlands, which had received immigrants on a larger scale, recognised the fact that immigrants would become a permanent part of the population. Better conditions were also created at this time for the realisation of the cultural rights of immigrants and new minorities.

In the UK, a report titled *The Arts Britain Ignores* (1976) highlighted the art and cultural activities of many new ethnic and cultural groups and the poor status of people belonging to these groups in public cultural policy. A number of measures have since been taken to improve the situation. However, the trend of paying more attention to immigration and cultural diversity in national cultural policies of Europe only began in the 1990s. Sweden attempted to persuade art and cultural institutions and organisations to accept their responsibility for the diversification of society particularly in 2006 (*Mångkulturåret* 2006). A year of diversity was organised in Norway with a slightly broader theme in 2008 (*mangfaldsår*).

In all Northern European countries, the primary objective of developing cultural policy that pays more attention to diversity was to increase participation and equity in established arts and cultural life. It was hoped that art and cultural institutions and other actors would be more open to societal change. In practice, however, different special arrangements have been the most visible form of action. For example, separate funding channels and cultural centres have been created for immigrants and those belonging to minority groups. A number of artistic and cultural institutions, either those belonging to different groups or international or multicultural ones, have also been established in different countries, and many of them have also received public support.

The positive attitudes to the cultural rights of immigrants and new minority groups were strongly criticised in the first years of the 21st century. In many countries, neo-nationalist political movements and parties that underline cultural unity and oppose immigration and minority rights have gathered strength. For these reasons, and probably partly because of needs to cut public cultural policy funding, few new initiatives have been seen in recent years to promote diversity and increase equity.

Development of cultural policy in Finland from the perspective of immigration and diversity

The measures necessitated by international migration and the resulting demographic change were taken with a short delay in Finnish cultural policy. The Ministry of Education and Culture's first immigration policies were published in 2003. The cultural needs of minorities were to be addressed better as part of the general systems for supporting culture and arts and the activities of art and cultural institutions. The cultural needs of immigrants were to be met by increasing the appropriations intended for supporting minority cultures. Systems for supporting the activities of professional artists representing ethnic minorities and their organisations were to be developed.

The Ministry of Education and Culture's appropriation for supporting multiculturalism and combating racism has been an important tool for achieving these objectives. The grants have also contributed to the integration of immigrants in Finland through art and culture. In 1995, Helsinki City Library was named a Multilingual Library (formerly the Library for Foreigners) with the support of a separate grant. To promote the accessibility of culture, the Culture for All Service was established in 2003 in connection with the Finnish National Gallery. A cultural diversity advisor, initially referred to as a cultural minority coordinator, works in conjunction with the Service. Since 2013, the Culture for All Service has been maintained by a dedicated association supported by the Ministry of Education and Culture. The Cultura Foundation, whose aim is to develop two-way and multisectoral integration by promoting the participation of Russian speakers in Finnish society primarily by means of culture, dialogue, experimentation and communication, started operating in the same year.

The Arts Council of Finland distributed grants for art projects which promoted multiculturalism in 2009–2012. The purpose of these grants was to improve the opportunities of artists with an immigrant background and representing national minorities to engage in artistic activities and participate equally in Finnish artistic life as well as to support art projects which promote multiculturalism and intercultural interaction in Finland. A special multiculturalism division was established to prepare these decisions. The tasks of some regional artists have also included taking diversity or multiculturalism into account. Since the beginning of 2013, the activities initiated by the Arts Council of Finland have been continued by the Arts Promotion Centre. The disbursement of grants for supporting multiculturalism and combating racism were transferred to the Arts Promotion Centre in 2015. One of the National Arts Councils today is the National Council for Diversity in Arts, which covers the fields of multidisciplinary art and cultural diversity. It makes decisions on grants and awards for artists and groups of artists working in multidisciplinary arts and cultural diversity based on a peer review.

