

International Evaluation of the National Archives Service of Finland

Publications of the Ministry of Education, Finland 2006:5



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Foreword

The purpose of this International Evaluation is to consider the future development of the National Archives Service within the general context of the Finnish Information Society and according to the remit set out by the terms of reference given to the Panel by the Ministry of Education. The Panel has striven to understand the role and current work of the National Archives Service, its strengths, its opportunities and, of course, the great challenges facing it. In particular it has concentrated on the areas that need further development, given the great changes at present taking place in Finnish Society and the global information revolution. Our comparators, in so far as they are relevant, have been world-wide but are derived in particular from the Nordic and northern European countries from which the Panel themselves come.

We would like to thank all those who have assisted us in the evaluation, which has been based on an excellent series of site visits and interviews. These covered not only the work of the National Archives Service but also gave us the chance to seek information from, and obtain the views of, many of its stakeholders, notably within government itself as record creators and as ministries with responsibilities for information and administrative policies. Our discussions with other public authorities, universities, polytechnics, private archives and individual scholarly researchers and genealogists were also very productive. We have received briefings on all the issues identified and have even requested more evaluation documentation, which has invariably been delivered in a helpful and timely way.

We would not have been able to do this wider ranging evaluation without the indefatigable support of the Director-General Jussi Nuorteva and his senior colleagues and the staff themselves at the National Archives Service. In particular we would like to thank Leena Airola as secretary to the National Steering Committee, on which Deputy

Director Raimo Pohjola also serves, and which is chaired by Director Sakari Karjalainen of the Ministry of Education, for their unfailing support of the Panel's work. Leena Airola, who guided us through our schedule of interviews and visits so admirably, deserves special mention.

The abiding mission of the National Archives Service for the country and its people has not changed in its purpose from the period of the earlier Evaluation of 1996, although what it must do to accomplish this is perhaps more difficult than it was ten years ago. Its role as the guardian of national recorded heritage and current records management, the future history of the country, is as every bit as vital today as it was then.

Our views, for which we are solely responsible, are to be seen in support of this nationally important role and we hope that we have reflected faithfully what we have been told, read and observed in our visits to Finland over the past year. We thank you for inviting us to do this Evaluation which has been a valuable exercise for the members of the Panel all of whom have learnt much of use to them in their own work as well.

Sarah Tyacke
(chair)

Eric Ketelaar

John Herstad

David Leitch
(secretary)

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Executive Summary

The recommendations listed here are the major ones that reflect the Panel's understanding of the wider informational, educational, cultural, administrative and governmental issues, to which the National Archives Service (NAS) makes a significant contribution. The detailed arguments for these recommendations, together with additional comments on other aspects of professional activity, are set out in the relevant sections of the main report.

The Vitaly Important Role of NAS in Public Policy

- 1 The Panel was extremely concerned to be told that the National Archives Service is apparently not involved in the formal steering group charged with the development of the government's new IT strategy for 2006. We recommend that this omission should be remedied immediately so that advice from NAS in the Electronic Documents and Records Management (EDRM) field is available now and before systems, which may prove themselves unable to meet the necessary business and long-term preservation needs, are implemented, with a consequent waste of money.
- 2 The Ministry of Finance, together with the Prime Minister's Office, should adopt a phased approach to the introduction of Electronic Document and Records Management systems throughout central government as part of the cross-government IT strategy being developed by the Ministry of Finance and the National Archives Service should

be explicitly tasked with advising and monitoring the progress of Ministries and Agencies in this critical area.

- 3 The Panel recommends that Ministries and Agencies should be encouraged to find savings in the storage of paper records, in conjunction with Senate Properties, which could then be allocated as part of the Government's proposed overarching IT strategy.
- 4 As part of the overall IT strategy part of these same potential efficiency savings should be considered for allocation to the Ministry of Education, so that it can provide the NAS with the additional funding which it will need to carry out its proactive advisory and monitoring role in this area.
- 5 The Ministry of Education, NAS and other memory institutions should take steps to revive the eKAM project and the Digitisation of Cultural Heritage Committee with a view to prioritising the digital content and services the country requires for educational and other purposes.

Legislation and Regulatory Framework

- 6 The Panel considers that the existing framework does not enable the NAS to carry out in full its mission 'to ensure the preservation and availability of records belonging to the national heritage'. In particular, the exemptions relating to the archives of the Ministry for Foreign Affairs and Ministry of Defence from transfer to the National Archives Service should be removed. The Government should look again at the regime for the records of the Lutheran-Evangelical Church with a view to giving NAS oversight of these records.
- 7 An explicit time for the transfers of records of enduring historical value to the NAS should be stipulated in the Act at the earliest opportunity and in any case administratively the decision should be taken that these transfers should take place no later than 25 years after their creation.
- 8 The NAS, while adhering to its mandate to protect the privacy of citizens, should take a more assertive stance with regard to access of personal data. A new access policy, which would do more justice to the culture of openness in Finland, is urgently needed.

The Role of the Provincial Archives at regional level.

- 9 The Panel believes that the policy of regionalising national functions should be taken further, including the concentration of large-scale microfilming work in Mikkeli.
- 10 A reappraisal of the current legal dispositions concerning relations between the NAS and the municipalities should be carried out.
- 11 We recommend for the Director General's consideration that he should use his authority to transfer resources when permanent vacancies arise elsewhere, and also in other situations, as part of an effort to remedy the existing imbalance and meet vital national priorities.

Arrangements for Private Archives

- 12 Some gains in the efficiency and cost-effectiveness of the state-subsidized private archives may be achieved by closer cooperation, combined operations, joint sharing of facilities, and the implementation of a national information network. In accommodation terms, consideration should be given, for example, to sharing buildings or even a merger of the Labour and Trade Unions archives (Työväen Arkisto and Ammattiyhdistysarkisto), both members of the International Association of Labour History (IALHI).
- 13 The NAS should take the lead in elaborating a comprehensive national acquisition policy, covering all institutions throughout the country that collect archives (including audiovisual and data archives).

Records Management and Inspections

- 14 NAS should not only set standards/norms but also give advice and guidance both for the management of paper files and registries and the processing of newly created electronic records. It should adopt a highly proactive approach and work closely with records staff in the ministries.

- 15 The Panel strongly supports the aim of creating a national preservation and service system for electronic material and believe that it should be part of the government's overall IT strategy.
- 16 The Panel supports the proposal to construct and implement an overall inspection plan for the NAS as a whole.

Records Appraisal, Selection and Transfer

- 17 The Panel endorses the target of 15% for the selection of official records for permanent preservation for transfer to the NAS.
- 18 More detailed selection criteria need to be developed so that the NAS becomes more fully capable of reviewing the often technically complex records of modern government and is able to meet the 15% target for the amount of records to be selected.
- 19 As regards those public sector organisations that are allowed by the NAS to preserve their own historical records, the Panel recommends that these arrangements should be placed on a more formal footing, so that public access is assured at the same levels as those of the NAS itself.
- 20 The Panel recommends that the NAS should explore how far the model of 'trusted digital repositories' for the storage of electronic data could be applied in Finland, to accelerate its knowledge and capacity in this field.
- 21 Within the National Archives, responsibilities for all records management, appraisal, selection and transfer (including private archives if this is cost-effective) should be brought together in a single Records Management/Government Archives Services Directorate under a deputy Director-General.
- 22 A change in staff time allocations at the National Archives should be considered by the Director-General to enable those responsible for EDRMS and digital content and services to increase their output in these critical areas.

Public Services

- 23 While pressing ahead with the first phase of the VAKKA project, the NAS should now initiate discussions with other institutions and the representatives of the main user groups on the development of a national archives information network as part of the overall development (see recommendation 5 above).
- 24 In order to progress to the digital content and services environment successfully the NA must be in a position to know the impact of those services on its users and thus should be able to provide precise statistics about the usage of its various web services to inform its policies and implementation plans.
- 25 The NAS should investigate the prospects for working closely with the Helsinki University Library Conservation Centre on large-scale digitisation projects at Mikkeli.
- 26 A wide range of users should be consulted on future digitisation projects, especially the online presentation of digitised data.
- 27 The Panel has concluded that there is an urgent need for an overall national policy on conservation/preservation and digitisation including the priorities of the provincial archives.

Professional Training and Education

- 28 The NAS should consider to what extent its existing training courses should be transferred to, or merged with, university programmes as these develop in the future.
- 29 There is a need for archivists with aspirations to senior management positions to receive general management training.

The National Archives as a Research Organisation

- 30 The Panel supports collaborative proposals along the lines of the Memornet initiative because they draw archives into the mainstream of intellectual life.

Publications and Communications

- 31 A post responsible for all communications, internal and external, should be created in the National Archives to ensure that communications are targeted effectively at all stakeholders.
- 32 There should be a common publications policy for the National Archives, preferably the responsibility of one person, to achieve the necessary coherence.