In early 2009, the Ministry of Education and Culture appointed a committee to promote the accessibility of art and culture. In its final report in 2014, the committee proposed a number of measures to promote the maintenance and development of stakeholders' own languages and cultures and the accessibility and diversity of arts and culture. In 2016–2019, three publications of the Ministry of Education and Culture came out, which dealt with bottlenecks in immigrants' education paths and integration and contained proposals for short-term and long-term measures for removing them. These proposals were intended as a response to the strongly increasing asylum seeker numbers of 2015 and growing immigration in general. At that time, the first-phase objective of the administrative branch of culture was to promote interaction between immigrants and Finns, to provide opportunities for immigrants to familiarise themselves with Finnish customs and culture, and to facilitate and accelerate their participation in Finnish society

through art and culture. In 2016, the Ministry prepared a separate action plan titled *Meaningful in Finland*, which specified measures for promoting inclusion and equity as well as for combating hate speech and racism as part of the daily work carried out in the ministry's various administrative branches. At the beginning of 2020, the Ministry of Education and Culture appointed a working group to prepare policy proposals for addressing cultural diversity in cultural policy and the role of art and culture in promoting integration.

In 2017, the Ministry of Education and Culture organised a call for proposals in the fields of education, culture, youth and physical activity to promote the integration of asylum seekers and immigrants in Finnish society. The projects supported encounters between people with different backgrounds and intercultural dialogue in the fields of music, theatre, museum and library activities with a total amount of EUR 0.5 million. In 2018, a similar call for proposals was organised by the Finnish National Agency for Education. In the ministry's call for proposals for experimental and development projects in 2019, the National Gallery of Finland received a discretionary government grant for the Language immersion at the art museum project (*Kielikylpy taidemuseossa*). This joint project implemented by art museums, the aim of which is learning Finnish through art, can be replicated across the country. The project is being implemented in cooperation with the Finnish Centre for Easy Language.

The Ministry of Education and Culture has promoted improved realisation and monitoring of equality and equity in the performance guidance and discretionary government grants of agencies in the field of art and culture. Equity targets for the performance agreement period 2020–2023 have been set for the agencies. The agencies' plans today mainly include targets for both equality and equity, and the monitoring of their attainment. Recipients of discretionary operational grants must promote equality and equity in their activities. When submitting a report on the use of discretionary government grants, the recipients must report on the implementation and monitoring of the equality and non-discrimination plan or on other ways in which equality and equity have been promoted in their activities.

The ministry has also funded studies and projects on gender equality issues and the position of artists with a foreign background in the field of art and culture in an effort to produce a general situational picture and map problem areas as well as to draft proposals for possible solutions. In 2013, the Arts Promotion Centre published a report by Paula Karhunen on immigrant artists and the support systems for arts, and in 2016, a report by Taija Roiha on artists arriving in Finland as refugees and asylum seekers in 2011–2016. The reports and studies produced by the Center for Cultural Policy Research Cupore include the following:

- Maahanmuutto, monikulttuurisuus ja kulttuuripolitiikka: taustatietoja tutkimukselle ja toiminnalle ('Immigration, multiculturalism and cultural policy: Background information for research and activities') (Pasi Saukkonen, 2007). The publication contains an overview of how immigration and the resulting multiculturalism (ethnic and cultural diversity) are manifested in the field of art and culture and the challenges this poses to cultural policy and the operation of art institutions.
- "Tulossa on jotain juttuja": kyselytutkimus pääkaupunkiseudun taide- ja kulttuuritoimijoiden suhteesta maahanmuuttoon ja monikulttuurisuuteen (a survey of the relationship of art and cultural actors in the Helsinki Metropolitan Area with immigration and multiculturalism) (Pasi Saukkonen, Minna Ruusuvirta and Tuula Joronen, 2007). In spring 2007, a survey was sent to 68 central government, municipal or private actors in the field of art and culture in Espoo, Helsinki, Kauniainen and Vantaa. They were asked about how the art institutions, cultural centres and cultural administrations in the Helsinki Metropolitan Area have addressed immigration and the ensuing multiculturalism.
- Kotouttaminen ja kulttuuripolitiikka: tutkimus maahanmuutosta ja monikulttuurisuudesta suomalaisella taiteen ja kulttuurin kentällä ('Integration and cultural policy – A study on immigration and multiculturalism in the Finnish field of art and culture') (Pasi Saukkonen, 2010). The study explored the interfaces between integration, art and culture as well as the way in which immigration and multiculturalism are addressed in Finnish cultural life.
- Multiculturalism and Cultural Policy in Northern Europe (Pasi Saukkonen, 2010). The report analysed minority and multiculturalism policies in Finland, Sweden, Denmark, Norway and the Netherlands and the largest cities in these countries. Special attention was paid to national cultural policy measures aiming to address society's ethnic and cultural diversity in arts and cultural life.
- Avaus – ulkomaalaissyntyisten taide- ja kulttuurialan ammattilaisten asema Suomessa ('Position of art and culture professionals with a foreign background in Finland') (Emmi Lahtinen, Marjo Mäenpää, Sirene Karri and Ari Kurlin Niiniaho, 2020). In 2017–2020, a study was conducted on the position of art and culture professionals

with a foreign background in the Finnish field of art and culture. It additionally examined the practices related to this theme in museums, theatres and orchestras within the scope of the central government transfer system, national art and cultural institutions and, in greater detail, in the Finnish National Museum, Turku City Theatre, Kuopio City Orchestra and the Arts Promotion Centre.

- Cupore has also produced a number of studies and reports relevant to this topic, including on government grants for the cultural activities of communities of persons with disabilities and the promotion of cultural accessibility, gender equality in the field of art and culture, and accessibility as part of the evaluation of basic public services in local government.

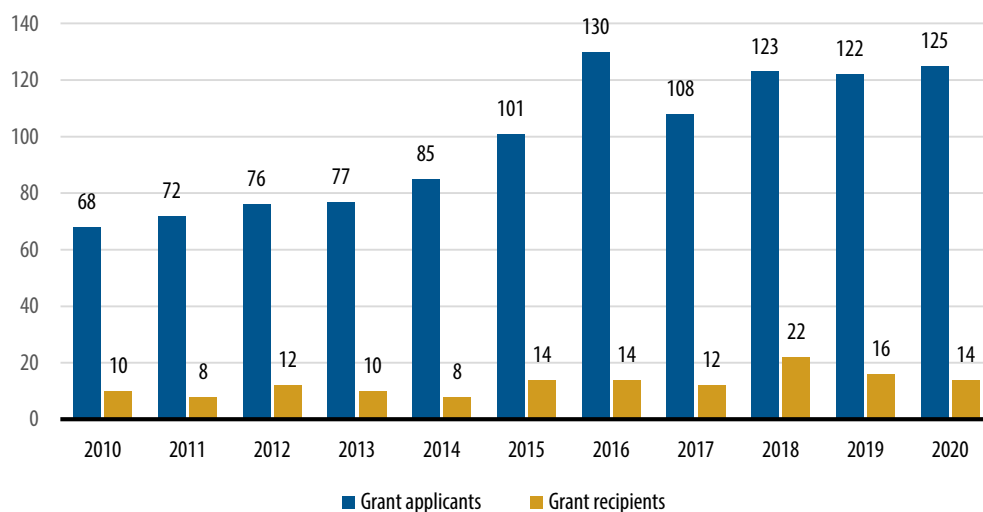
Work targeting the general public which focuses on accessibility and diversity in art and cultural institutions operating within the scope of the central government transfers system and in the so-called free field has been promoted by developing legislation and through discretionary government grants. In the reform of central government grants for performing arts, performance activities targeted at special groups on a significant scale have been included in the criteria for granting increased central government grants covering a certain part of the person-years in these activities. The aim is for these reforms to come into effect at the beginning of January 2022. The ministry has given the Multilingual Library, which operates in connection with the Helsinki City Library, an annual discretionary government grant for acquiring materials for the shared use of all libraries in languages that are rare or have few users in Finland ('immigrant languages'). As proposed in the 2014 report, the ministry has gradually increased the amount of support for easy to read language books. In four years, the support has increased from EUR 70,000 to the current amount of EUR 145,000. The continuity of Culture for All Service as a permanent service has also been secured by an operating grant from the Ministry of Education and Culture, the total sum of which was increased by an amount corresponding approximately to one person-year in 2019.

Information on persons with a foreign background in Finnish art and cultural life

While numerous persons born abroad have been influential in Finnish arts and cultural life at all times, no accurate data on people with a foreign background currently active in Finnish art and culture are available. According to the employment statistics of 2017, there were some 1,150 employed foreign persons in the occupational groups of arts, of whom the overwhelmingly largest proportion had been born abroad. Almost forty per cent of them worked as musicians, singers or composers. The proportion of persons with a foreign background in all employed persons in the field of arts and culture was six per cent. This percentage was slightly higher in the Helsinki Metropolitan Area, which is home to almost sixty per cent of the persons employed in the field of art and culture with a foreign background.