Planning and Management

- 33 Decisions about performance indicators and budgets and allocations within the NAS should be taken at the same time and a monitoring system should be put in place.
- 34 A high-level Risk Register, which enables NAS to assess on a regular basis the risks to the future of NAS, its resource base, its services in the rapidly changing operating environment and to implement ways for mitigating those risks is needed for the use of the Senior Executive Team.

Cost-effectiveness

- 35 The pricing policy relating to some services, especially those described as commercial, should be re-considered, so that the full cost of running these services may be recovered and the income derived used internally to improve services.

Human Resources

- 36 Staff at the National Archives need to be given better prospects for career development and promotion both within the National Archives Services and in the public administration and cultural organisations of the country
- 37 Staff should be kept informed and given the opportunity to discuss issues on a regular basis. The communications officer (see recommendation 31) should set up an appropriate forum for this purpose.

Implementation of the Recommendations

- 38 An action plan for the implementation of those recommendations that are accepted should be drawn up. A designated official should be appointed as the 'action manager' to supervise implementation under the direction of the Director-General and to report on progress made at the end of set periods.

1 Introduction: Background to the Evaluation

The National Archives in Helsinki and the seven Provincial Archives constitute the National Archives Service of Finland, which is an Agency of the Ministry of Education. The task of the National Archives Service (abbreviated to NAS, as appropriate) is to secure the preservation of official records and private papers as an important part of the national heritage and of the collective national memory. It also promotes the use of archival material for research by academic scholars, family historians and the general public. In order to carry out these fundamental tasks, it has to be actively engaged at all stages of the document life-cycle – from the creation of a record to its final disposal or selection for permanent preservation because of its enduring historical value. This is especially true in relation to the growing number of electronic records. The NAS provides guidance to public bodies and private institutions on how to organise their records and archives.

In 1996 NAS was evaluated for the first time by an international panel, which made wide-ranging recommendations in the areas of legal authority and mission, records management, electronic records, preservation, access, records storage, archival training, and succession planning.¹ Several important developments have taken place since the last evaluation, notably the following:

¹ The National Archives Services of Finland: An Evaluation (April 1996), pp. 30–33.

- NAS has established the SÄHKE project, the aim of which is to define requirements for electronic workflow systems that would make possible the transfer of selected electronic data from these systems to long-term preservation in the NAS
- NAS has proposed the VAPA project, the aim of which is to plan a preservation and informational service (i.e. access) system concerning the electronic records transferred to the National Archives
- Summary descriptions relating to all collections held by NAS should be included in the VAKKA database, which is available on the Internet, by the end of 2007
- A new extension for the Provincial Archives of Mikkeli was completed in 1997, and the Provincial Archives of Jyväskylä moved into a new building in 2000. In the same year the National Archives obtained the Siltavuori building vacated by the Military Archives and a new repository is about to be built in Hämeenlinna
- Archival education and training have been developed in co-operation with the University of Tampere and the Centre for Extension Studies at the University of Turku
- The Board of the National Archives Service has been abolished and the powers of the Director-General increased. The Board has been replaced by an advisory committee including representatives of the main stakeholders and of the staff of NAS²
- Negotiations for the merger of the Military Archives and the National Archives Service are at an advanced stage
- A new personnel strategy for the National Archives was developed in 2004³

The timing of this evaluation in 2005-06 has enabled the panel not only to learn more about the progress made since the first evaluation ten years ago but also to assess how the National Archives Service is facing up to the challenges of the Information Age.

The panel wishes to acknowledge that the findings of the 1996 evaluation have provided an indispensable point of departure for their own work ten years later. Without the earlier evaluation it would undoubtedly have taken the panel much longer to get to grips with some critical issues.

² NAS Annual Report 2004, pp. 5, 57.

³ Raimo Pohjola, Measures taken on account of the evaluation of 1996, Memorandum of 21.10.2005

2 Process of the Evaluation

2.1 Organisation

This evaluation was arranged and funded by the Ministry of Education (see Appendix A). The organisation of the evaluation comprised an international evaluation panel, comprising Mrs Sarah Tyacke (Chair), Professor Eric Ketelaar and Professor John Herstad, with Dr David Leitch acting as Secretary (see Appendix B for full biographies). The Ministry of Education has appointed a Steering Committee, chaired by Director Sakari Karjalainen, to plan, support and follow up the execution of the evaluation. The Steering Committee members are Director-General Jussi Nuorteva (National Archives Service), Deputy Director-General Raimo Pohjola (National Archives Service), Programme Director Katrina Harjuhahto-Madetoja (Prime Minister's Office), Counsellor Katju Holkeri (Ministry of Finance), Senior Research Officer Leena Airola and Senior Adviser Irma Reijonen (Ministry of Education).

Ms Leena Airola organised much of the Panel's work, including the commissioning and distribution of evaluation documents, the organisation of interviews and visits, and assisted by providing the additional material and tables needed for the completion of this evaluation.

2.2 Objectives

As commissioned by the Ministry of Education and detailed in the Terms of Reference (see Appendix A), the purpose of this evaluation is to support further development of the National Archives Service and Finnish information management policies. The evaluation had the following main objectives:

- To assess the National Archives Service's strengths and weaknesses in relation to its mission and its role as the guardian of national recorded heritage and current record management
- To consider the opportunities open to and challenges facing the National Archives Service
- To assess the system of state aid to archives of a private nature

The key issues to be addressed are as follows

- 1 The quality and impact of the National Archives Service's activities
- 2 internal functioning of the National Archives Service, its organization and leadership, services, processes, resource allocation, cost-efficiency
- 3 in addition, the evaluation panel is requested to comment on the adequacy of the archival legislation, on the steering mechanisms and strategic goal-setting of the Ministry of Education, and the role of the National Archives Service as a research organisation and infrastructure.

The Terms of Reference are set out in full at Appendix A.

The Panel has conducted this evaluation in the wider context of the policies of the Government of Finland, including the Productivity Programme, State Information Technology Management, and the Strategy of the Ministry of Education.

2.3 Review Process

The evaluation was carried out by an international Panel of three independent high-level experts in records and archives management at a national and international level – Mrs Sarah Tyacke (Chair), Professor Eric Ketelaar, and Professor John Herstad. Dr David Leitch acted as Secretary. Full biographies can be found at Appendix B.

The review was based on information derived from desk research, interviews and visits. A full list of the evaluation documents that the Panel considered can be found at Appendix C.

The process included a preliminary visit by the Chair of the Panel to Finland (6–8 December 2004 and two visits by all Panel members (25–29 October and 11–16 December 2005). The Panel interviewed a total of 75 people. A full list of interviewees can be found at Appendix D.

3 The National Archives Service in Finland and its Vitally Important Role in Public Policy

3.1 Historical Background

The National Archives are the central archival institution in Finland, whose roots can be traced to the archives of the Imperial Senate, which was the highest domestic authority in Finland during the Russian period. The first archivist was appointed by the Senate in 1817, and the Archives of the Senate were renamed the State Archives of Finland in 1869. The seven Provincial Archives were established between 1927 and 1974⁴. Together they form the National Archives Service of Finland (hereafter abbreviated to NAS).

The holdings of the National Archives contain documents from the Middle Ages to the present time. The oldest document, a letter of protection given by King Birger of Sweden to the women of Carelia, is dated 1316. The archival materials relating to Finland ceded by Sweden after the Peace of Hamina (1809) are in effect the foundation collections of the National Archives.

⁴ Jari Lybeck, The Provincial Archives: Tasks and Trends, Report, 9.12.2005

The first Archives Act was passed in 1939. Today the activities of the National Archives Service are regulated by the 1994 Archives Act (831/94) and Decree on National Archive Service (832/94).

3.2 Current Operations

The following information about the National Archives Service in 2004 provided some of the background to the Panel's work:

- The National Archives Service as a whole held 94,158 linear metres of official records and 15,009 metres of private archives
- There was a total of 79,056 reader visits to the National Archives Service (of which the National Archives in Helsinki accounted for 35,167)
- The National Archives Service processed 17,481 enquiries by the public for official and unofficial purposes, of which the National Archives handled 2,498 and the Provincial Archives of Mikkeli 8,478
- The National Archives Service employed 228.3 staff, of whom 103.7 were based at Helsinki⁵

3.3 Future Strategy

The Panel wishes to compliment the National Archives Service on the publication of its strategy for the period up to 2010⁶. It is admirably comprehensive in its coverage of all the main areas of professional activity and also gives NAS a very clear sense of direction. Most of the recommendations made by the Panel in this evaluation are intended not to question the fundamental strategy, but to help NAS implement it more quickly and effectively. As the evaluation progressed, the Panel became increasingly aware that,

in some respects, the Strategy describes an ideal state of affairs and that the current situation is, as it might be expected, much more challenging.

3.4 The Vitrally Important Role of NAS in Public Policy

The Panel has considered the Strategy in the wider context of public policy, including IT management in government and the wider public sector, the productivity action plans and the various initiatives across government in information and IT strategies that make up the Finnish Information Society programmes.⁷ Part of the purpose of this evaluation is to make the links between the activities of NAS and these government programmes even more explicit, in order to demonstrate why it is essential to enhance the role of NAS in these areas.

The NAS Strategy notes that 'the introduction of electronic case management systems in the private and public sectors profoundly changes prevailing practices in records management and long-term document preservation'.⁸ NAS is well placed to play a full part in developing best practice in information management throughout the public sector, resulting in shared services across government ministries and efficient savings, as well as greater accountability to citizens.

In relation to documents and records management systems, the role of NAS stretches right across all ministries, boards and agencies within central government. It should play an integral part in the administration of government and in this regard should not only set standards or norms and give advice and guidance, both for the management of paper files and registries and the processing of newly created electronic records, but should also be more

⁵ NAS Annual Report 2004, pp. 5, 57.

⁶ Strategy of the National Archives Service 2010

⁷ Panel interviews with Mr Jaakko Kuusela (Productivity Programme Manager, Ministry of Finance), and Ms Leena Honka (State IT Director, Ministry of Finance), 14.12.2005 This is the State IT strategy being formulated by the State IT director Leena Honka from the Ministry of Finance who informed the Panel about the strategy for the period 2005-11. The panel received an account of the Information Society initiative from the Programme Director Katrina Harjuhahto-Madetoja of the Prime minister's Office on 27.10.2005. The Panel also learnt of the Advisory Committee on Information Management in Public Administration (JUHTA) under the auspices of the Ministry of the Interior to promote cooperation between the State and the Municipalities (Web page 26.10.2005).

⁸ Strategy 2010, p.6

pro-active at this critical phase by working in partnership with records management staff at the ministries. NAS has the necessary powers to act in these ways, but often seems unable to do so owing to internal resource constraints and other conflicting priorities. If it were able to carry out this underpinning pan-government role more pro-actively, then it would be in a position to assist government in not wasting resources on electronic systems which then may fail to meet the requirements of current business needs and, where appropriate, long-term preservation.

The Panel was, therefore, extremely concerned to be told that NAS is apparently not involved in the formal steering group charged with the development of the government's new IT strategy for 2006. **We recommend that this omission should be remedied immediately so that advice from NAS in the Electronic Document and Records Management (EDRM) field is available now and before systems, which may prove themselves unable to meet the necessary business and long-term preservation needs, are implemented.** The Panel has learnt of at least one case of a failed system in a major ministry where the fall-back option of a 'print to paper' policy has had to be activated.⁹

The Panel's anxieties were increased when it was noted that in one ministry (the Department of Trade and Industry), it is necessary to print out copies of records relating to European Union matters, even though these records are held digitally by the Prime Minister's Office – this amounts to two filing cabinets a year of paper documents. This is one example of wasteful duplication and of the scope for increased administrative efficiency, leading to savings on storage costs.

The Panel understands that a group of four ministries is now pressing ahead with a common procurement for an EDRM system. Although the requirements of the NAS's SÄHKE project are being taken on board, NAS itself is playing no direct role. This seems to the Panel to increase significantly the risk that the group purchases a system which turns

out not to be fit either for immediate business or long-term preservation purposes.

The Panel, therefore, strongly recommends that the Ministry of Finance, together with the Prime Minister's Office, should adopt a phased approach to the introduction of EDRM system throughout central government as part of the cross-government IT strategy being developed by the Ministry of Finance and that the National Archives Service should be explicitly tasked with advising and monitoring the progress of Ministries and Agencies in this critical area.

The Panel acknowledges that the introduction of EDRM systems across government would entail certain set-up costs, and that in addition existing staff would require re-skilling and training. In the longer run, however, it would be possible to rationalise and streamline the present arrangements for paper registries in central government.

The initial set-up costs of EDRM could be met by identifying savings in the current arrangements for the storage of paper records. The Panel learnt from Senate Properties and the Ministry of Finance that a Facilities Management Plan is currently being considered as part of the overall Productivity Plan. Savings could be made in the following ways:

- Newly created electronic records will gradually replace bulky paper files
- Existing paper records could be moved from central Helsinki and stored in less expensive regional accommodation¹⁰
- Material selected for permanent preservation and to be transferred to the National Archives after 25 years could also be stored outside (central) Helsinki.

The Panel recommends that Ministries and Agencies should be encouraged to find savings in the storage of paper records, in conjunction with Senate Properties, which could then be allocated to the introduction of EDRM systems as part of the Government's overarching IT strategy.

⁹ Panel interview: Manu Herna (Ministry of the Interior), 26.10. 2005

¹⁰ The Panel was shown figures indicating that the cost of archival accommodation in Helsinki is 1.2 euros per linear metre/month, compared with 0.7 euros per month in the provincial archives (on an average). Paper submitted to the Panel 1.12. 2005

The Panel also recommends that some of these potential efficiency savings should be allocated to the Ministry of Education, so that they provide the National Archives Service with the additional funding which it will need to carry out its more proactive advisory and monitoring role in this area.

Clearly, the Government of Finland places great emphasis on its educational strategy. A knowledgeable population with skills in ICT will help Finland withstand increased international competition in the Information Age and in the global market-place. As the Strategy of NAS recognises, ‘along with libraries and museums, the National Archives Service is potentially an important e-service provider of information on Finnish society and cultural heritage’.¹¹ The development of NAS’s online services, in particular digitisation workforce, would make an important contribution to the teaching of the school curriculum and lifelong learning, as well as to academic research.

Digitisation is not a luxury item that can be overlooked in the face of other, apparently more pressing, priorities. Finns will in effect be deprived of full access to their cultural heritage unless the most popular and important material is made available over the Internet. Without major digitisation programmes, the cultural heritage will languish as an under-exploited resource, which can be consulted only by the comparatively small minority who are able and willing to consult the original archives. Digitisation is a tremendous opportunity to open up archives to entirely new online audiences and to enliven the teaching of Finnish history and culture at all levels.

The Panel recommends that progress with NAS’s digital content and e-service plans should be accelerated as rapidly as possible, and that user groups should be consulted on the formulation and implementation of future digitisation programmes.

However, in both of these areas – electronic records management and online services – there are significant gaps between the potential role of NAS and its current activity. In this report the Panel will make recommendations intended to reduce and then to eliminate those gaps.

¹¹ Strategy 2010, p.14

4 Legislative and Regulatory Framework

The mission and methods of the National Archives Service are regulated by the Archives Act (831/1994) and Decree on National Archive Service (832/1994) with subsequent amendments.

The Panel considers that the existing legislative and regulatory framework does not enable the National Archives Service to carry out in full its mission ‘to ensure the preservation and availability of records belonging to the national cultural heritage’.¹² In particular it has the following gaps.

The 1994 Act covers only partially the records of Parliament and its bodies. Only sections 6,7 and 8 (1)–(2) apply to them. This means that appraisal and destruction of their records are *not* subject to the National Archives’ approval and that the National Archives are not entitled to inspect the records and archives management of these bodies.

The records of the President of the Republic fall under a special regime that is, in principle, in accordance with the 1994 Archives Act. Although all public records of the presidency are regularly transferred to National Archives, the Panel were not presented with any convincing argument why the presidential archives should enjoy a special legal status.

¹² Strategy 2010, p.5

S.14 of the Act exempts ‘records created in the administration of foreign affairs and national defence’ from transfer to the National Archives. In practice, however, the Ministry for Foreign Affairs has already transferred the records of embassies and consulates to the Provincial Archives at Joensuu, while it has in principle been determined that, subject to agreement on the financial settlement, the Military Archives (under the Ministry of Defence) should be merged with the National Archives. Since the Ministry for Foreign Affairs and the Ministry of Defence appear in practice increasingly to rely on the professional expertise of the National Archives Service, **we question the expediency of these exemptions, which are more honoured in the breach than the observance, and we recommend that they should be removed.**

Also exempt are the records of the Evangelical-Lutheran Church, to which about 85% of the population belong. According to the Church Code, the Church applies the Act on Openness of Government Activities.¹³ The Church’s records management manual has been developed in consultation with the National Archives Service. However, there is no guarantee that the vital records of the Evangelical-Lutheran Church (including the registers of births, marriages and deaths) are kept in good order by professionally qualified staff and in accordance with generally accepted records management standards.