The number of applicants for artists' grants disbursed by the Arts Promotion Centre whose mother tongue is other than Finnish, Swedish or Saami has varied from 68 to 130 between 2010 and 2020 (Figure 4). The lowest number of foreign-language recipients has been eight and the highest 22. The proportion of foreign-language speakers among all applicants and recipients has remained quite stable at around 4% to 5% (in 2019, 5% of applicants and 4% of recipients). In 2020, six of the 14 foreign-language grant recipients were visual artists. The largest language groups have been Russian, English and Spanish speakers. On the other hand, the number of Estonian and Somali speaking applicants for grants has been low, especially in proportion to the size of these population groups.

Figure 4. Foreign-language speaking applicants and recipients of Arts Promotion Centre's grants for artists in 2010–2020. Source: Arts Promotion Centre



Cultural diversity in the field of cultural actors and in the strategies and legislation of the administrative branch of culture

Field of cultural actors

Cultural diversity applies to all actors in the field of culture. As in all cultural policy issues, the central government also has a guiding role in promoting diversity. It is also responsible for drafting the necessary legislation and for allocating and targeting central government funding using the various financial instruments at its disposal (direct budget funding, central government transfers, discretionary government grants). While the central government's cultural policy tasks mainly fall within the remit of the Ministry of Education and Culture, the actions of other ministries may also be relevant to cultural diversity or have an impact on it. In addition to the ministry, such agencies in its sector as the Arts Promotion Centre and the Finnish Heritage Agency, as well as some other actors, participate in implementing the central government's cultural policy.

Art and cultural institutions receiving central government transfers and, to a significant degree, national art and cultural institutions receiving discretionary government grants can also be regarded as having a special duty to promote cultural diversity. The promotion of cultural diversity concerns all municipalities (general responsibilities and tasks of municipalities, the Act on the Cultural Activities in Local Government, the Public Libraries Act, the Basic Art Education Act), although in practice, this obligation differs slightly depending on the population structure in different municipalities. Similarly to the central government, the municipalities are significant funding providers for culture. The extensive field of organisations in the cultural sector and the private sector, including foundations, can promote or realise cultural diversity through their actions.

Ministry of Education and Culture strategy 2030

At the core of the Ministry of Education and Culture Strategy 2030 is education and culture, which is relevant to all activities of the ministry's administrative branch; early childhood education and care, education, science, art, culture, sports and youth work all play an intrinsic role in creating and fostering education and culture and help revitalise society. Education and culture take shape and impact society through skills, creativity, inclusiveness, global and social responsibility, well-being and embracing an international outlook, understanding plurality and caring for others. Education and culture bring meaning to our lives, and a meaningful life boosts our trust in society and leads to a wider, shared sense of confidence.

The Strategy's promise to create opportunities for a meaningful life for all supports and promotes cultural diversity. The strategy describes three impact objectives, their priorities, and the tools for monitoring them. These objectives include better knowledge, skills and competence for all; creative, inquiry-based and responsible action that renews society; and equal opportunities for a meaningful life.

The Strategy aims to ensure the use of a mix of tools for creating, producing and leveraging arts and culture and to protect our diverse cultural heritage. In the administrative branch of culture, the volume of artistic and cultural events, works and productions, the number of people working in cultural occupations and in the arts and culture sector, and their employment opportunities, as well as cultural heritage data sets and their use will be monitored as part of Strategy implementation.

Strategy for Cultural Policy 2025 – Ministry of Education and Culture

The document titled 'Strategy for Cultural Policy 2025 – Ministry of Education and Culture' identifies a change in the operating environment, as a result of which demographic changes are making Finland increasingly diverse. The societal impact of cultural policy is assessed through three strategic target areas: creative work and production, inclusion and participation in culture, and foundations and continuity of culture. The objectives of the Strategy by 2025 include increasing inclusion in arts and culture and reducing differences between population groups in terms of participation, ensuring cultural diversity in creative work and production, and enabling different groups to maintain and develop their own languages and culture in Finland.

As a concrete measure in the next few years, the strategy document notes that the Government will prepare guidelines on how to take into account diversity in cultural policy, including immigrant participation in cultural life and promotion of integration through arts and culture.