Evangelical-Lutheran parishes may deposit with the National Archives Service records that are 100 years old. This is, however, not generally practised. While there are currently 549 parishes, the National Archives and the Provincial Archives keep the archives of only 366 parishes, many of which are no longer in existence and therefore not included in the former number. Only some 100 parishes have transferred records of less than 100 years old, in nearly all cases excluding from transfer the population registers of *less* than 100 years. Some parishes, however, seem to be willing to transfer younger records as well as population registers, but the National Archives Service has been reluctant to accept such transfers, because it would

mean an increase in information services (in particular with respect to the population registers extracts, which have to be delivered within two weeks after the request has been made). The Panel, however, believes that an earlier transfer of church records and the ensuing delivery of public services would enhance the societal standing of the NAS, and, moreover, offer a better guarantee for the long-term preservation of these vital records. We therefore recommend a more proactive policy with regard to transfer of church records.

The Panel recommends that these discrepancies in the scope of the Act should be considered and rectified so that these church records should be made subject to the provisions of the 1994 Act and to the oversight of the National Archives Service.

For other public records the Act prescribes transfer to the National Archives Service but does not specify any time by which transfer should take place – this is regulated by the National Archives Service (the former Archives Decree 1012/81 prescribed transfer of records after 50 years as a main rule). We understand that there is a need for flexibility here on the part of both the governmental agencies and the National Archives Service to manage the flow of records over the years but a terminal date is in our view more effective in controlling this flow than the absence of such a terminal date. It allows for a proper programme of arranging, listing and accessioning in both the governmental agencies and the National Archives Service and thus ensures the better protection of the official record of the country. In practice, the National Archives Service usually arranges for the transfer of the archives when they are 40 years old – a period which, in the European context, is rather long. For example, the general retention period in Bulgaria is 10 years, in Estonia and the Netherlands 20 years, and in Denmark, Iceland and the United Kingdom 30 years.

There are significant disadvantages in having transfers take place at such a late stage. Access to secret official documents transferred to an archival institution, is granted more liberally than when

¹³ Eljas Orrman, ‘Legislation Concerning Access to Secrecy of Official Records, Archives and Personal Data in the Nordic Countries’, *Comma*, 2004.1, p.116.

the documents are still kept by the creating agency (section 27 of the Act on Openness of Government Activities).¹⁴

The longer the retention period is, the greater the risk that the creating agency loses interest in records no longer needed for the conduct of current business and there is some emerging evidence that this can lead to a lack of arrangement and/or cataloguing. The risk can be reduced through frequent advisory inspections by NAS. However, this is a resource-intensive activity. In addition, the long length of retentions in ministries and agencies encourages the view that the National Archives Service should not be involved in the earliest stages in records management, a formidable obstacle when electronic records management systems are being introduced. These require the active setting of standards and practical advice from archival and records management experts at the installation stage, to avoid the misuse of funds in procuring an unworkable records management system.

The Panel recommends that an explicit time for the transfers of records of enduring historical value to the National Archives Service should be stipulated in the Act at the earliest opportunity and that in any case that administratively the decision should be taken that these transfers should take place no later than 25 years after their creation.

The Panel's strong preference is that the proposed 25 year transfer rule should be formally enacted in legislation, as this would be by far the most effective way of ensuring that ministries and agencies adhered to it. **In any case the Panel believes that the adoption of a new 25 year rule by administrative action which the Panel believes is possible under current legislation should be enacted now.**

The Panel recognises that the records storage implications of this recommendation are significant and the options are explored in the section on Accommodation at page 37 below.

Although the application of the Personal Data Act 1999 may be considered beyond the scope of the Panel's remit, we are nevertheless concerned that S.18 of this Act allows the data subject to prohibit the processing of his/her data for genealogical research. We consider that this provision may seriously inhibit the healthy development of genealogical and other historical or scientific research in Finland.

According to the Population Information Act (507/1993), information in the automated population information systems becomes part of the public domain when 25 years have passed since the death of the person in question (section 33 a). The same term applies to the popular registers kept by the Lutheran church prior to 1999 (section 43); these registers are open for genealogical and other historical or scientific research.¹⁵ The National Archives Service however, applies Section 27 of the Act on Openness of Government Activities to these records. That section allows access to normally secret documents which have been transferred to an archival institution, provided the person who has gained access undertakes "in writing not to use the document to the detriment or defamation of the person whom it concerns, nor to the detriment or defamation of a person close to him, nor in violation of those other interests protected by the secrecy provision." The Panel believes that this regulation should not be applied to information concerning deceased people, referred to in the Population Information Act. For other records, especially those which are less than 25 years, section 27 of the Act on Openness of Government Activities should take precedence, not only in providing access to archives in the search room, but also in providing access to information on the website of the National Archives Service. The old population registers are freely accessible after 100 years. With respect to bound volumes this is understood as being 100 years since the last entry in the register, which

¹⁴ Section 28 (1) of the Act on the Openness of Government Activities entitles the authority (normally records creator) to grant, when defined conditions exist, permission to use secret records in their custody 'for purposes of scientific research, statistical compilations or the preparation of official plans and studies', whereas section 27 (1) generally allows access 'for research or another approved purpose.'

¹⁵ As was decided in Sulo Järvinen/Valkeakoski church: information provided to the Panel by Johan Ståhl, President of the Genealogical Society of Finland, letter of 12.12.2005.

means that earlier entries may be kept inaccessible for more than 100 years. **We believe that digitization of these registers (and applying technical measures to prevent information less than 100 years old from being accessible) would make it possible to remedy this incongruity.**

We have been informed that some digitised records containing personal information could be made available through public access terminals in the National and Provincial Archives, but not over the Internet because of possible infringement of the Personal Data Act and the Act on Openness of Government Activities. Section 31 and other provisions of the Act on Openness of Government Activities have precedence over the Personal Data Act.¹⁶ One might envisage a web based functionality that restricts access to particular information to those who have subscribed to the undertaking as foreseen in section 31. **The Panel believes that the National Archives Service, while adhering to its mandate to protect the privacy of citizens, should take a more assertive stance with regard to access of personal data. A new access policy, which would do more justice to the culture of openness in Finland in the digital age, is urgently needed.** Otherwise there is little point in continuing the present web service arrangements whereby only those who visit the archives can see the information – this practice is very expensive as well as imposing unjustified restrictions, which are not in line with other EU countries.

The Panel notes the comments made in the 1996 evaluation about other relevant legislation, including copyright law, legal deposit law, the law on the restriction of export of cultural objects, and

the law relating to film archives. It is pleased to note that since the last evaluation the Ministry of Education has drafted a new Act on Legal deposit. However, it is to be regretted that the parliamentary proceedings in relation to this proposed legislation have been postponed. In the Panel's view, the Act would, at least in some respects, have met concerns about the archiving of audio-visual materials by ensuring the preservation of electronically networked material in Helsinki University Library (which is to be renamed the National Library in 2006) and television programmes in the Finnish Film Archives.

¹⁶ Eljas Orrman, 'Legislation Concerning Access to Secrecy of Official Records, Archives and Personal Data in the Nordic Countries', *Comma*, 2004.1, p.126. "Data protection cannot supersede the right of access to public information," according to Ahti Saarenpää, Data Protection: In Pursuit of Information. Some Background to, and Implementation of, Data Protection in Finland, *International Review of Law, Computers & Technology* 11 (1997) p. 47-64, here p. 55. Neither the European 95/46 Directive on Data Protection nor the Finnish Data Protection Act are applicable to deceased people; only indirectly, in cases where sensitive data concerning the dead (e.g. certain medical data) also constitute information about a living person. Before the current Data Protection Act came into force, the Data Protection Board has ruled (in three cases in 1993 and 1999: 37/93, 41/93 and 3/99) that the Personal Data File Act (471/1987) should in principle be applied to data concerning deceased persons. The government's motivation of the draft Personal Data Act states that the current Personal Data File Act has been regarded in practice as applicable to deceased persons. The motivation draws attention to the provisions protecting personal integrity in other legislation, which protection ends after a certain period. Therefore, "it has been considered that there is less need for personal integrity guaranteed by the law on personal registers when information is gathered about persons deceased long ago...the estimation of the time-span of the proposed law may therefore take into account the character of the data which will be processed." (RP 96/1998 rd, p. 36).

5 The Role of the Provincial Archives at the regional level

The National Archives Service has long since anticipated the present policy of regionalisation by setting up seven Provincial Archives. ‘The best way of promoting the goal of regionalisation is the internal division of tasks, wherein national tasks are re-appointed to provincial archives’.¹⁷ The Panel notes some encouraging signs that this policy is already being applied. For example, the Provincial Archives of Mikkeli holds the parish archives of the territories ceded to the Soviet Union between 1940 and 1944, and answers over 70% of all enquiries by the public for official purposes handled by the National Archives Service. It also holds the security microfilms for the whole of the National Archives Service and processes over 90% of all microfilm loans. The Provincial Archives of Joensuu holds the archives of Finnish embassies and consulates and is progressively inputting information about them into the VAKKA database.

The Panel is also very much in favour of the co-operation that is carried through between the Provincial Archives of Jyväskylä and the National Land Survey (NLS) of Finland (Maanmittauslaitos). During the year 2005 the NLS concentrated all material from 11 District Survey Offices, the oldest

¹⁷ Strategy 2010, p.7

being from the 18th and 19th century, to Jyväskylä, where the NLS erected a new building in connection with the Provincial Archives of Jyväskylä. The Provincial Archives provides for the customer services according to an agreement between the NLS and the National Archives Services.

The Provincial Archives of Hämeenlinna will have new building facilities in the beginning of the year 2008 and will house the Provincial Archives. In addition the question has been asked whether this provincial archives can play a role concerning the ministerial archives now administered by the Prime Ministers Office, the Military Archives, and also as a common repository for smaller private archives. The Panel notes this with satisfaction and at the same time believes that the policy of regionalising national functions should be taken further. For example, we recommend elsewhere in this report that digitisation of record series for NAS as a whole should be concentrated in Mikkelä, where the productivity rates that are possible are significantly higher than in the Siltavuori annex in Helsinki – see page 42 below.

The functions of the Provincial Archives have largely remained the same since the first provincial archives was established in 1927 (Hämeenlinna). The functions have always been based on distinctive pieces of legislation. Today they include the Archives Act (831/94) and Decree on the National Archives Service (832/94). According to the Decree the Provincial Archives are district authorities which have the National Archives as their head office, and the National Archives is unequivocally the leader of the National Archives Service.

Although the Director General has the power to allocate resources to and control the activities of the Provincial Archives, each provincial archive has a significant degree of independence in planning and disposal of resources.

A general account of the proposed inspection plan developed in the National Archives Service for 2006, which is at a more strategic level and seeks to be a comprehensive approach for all the archives concerned is given at page 32 below. This strategic approach is much to be welcomed if NAS in the future is to have a nationwide programme of inspections that is systematically implemented.

The Panel noticed that at present a considerable amount of resources of the Provincial Archives are spent on the records management of municipalities. For instance, one third of all inspections (2004: 26 out of 83) are carried out in municipalities. Even more time is spent by Provincial Archives in organizing courses for municipal records managers. However, the municipalities themselves are responsible for their own records. Out of respect for municipal autonomy, central government has refrained from imposing any transfer of local archives to the Provincial Archives in primary legislation. These municipal archives are now about 140 years old and are as valuable as components of the Finnish archival heritage as, for example, the private archives that receive State aid. Local communities would, we believe, benefit from professionally controlled access to and concentration of archival sources for local history. This may be achieved by municipal archival institutions, professionally managed (as currently in cities like Helsinki and Turku), but the majority of municipalities are too small to be able to manage a proper archives service on their own. Another solution would be the establishment of joint archives, shared by a number of municipalities. A third possibility would be transferring municipal archives to Provincial Archives. At any rate, **the Panel recommends a reappraisal of the current legal dispositions concerning the relations between the National Archives Service and the municipalities.**

With regard to current inspections by the Provincial Archives of municipal records and archives management, we noticed very long intervals between inspections, because of lack of manpower in the Provincial Archives. That might be detrimental to continuity in the proper handling of municipal records. Reassessment of the frequency of inspections in municipalities (and the resources involved) is necessary.

This is especially important in light of the impact that the forthcoming reform in local government will have on records management and archives. We learned that the intention of this reform is to reduce the number of municipalities from 430 to about 100. The Panel believes that, if this reform is to be a success, then the National Archives Service must play an active role throughout the country, giving

professional archival guidance and assisting with planning, in relation to records management and archives. The Government must be made aware of the fact that this reform has to include an archives management component, which has to be thoroughly planned, monitored and financed to save the important part of the Finnish cultural heritage that the municipal archives collectively constitute. In Denmark this sort of national planning has just been implemented by the Danish National Archives Service as part of a similar reform, and the Panel would recommend the Danish procedure to be thoroughly studied in due time.¹⁸

The Panel also noted that the injunction provided by the Archives Decree 1012/82 (repealed when the Archives Act 1994 entered into force) is no longer used. Section 26 of that decree authorized the Provincial Archives, in cases where a municipality fails to carry out its duties in archives and records management, 'to request the County Government to initiate the necessary measures'. We recommend that this ultimate sanction should be reinstated, if necessary by amending the Archives Act.

As far as we have observed, there is no coherent preservation or conservation policy or programme when it comes to the archives already in the custody of the provincial archives itself. Conservators and restorers are doing a thoroughly professional job, but we have not encountered any clear prioritization of what has to be done. Also, there is an almost total lack of involvement in digitising activities at the provincial level and no plans for such. The lack of both a conservation programme and a digitisation programme for the provincial archives is therefore all too evident. The Panel has concluded that there is an urgent need for an overall national policy on conservation/preservation and digitisation including the priorities of the provincial archives.

The Panel has noticed that the provincial archives differ considerably in size and resources. For instance the permanent staff varies from 12 in Hämeenlinna to 24 in Mikkeli, and the same variation applies also to the holdings. We understand that the situation of Hämeenlinna will improve when new premises come

into use in 2008. However, we recommend for the Director General's consideration that he should use his authority to transfer resources when permanent vacancies arise elsewhere, and also in other situations, as part of an effort to remedy the existing imbalance and meet vital national priorities.

¹⁸ Nordisk Arkivnyt, 4/2005, p. 177–178.

6 Arrangements for Private Archives

The Panel was very pleased to see the acknowledgement in the NAS strategy that ‘the archives of private individuals, organisations and corporations play an important role in the formation of the overall impression of Finnish history. They complement the documents in public archives and shed light on the background factors behind historical events.’¹⁹

In its terms of reference the Panel was explicitly requested to assess the system of state aid to archives of a private nature.

State aid for archives of a private nature is regulated in a special law (1974). Statutory aid covers 80% of the costs of

- the personnel “considered necessary regarding the nature and size of the archives” the necessary travel costs and daily allowances accrued in the collection of archives
- fire insurance premiums, rent, cleaning, heating etc.
- acquisition, rent and maintenance costs of furniture equipment and accessories required for the collection, preservation and use of the archives.

If, according to the law, an archive has notable scientific importance, it can be granted additional state aid to cover all expenses. The two literary archives SKS and SLS (the Folk Culture Archives and the Archives of History and Literature) get all their operational expenses paid.

The Act on state aid for private archives came into effect over thirty years ago because the government of the day wanted to increase its support to private archives preserving nationally significant material. Under the Act, private archives may be awarded statutory or discretionary state aid. Decisions to accept archives as eligible for statutory aid are made by the government based on advice from the National Archives. Archives that do not receive statutory state aid may nevertheless be granted discretionary state aid. However, since the late 1990s there have not been enough funds to grant discretionary state aid.²⁰

Finance for the private archives is obtained from the item in the state budget relating to ‘lottery and pools funds for the promotion of research’. In 2005 the sum allocated by the Ministry of Education for

¹⁹ Strategy 2010, p.17

²⁰ Marja Pohjola, State Aid for Private Central Archives, Memorandum, 19.9. 2005

this purpose was 3,715,000 euros (4.9% of the total fund).²¹

We were informed that out of a total of 99,5 staff in the 12 private archives, 72,5 were financed by state subsidies. The ratio between total staff and subsidized staff varies considerably: 100% in the Trade Unions' archives (Ammattiyhdistysarkisto), Kansan Arkisto, and Keskustan ja Maaseudun Arkisto KMA, to 75% in the SKS/Kansanrunousarkisto, 72% in ELKA, and 86% in SKS/Kirjallisuusarkisto. Also, the proportion of the budget spent on rent varies considerably among the private archives.

The Finnish system of legal state aid to private archives is an unique feature of the Finnish archival system. The preservation of a body of non-governmental material on the socio-cultural and economic life of Finland, contributes to enrichment of the archival heritage of the nation. Moreover, the active and motivated collecting and reference services of the private archives, and the commitment of interest groups and voluntary workers, entail a level of service which, if provided by a state organization, would probably cost much more.

However, some gains in efficiency and cost-effectiveness of the private archives may be achieved by closer cooperation, joint operations, sharing of facilities, etc. One might further consider one building for (or even a merger of) the Labour and Trade Unions archives (Työväen Arkisto and Ammattiyhdistysarkisto), both member of the International Association of Labour History (IALHI). **We applaud the proposal of the National Archives to investigate these possibilities, in consultation with the private archives. It might be good to involve in these consultations other memory institutions, for instance the National Library, Research Institute for the Languages of Finland, and the Archive of Folklore and Comparative Religion at the University of Turku.**

Special consideration should be given to raising the number of users/visitors, which in some institutions is very small. If the subsidized private

archives would increase their research output, it might be feasible to increase the percentage (4,9 %) of the lottery and pool funds for the promotion of research allocated by the Ministry of Education to state aid for private archives.