Act on the Arts Promotion Centre

Pursuant to the Act on the Arts Promotion Centre (657/2012), the Centre's tasks include promoting art in national and international contexts, promoting culture at the national and international level to the extent that this does not fall within the remit of some other authority, and improving artists' working conditions in Finland and globally.

Before appointing the Central Arts Council, the ministry consults key stakeholders in art and culture. When appointing the Central Arts Council, it must be ensured that the Council's artistic and other expertise is diverse and that linguistic and regional aspects are taken into account. Before appointing national and regional art councils, the Central Arts

Council consults significant stakeholders in the field of arts. When appointing a council, it must be ensured that its artistic and other expertise is diverse and that linguistic and regional aspects are taken into account.

Public Libraries Act

Under the Public Libraries Act (1494/2016), the objectives of the Act include promoting equal opportunities for everyone to access education and culture as well as active citizenship, democracy and freedom of expression. The implementation of these objectives is based on sense of community, pluralism and cultural diversity.

Act on Government Support for the Promotion of Film Culture

The Act on Government Support for the Promotion of Film Culture (1174/2018) states that the objective of the Act is to promote diverse and professional Finnish film production, broad and comprehensive offer and distribution of films, internationalisation of Finnish films and their makers as well as film culture and its development. The starting points for achieving this objective are inclusion, pluralism, cultural diversity and the freedom of art.

Act on the Cultural Activities in Local Government

The Act on Cultural Activities in Local Government (166/2019) lists as its objectives supporting people's opportunities for engaging in creative expression and activity; promoting equal opportunities for all population groups, and further their participation in the culture, arts, and education; strengthening people's health and well-being, as well as their inclusion and community engagement, through cultural and artistic means; and creating conditions through artistic and cultural means for developing both local and regional vitality and for providing creative activities to support them. The implementation of these objectives is based on democracy, residents' needs, equality, sustainable development, cultural diversity and dialogue.

Museums Act

Pursuant to the Museums Act (314/2019), the objective of the Act is to maintain and strengthen individuals' and communities' understanding of and participation in culture, history and the environment, to promote the preservation of cultural and natural heritage and art for future generations, and to promote communality, continuity and cultural diversity as well as education and culture, well-being, equality and democracy.

Act on the Promotion of Performing Arts

The Act on the Promotion of Performing Arts (132/2020) lists as its objectives promoting 1) high-quality and professional performing arts; 2) the population's equal cultural opportunities; 3) well-being, communality and inclusion. The Act also notes that the objective of central government grants for the operating costs of performing art ensembles is to promote the cultural and other diversity of performing arts from artistic viewpoints and to promote the national and regional availability and accessibility of performing art services for different population groups. Pursuant to the Act, the Ministry of Education and Culture may additionally decide that an increased central government grant percentage is disbursed to cover some of the person-years on which the ensemble's grant is based if a significant part of the ensemble's activities comprise touring or visits, performances directed at children, linguistic minorities or special groups, or if there is some other special cultural policy reason related to the ensemble's activities for doing so.

In this Act, performing arts refer to theatre, circus and dance art, music and other live artistic performances given at a certain time.

Act on the Finnish Broadcasting Company

The Finnish Broadcasting Company, which also has tasks related to art and cultural policy, operates in the administrative branch of the Ministry of Transport and Communications. The Act on the Finnish Broadcasting Company (1380/1992) states that the company's programming shall, in particular, support the preservation of Finnish cultural heritage, support tolerance, equal treatment, equality, and cultural diversity, and provide programming for minority and special groups (436/2017). The organisation of the Finnish Broadcasting Company also includes the Finnish Radio Symphony Orchestra.

Appendix 1. Working group's work process

As working group members were appointed Senior Researcher *Pasi Saukkonen*, Helsinki City Executive Office (Chair); cartoon artist *Warda Ahmed*; Art Curator *Ahmed Al-Nawas*; Senior Specialist *Panu Artemjeff*, Ministry of Justice; independent curator and Board Chairperson of Globe Art Point *Ceyda Berk-Söderblom*; Multiculturalism Expert *Ann-Jolin Grüne*, Luckan; Head of Public Programmes *Satu Itkonen*, Ateneum, the National Gallery; Executive Director *Nea Leo*, Art and Culture Professionals' Trade Union TAKU; Planning Officer for Training and Integration *Järvi Lipasti*, Tuglas-seura; Diversity Trainer *Martina Marti*; Counsellor for Cultural Affairs *Esa Pirnes*, Ministry of Education and Culture; Managing Director *Tommi Saarikivi*, Association of Finnish Theatres; Senior Specialist *Johanna Selkee*, Association of Finnish Local and Regional Authorities; Programme Manager *Anna Sidorova*, Cultura Foundation; and Library Services Coordinator *Jaakko Tiinanen*, City of Espoo Library services.