Granting, administering, accounting and controlling the state aid to private archives are carried out by the National Archives. Within the National Archives these processes might be streamlined to gain efficiency.

The involvement of the National Archives in the system of state aid to private archives should not preclude an interest in the larger community of archival and other institutions committed to preserving the Finnish documentary heritage. The Finnish Film Archive, the Finnish Jazz and Pop Archive, Finnish Social Science Data Archive – to name just three – should be valued as components of a national archival network. This network should be implicated in the development of an effective national, comprehensive acquisition policy for non-governmental archival material. The 1996 Evaluation report (p. 21) stressed the importance of such a national policy, but regrettably, no such policy has been developed yet. We recommend that the National Archives assume leadership in this domain.

The Panel endorses the conclusions of the evaluators in 1996 that, in relation to the state-subsidized private archives, present legislation and its control of the purse-strings means that NAS 'could enforce good preservation conditions if necessary, that it could stimulate the application of standardized working methods, that it could require the maintenance of professional standards, and that it could promote the development and implementation of a nationwide acquisition policy'.²² We believe that all of these goals remain relevant today and recommend that NAS should pursue them with renewed vigour.

The Panel was especially impressed with the arrangements for business archives which are made by ELKA (the Central Archives for Finnish Business Records), based in Mikkeli and set up in 1981. Many countries do not make adequate provision for business

²¹ Ministry of Education Science Policy Division, Lottery and pools funds allocated to research, 14.12.2005

²² 1996 Evaluation, p7

records, but this is clearly not the case in Finland. In June 2005 ELKA held about 2,700 different archives and 18.5 kilometres of archival material. It is now taking in significant quantities of business records every year (1,200 metres in 2004) but at the same time it is developing clear appraisal principles to deal with these increased volumes.²³ The Centre has successfully compensated for its rather remote location (about 230 kilometres from Helsinki) by developing online access to its collections, and the Panel wishes to encourage further efforts in this direction.

The National Archives Service also acquires a significant amount of private archives, and has very recently drafted guidelines for its own acquisition policy and those of provincial archives.²⁴ Again, the Panel welcomes this positive development. However, **we recommend that the National Archives takes this work a stage further by elaborating a comprehensive, national acquisitions policy, covering all institutions throughout the country which collect archives (including audiovisual and data archives).** The end result should achieve a clarity that would benefit users of archives and the institutions themselves.

²³ Note on State Subsidized Archives in Finland: the Central Finnish Archives for Business Records (ELKA); Appraisal Principles of ELKA, 7.1.2006

²⁴ Eljas Orrman, Guidelines for the Units of the National Archives Service in the Acquisition of Private Archives, Preliminary Draft, 28.10. 2005

7 Programmes for the Management of Paper and Electronic Records

7.1 Records Management in central government

The legislative basis for the National Archives work in records management and in electronic records management is based on the Archives Act (section 11), which authorizes the National Archives Service to issue regulations on materials and methods used in the creation, maintenance and preservation of records, including electronic records and on the Act on Electronic Services and Communication in the Public Sector 2003. (1318/1999, the revised Act 13/2003). Because this latter act regulates the electronic services and communication between public authorities and their customers, its application to records management is limited. The act, however, prescribes (section 21) that an electronic document “must be archived in a manner that allows later verification of its originality and integrity.” The National Archives Service is authorized in section 22 subsection 1 to issue more detailed regulations and guidance “on register entries, other records and archiving *in the context of electronic services and communications*”. However, the Ministry of Finance provides Instructions and recommendations on technical compatibility and information security

(see recommendation on organisational issues across government in this area in **section 3**). The Sähke-requirements for electronic records management systems, issued by the National Archives in 2003, are in line with this provision and the National Archives is to be congratulated on this great and rapid accomplishment with little expert capacity at its disposal.

The *Strategy 2010* states that ‘financial investments in the comprehensive planning and implementation of electronic systems in the public sector have been inadequate in Finland’.²⁵ This corresponds with the Panel’s own findings that initial attempts to introduce EDRMS in at least one key ministry failed, and the fall-back option of a print to paper policy had to be adopted (see section 3 above). In introducing such systems it is not uncommon for the first attempt to be less successful than expected but such experiences should enable a more systematic approach to prevail preferably across government ministries as a whole or, at least, according to common standards including those for EDRMS.

The Panel’s proposed remedy for this is to ensure that the present common approach to IT being developed by the Ministry of Finance and the Prime Minister’s Office should be explicitly extended to cover EDRMS (see section 3). This should be accompanied by a re-organisation and increased capacity to deal with the issues in this initial phase within the National Archives itself and also encompassing records management staff in the Ministries and agencies, to enable the change programme to electronic record keeping to proceed. This is all the more necessary as the National Archives Service has updated the norm on the preservation of electronic records, which came into effect on 1 January 2006. This norm covers the whole records management process from ‘the creation of records to transferring them to the archives and how information systems, which include electronic material which should be preserved permanently, should be handled.’

This good start is, however, only a beginning of a much larger necessary change programme, which the National Archives Service has recognised. It is bringing forward plans for the ‘national preservation and service system for electronic material (VAPA) which should be part of the overall IT strategy as discussed in section 3. The aim of this system is to provide users of electronic material with an easy-to-use electronic service environment, which will make it possible to receive and preserve digital records and to provide an information service from it. Using external experts, the project plan is underway and in 2006 the development of the functional and technical requirements will be defined with an external partner chosen by competitive tendering. For this phase, which is in line with accepted norms for such projects, the National Archives Service has allocated approximately two person years for nine months. The full programme over 2006-10 (people, hardware, software, purchased services) is costed at 165,000 euros in 2006 rising to 1,585,000 euros in 2008, when the hardware goes in, and a further two years of 185,000 euros. This strikes the Panel as an extremely modest sum in relation to the measures that are necessary if the National Archives is to succeed in keeping the public record in its digital form as the Act requires. The technical evaluation of the SÄHKE and VAPA projects are outside this present evaluation but the Panel considers them to be sound from the descriptions provided in interviews and in the evaluation documentation.²⁶

In order for the National Archives to contribute to the Government wide IT strategy in the EDRMS field (SÄHKE) and in the preservation and presentation fields of digital records (VAPA) in the most effective way, the Panel considers that the staff of the National Archives should be more pro-active in the ministries to assist them in this area at this critical juncture. The Panel was told that there is a working group set up at practitioner level to investigate development of records and archives management in the ministries in May 2005 on which the National Archives sits. We now wish to encourage the National Archives to

²⁵ *Strategy 2010*, p. 6.

²⁶ Markus Merenmies, *Archival Requirements in Record Keeping Systems*, Article, 1.9. 2005; Markus Merenmies, *Preservation of Electronic Records*, note of 27.6. 2005; *The national preservation and service system for electronic material (VAPA)*, undated note circulated to the Panel on 30.12. 2005.

take a more proactive lead than at present, as we are concerned to learn that the Ministries rarely see anyone from the National Archives formally to give them practical advice on the ground. We see an opportunity here for the National Archives and the relevant staff from the ministries to combine their particular expertise to deal with the records management issues, especially those relating to digital records. For example the four Ministries involved in the common procurement of an EDRMS system²⁷ are able to utilise their expertise for their collective benefit. This more proactive approach from the National Archives means of course that more resources would need to be deployed from within the NAS as well. This combined practitioner activity would not be the same high level government body as the Steering group envisaged in section 3 but would be expected to contribute solutions at a practical level as required by the Steering Group or in whatever way the Ministry of Finance, the Prime Minister's Office and Ministry of Education decide to proceed.

7.2 Inspection Planning

Within the National Archives Service, the Unit that leads on records management is also responsible for inspections in central government and seeks to guide the inspection activities of the Provincial Archives, as is proposed in the new comprehensive inspection plan being considered by the National Archives Service at present (Dec 2005). The lack of a plan based on explicit principles has hindered the NAS from developing its programmes and we would encourage the NAS to adopt the inspections plan

As we understand it the present objective of inspections is to ensure each agency /municipality is inspected once every ten years. We realise that some inspections are very labour intensive and accept that in the case of some Provincial Archives, in particular Hämeenlinna with 261 such agencies, that it would be difficult

to improve on this although we are assured that the intent is to raise the inspection rate so that the agencies can be inspected every three years or so.²⁸ The new plan does not stipulate a time schedule and the Panel supports the approach resulting in NAS, as a whole, implementing the inspections together in appropriate ways. We particularly commend the idea that the inspection teams will work on specific branches of government so that they become acquainted with the practical workings of that branch and can assist them on the ground and that the National Archives will train the inspection teams. This is increasingly important in the digital age where there are few experts in the National Archives Service itself. The main issue from the Provincial Archives perspective, as we understood it, was that the inspections needed considerable resource and we believe that this should be the subject of further work. However, in principle we consider the new proposal to be sound.

The Panel's only additional observation is that it may not be necessary to inspect all branches or agencies. The NAS can advise on the basis of its knowledge. As an alternative, these branches and agencies might be invited to complete a self-assessment by a certain date each year and the National Archives Service could undertake, unannounced, spot-checks from time to time. This might be as effective as full-scale inspections especially where the risk to the record is not considered to be great. We suggest that the National Archives Service determines where there is the greatest risk to the records, for example in relation to newly created electronic records. These records should be the priorities for inspections and remedial action under the supervision of the National Archives. In this way, the programme would be tailored to the conditions of the records concerned rather than each agency being inspected according to a rota whether they need inspecting or not. This might help in the more judicious use of staff resource without any loss to the undoubted efficacy of the inspection system.

²⁷ The Ministries concerned are the Ministry of Finance, the Prime Minister's Office, Trade and Industry, and Transport and Communications: Panel interview with Manu Herna (Ministry of the Interior) and Päivi Tommila (Ministry of Trade and Industry) on 26.10.2005.

²⁸ Jari Lybeck, Inspections: the case of Hämeenlinna, Memorandum, 2.1.2006.

8 Records Appraisal, Selection and Transfer

8.1 The development of selection criteria

The issue of records appraisal, selection and transfer affects both conventional records and digital records but in different ways although the objectives are the same, namely, to preserve those records worthy of permanent preservation for the country concerned.

The issue of the criteria of appraisal of records including electronic has been on the agenda for some considerable time and the Finnish practice in respect of paper records is well established. It is now based on 1994 Archives Act (831/1994) Section 8, which stipulates that 'the National Archives Service shall determine which records or information therein should be preserved permanently' rather than as in the earlier law (184/1981) which emphasized the selection of records which could be destroyed with the Archives' consent. The change means that the National Archives Service, as in other countries, has to be more proactive to select the records and clearly established criteria are thus even more important. The practical advantage of this change of emphasis is that it is easier to reduce the level of intake of records based on sound criteria than in the previous regime, while selecting the most relevant material in a pragmatic way for the country's

future history writing. Thus the target for selection is now set at 15%, a reduction, so we understand, from the previous obligation on government ministries and this should assist in the planning and storage of records in the National Archives Service during the period 2005-2010 (see below section 9 page 37).

In respect of electronic records, the records management schedules that each public authority must maintain are of great value as they determine what is to be kept and how and what the retention periods are. However, it is for the National Archives Service to determine what should be kept for permanent preservation. These schedules do not themselves include the technical information necessary for the successful selection and preservation and accessibility of the records, which is what the SÄHKE and VAPA projects are only now addressing. This is a critical issue for the whole of government as most of government business is now digital and the digital records are unique and original records, that is to say they are not digital versions of existing paper copies. If this issue is not addressed then the electronic record of the government and for the country will be patchy

at best, and the nation's collective will in consequence be permanently impaired.²⁹

While the Panel acknowledges that the existing criteria used in appraisal are a useful way of determining the significance of the records to be selected and preserved permanently and are within the Finnish tradition, **we believe that more detailed criteria need to be developed urgently so that the National Archives becomes fully capable of reviewing the often technically complex records created by modern government and is able to meet the 15% target for the amount of records to be selected. In the absence of such criteria we remain concerned about the control of electronic records in Ministries and thus the ability to select them for permanent preservation.**

8.2 Transfer and the distributed nature of Finland's archives

This issue needs to be considered from a number of aspects. As we have seen, those archives that are formally within the National Archives Service or subsidised through it from funding by the Ministry of Education form a large part of the archives of the country. But they are not by any means all of the archives. We have discussed the arrangements for church and municipal archives and have made specific comments about them. In addition, there are other distributed arrangements to be considered especially in the light of the digital revolution.

The first is what might be termed the National Archives Service's formal 'permanent preservation centres.' Some of these already exist on varying terms and others might be considered. Apart from ministries and bodies that are by law exempted from the trans-

fer of records to the National Archives Service, the National Archives have (in accordance with section 14 of the Archives Act) allowed in the period 2002–2004 a number of agencies, at national and regional levels, to keep all or part of their archives permanently. These agencies include Regional Environmental Centres, the Geodetic Institute, the National Public Health Institute, the National Land Survey, the Maritime Administration and the Maritime Districts, Statistics Finland, Agrifood Research Finland, National Board of Antiquities, Åbo Akademi University, and Helsinki University of Technology.³⁰ These arrangements are certainly to the benefit of both the creating agency, which has continuing and easy access to its records for current activities, and the National Archives Service, which saves on space and on manpower.

The Panel recommends that these arrangements should be placed on a more formal footing, so that access to the public by means of reading rooms and appropriate Internet or other digital access is assured as it is in the NAS itself. This necessitates, that section 27 of the Act on Openness of Government Activities, which grants public access to secret official documents transferred to an archival institution, is fully applicable to those archives kept permanently by the creating agencies, who are in effect acting as if they were part of the National Archives Service itself by agreeing to act as 'permanent preservation centres'.³¹ The National Archives should monitor public access to these archives.

We propose that this policy should also continue for digital records so that the larger organisations with excellent IT infrastructures and who need to keep digital records for their own business reasons for long periods of time (for example, the Finnish Meteorological Institute) should be formally

²⁹ In 1999 during the Finnish Presidency of the European Union, the National Archives Service hosted a meeting at Tampere, which followed the successful DLM-Forum held in Brussels earlier that year. The subject of the meeting was the principles of appraisal and their application in the electronic environment – European models and concepts. From 1997 the Records Management Unit has been constructing a new Appraisal policy and Manual, which includes the additional requirement for early appraisal of electronic records at the time of their creation according to record schedules.

³⁰ Markku Leppänen, 'List of governmental archives that will not be transferred to the National Archive Service', 14.12. 2005

³¹ See footnote 14 on page 22, where the difference between access to secret documents granted by the creating authority (Section 28 of the Act on Openness of Government Activities) and such access granted by an archival institution (section 27) is explained.

designated as ‘permanent preservation centres; as well subject to the conditions the NAS should stipulate. **The Panel recommends that, as with paper records, these so designated organisations should all have formal agreements with the National Archives Service to preserve the digital record permanently to the standards set by the National Archives Service and that they should be included in the new inspection plan.**

Not all organisations will be able or wish to preserve the digital material permanently, especially when their own business need for the material ceases. The list of approved organisations that can be included in the National Archives Service’s permanent preservation centres should be confined to those that explicitly agree to abide by the regulations for preservation and access as stipulated by the NAS. Each case must therefore be judged by the National Archives on its merits and monitored over time to ensure that the digital record is not lost.

8.3 Other trusted digital repositories

In some cases the National Archives may wish to explore the use of what are known in current archival literature as ‘trusted digital repositories.’ These are other repositories, perhaps to be found in the university sector, which can technically and legally receive digital records selected by the NAS for permanent preservation for the country. Often these records would be best preserved and accessed by professionals (for example, other health workers concerned and public researchers), subject to data protection and other relevant legislation. These repositories are very few and the Panel was only able to visit one on its second visit – the repository facility at Mikkeli Polytechnic. The Panel’s view is that the potential of the digital repository there and its ser-

vices provide an option for dealing with large-scale digital archives in different formats which are already exist in the public sector and need to be preserved permanently or for long periods of time. This should be considered alongside plans for NAS to develop its own in-house Digital Archives.

Other countries have established such centres under their own distributed system – for example, The National Archives ‘places of deposit’ system in the UK where the University of London Computing Centre and the Essex University Data Centre hold large informational datasets of varying kinds that specialist researchers require. These are to be found mostly, but not exclusively, in the university sector. Other countries like Australia also have distributed arrangements with their own national characteristics.

The practical experience of running such a system for digital records is and will be of immense importance to the National Archives Service as it constructs the necessary central government digital repository and access system under the VAPA project as envisaged at present. The use of a trusted repository such as Mikkeli Polytechnic does not mean that the NAS itself does not need to ensure the preservation and long term authenticity of the central government record, which is in the Panel’s view the most significant evidential record of the country’s Archives system. **NAS needs to be at the centre of the digital record activity if it is to fulfil its role under the Act in the future. If it does not itself know how to keep the digital record it can hardly advise other organisations how to do so. Thus it is critical that it moves quickly in this area, as other players are entering the scene and the present well-ordered evidential and culturally secure basis of Finland’s history, as governed by the Archives Act and overseen by NAS, risks dissipation.**

Other National Archives in the EU and regional archives and even some municipalities with hardly any new resource at all³² are addressing these issues in different ways. Some other countries, including

³¹ See footnote 14 on page 20, where the difference between access to secret documents granted by the creating authority (Section 28 of the Act on Openness of Government Activities) and such access granted by an archival institution (section 27) is explained.