Counsellor for Cultural Affairs *Leena Aaltonen*, Ministry of Education and Culture; Director General *Elina Anttila*, National Museum of Finland; Regional Artist *Maikki Kantola*, Development programme for cultural diversity and mobility, Arts Promotion Centre, Pori branch; Director *Minna Karvonen*, Ministry of Education and Culture; Counsellor for Cultural Affairs *Hanna Koskimies*, Ministry of Education and Culture; Director *Marjo Mäenpää*, Center for Cultural Policy Research Cupore; Senior specialist *Katriina Nousiainen*, Ministry of Justice served as permanent experts supporting the working group. The expert secretaries of the group were Senior Ministerial Adviser, Cultural Affairs *Maija Lummepero* and Senior Ministerial Adviser, Cultural Affairs *Sini Keinonen* from the Ministry of Education and Culture.

The working group held 7 meetings. Due to the coronavirus epidemic, some of these were online meetings. In the early autumn, the working group members also came together in thematic sub-groups. To consult key stakeholders and a wider group of experts, an open online brainstorming event was organised in cooperation with Fountain Park Oy on 8 May–11 June 2020. The online brainstorming event took place in Finnish, Swedish and English. A total of 331 responses were received.

Three thematic workshops were also organised on themes included in the working group's mission. A virtual workshop held on 27 May 2020 focused on the realisation of cultural diversity and multilingualism in creative work and production as well as art and cultural content and services. A second virtual workshop was organised on 8 June 2020 to discuss intercultural encounters and dialogue. The numbers of participants registering for the virtual workshops were 96 (27 May) and 64 (8 June). Fountain Park Oy offered a technical platform and ensured the process control of the event.

A third workshop on professional artists and culture professionals with a foreign background and their employment in the Finnish field of art and culture was held as a physical workshop on 25 August 2020. The event was organised in cooperation with the Culture for All Service. The thematic workshop had two sessions with identical programme, one in the morning and the other in the afternoon. The maximum number of 40 registrations was received for both, and the majority of those who registered also participated in the event. The group discussions were facilitated by so-called diversity agents, personnel members of the Culture for All Service and some working group members. At its fourth meeting on 4 September 2020, the working group consulted the Arts Promotion Centre's National Council for Diversity in Arts, which was represented by the Council Chairperson Minna Henriksson, its members Pauliina Feodoroff, David Kozma, Mazdak Nassir and Timo Tuhkanen, as well as Lea Halttunen, who presents the Council's matters to the Arts Promotion Centre. At its sixth meeting on 30 October 2020, the working group consulted Paula Karhunen, Senior Adviser at the Arts Promotion Centre, and Katri Santtila, Senior Ministerial Adviser, Cultural Affairs from the Ministry of Education and Culture.

Information on the events organised by the working group and the online brainstorming event was disseminated through the Ministry of Education and Culture's communication channels, using social media, websites and also an electronic bulletin on the brainstorming event. The Culture for All Service, Globe Art Point newsletters and the working group members' background organisations also provided valuable assistance in the information activities.

Up-to-date information on the working group's progress, the events and the materials produced was disseminated on the Government's project information site under the working group's title *Cultural policy, Immigrants and Promotion of Cultural Diversity*. A draft presenting the working group's cross-cutting and thematic policy proposals for promoting cultural diversity was available for commenting on the Government's project information site. The working group's efforts were presented at a network meeting of the Association of Finnish Local and Regional Authorities' cultural directors and in a cultural network consisting of leading senior staff members in the City of Helsinki's cultural services.



Opetus- ja kulttuuriministeriö

Undervisnings- och kulturministeriet

Ministry of Education and Culture

Ministère de l'Éducation et de la Culture

ISBN 978-952-263-884-7 (PDF)

ISSN 1799-0351 (PDF)