³² DLM Forum, Budapest, October 2005 – the case of Rotterdam where the city archives are establishing their own digital archives on a very modest budget. See Klaartje Pompe, Rotterdam, Netherlands, ‘A digital Repository for the Rotterdam Municipal Archives: learning by experience.’ Paper given at the DLM Forum conference, Budapest 16.10.2005.

Sweden, Denmark and now the UK, have already set up digital repositories and are learning the new techniques of digital archiving. While other trusted repositories may be part of the short-term solution to the issue of preservation they may not stay in the archival arena in the longer term, as it is not necessarily the core business of a university to be a digital repository. It therefore remains essential for the long-term security of the public record of government that NAS itself has a sufficient capacity in this field even if other players are able to bear some of the immediate technical and financial burden.

9 Accommodation: Records Storage in the National Archives Service

9.1 Extent of the Problem and Possible Solutions

Even with the distributed archival scene as set out above in the conventional and potentially in the digital world in the future, a great deal of paper records from central government and from all the other agencies still needs to be transferred to the National Archives Service itself. This will be the case whether or not the merger with the Military Archives (43 km.) takes place as envisaged or whether the present Government Records Centre (10 km.) comes under the auspices of the National Archives Service, as has been suggested to the Panel.³³ Both possibilities seem a good idea in principle to the Panel. In the case of the records in the government centre we were told they were already mostly catalogued and would be transferred to the NAS in any case. The Panel, however, would not be in favour of such a new role for the NAS unless the material involved was already in good order or the Ministries concerned were prepared to bring the

material and its cataloguing up to NAS standards. If these two possibilities were to happen, then the Panel would also expect a financial transfer to NAS that would cover the accommodation costs.

At the Panel's first interview with the Director-General, the need for new accommodation for records was presented as the National Archives Service's highest priority. There are a number of variables that need to be taken into account in an assessment of future accommodation needs, including the following:

- The rate of accruals from all creating agencies – at present the policy is to select an average of 15% of material at 40 years for permanent preservation³⁴
- The amount of vacant storage space in the existing accommodation – for example, how much might there be in the newly acquired annex
- Fluctuations in records accessioned per year from 789 metres (1985) to 2,930 metres (2003),³⁵
- Proposed reduction in transfer period to the NAS from 40 years, and in practice sometimes much later

³³ Panel interviews: Leena Vanhanen (Government Archives) and Jaana Kilkki (Military Archives) 26 October 2006.

³⁴ Jussi Nuorteva and Raimo Pohjola, Interview with the Panel, 26.10. 2005; Annual Report 2004, p.56.

³⁵ Eljas Orrman, 'Statistics concerning transfer of records to the National Archives Service', 27 October 2005

than this, to 25 years – see page 22 above

- The rate of additional new space needed has been calculated at 71 kilometres for the National Archives Service as a whole in the period up to 2020.³⁶

Given that the Panel has recommended that Finland reduce its transfer date to 25 years, it might *prima facie* be thought that this would make the position of the storage requirement for the NAS impossible. As a result of discussions and the advice of colleagues in NAS the Panel thinks that there are some options to achieve this reduction, which is critical to the efficacy of the NAS for the reasons set out in section 3 and more specifically in section 4.

In discussion it became apparent that like many other countries, if not all, it is extremely difficult to know exactly how much material the ministries and agencies have as the NAS has to rely on the Ministries and agencies to assess this for them. Therefore even with the results of the *Report of the Grand Enquiry 2000* and subsequent extrapolations from it and from other sources the figures can only be indicative. The Panel is indebted to the work of Markku Leppänen on this matter. It is clear that the total amount of governmental archive that is to be transferred, at 30 linear kilometres per decade, out of a total of 460 linear kilometres created for the period 1961–2000, according to the 40 year transfer rule. If the transfer date is reduced to 25–30 years then the rate of accrual will change. It is the rate of accrual rather than the absolute amount of records in the ministries that really matters because that is the rate which the NAS can control to some extent itself and thus mitigate the implications for storage requirements overtime.

Table: Government archives awaiting transfer to NAS (expressed as linear kilometres) This table is based on the ‘old’ accrual rate, not at the present reduced accrual rate of 15%.

Acquisition date (years)	Until 2010	Until 2020
40	55	90
30	90	120
25	105	135

If the accruals amounts given in the above table are approximately correct then this would mean that at the new repository at Hämeenlinna (capacity 30 kilometres) 90 kilometres of space might be needed by 2010. If however the transfer date was reduced in a phased way, to 35 years in the first instance, and the records from 1961–1970 were transferred immediately, that would amount to approximately 30 linear kilometres which would fill Hämeenlinna directly. If the reduction thereafter to 25–30 years was phased over the next five years until 2010, however, then another new storage building could be built to house an additional 30 kilometres. The Panel understands the present costs of the new repository are 9.2 million euros and is aware that the second building although envisaged has not been agreed.

There are, however, other variables to consider when assessing the costs of this reduction of transfer date. First, the new 15% target for selection as set out in the Strategy. This could be applied retrospectively to the records still in the ministries as they have, after all, not been accessioned by NAS. If the present selection criteria and the new ones proposed to meet the 15% target were developed and implemented this should, the Panel suppose, reduce the amounts to be transferred considerably. On the present figures the amounts to be transferred could reduce mathematically (not probably in reality) therefore to 15% of the totals. This would have the result that, instead of 90 kilometres of space by 2010 only 16 kilometres of storage would be needed. This would mean that instead of three kilometres a year the NAS would take 1.6 kilometres a year.

If we look at what the NAS has actually had transferred to it each year from 1985 until 2004 we may note considerable fluctuations in accruals and that only rarely does it take in more than 1.6 kilometres. If this is the present case then the 15% rate seems not only sensible but possible to implement by NAS and if applied retrospectively would reduce the need for storage although additional staff resources would be needed to do the selection.

The other two variables are the amount of space actually required until 2010 and the amount of space

³⁶ Strategy 2010, p. 31.

that might be available within the NAS as a whole. It would seem sensible to confirm the figures in the Strategy and in the accommodation planning just to ensure that more useable space has not been overlooked before embarking on a second building at Hämeenlinna, if it is decided to reduce the transfer date to 25 years as the panel encourages the government to do.

9.2 Resource and Structural Implications

Two units in the National Archives are at present responsible for all the work relating to records management (paper and electronic), selection and transfer of records and for the developmental work recommended or already in train. The units are the Records Management Unit and the Government Archives Unit, which oversees the transfer of the records to the National Archives. We can see the logic of this division but do not consider it sensible, given the challenges listed above, that the two units should be under separate directors in the future. We recommend that the two units should come under one director who should have the overall responsibility for the Government records and archives of the country both conventional and digital. This would include the work of the Provincial Archives in this area to enable a coherent policy and implementation plan to be developed and carried out. **We strongly recommend therefore that responsibilities for appraisal, selection and transfer should be brought together in a single Records Management/Government Archives Service and have overall responsibility across NAS for these areas.**

The SÄHKE project accounts for 19% of the work of the Records Management Unit, which is also responsible for inspections (very few are actually undertaken in central government) and supervision, expert duties and guidance, education and training, and appraisal. **We were impressed by the dynamism of this unit, which achieves so much from a slender resource base. However we believe that an allocation of eight man-years to this unit is quite insufficient for the range and importance of the tasks that it has to carry out.** The Government Archives unit

also has to spend a great deal of time on other duties in particular Reading Room duties. Out of its total working time, approximately 12% is spent on these duties. It too has 8 person-years allocated to it.

If NAS is to do what it has set itself in its strategy and also to consider implementing the recommendations of this report it will need to utilise not only any additional resource that it may achieve through such projects as VAPA but also to redeploy some existing staff to accomplish these tasks. It will need to call upon the Provincial Archives in respect of inspections and no doubt in respect of the implementation of EDRMS. One inevitable implication is that the reading rooms in the National Archives will have to operate a more efficient rota. This will not be easy and will need a willingness to adapt if the service to readers is not to be compromised. However, in the Panel's opinion the excellent results from the 2005 reader survey indicate that a little less resource in that area should not lead to a lowering of standards, especially if in 2006/2007 there are fewer readers as more digital cataloguing is put on the Internet. The Panel recognises that the remote service will not necessarily reduce the number of readers in the reading room, but sees no option but to make this recommendation if the really critical issues facing the NAS are to be resolutely tackled.

10 Public Services onsite and online

10.1 Researcher and customer service and fee-based service

The basic services of the NAS are publicly funded and mostly free of charge. Fee-based services are provided at confirmed rates that aim at cost-effectiveness. Fee-based services are part of information and customer services.

The information service of the National Archives Service is divided into the following sectors:

- Reading room service
- Inquiry service
- Lending and reproduction service
- Electronic web service to the public
- Library service

The Reading Room Services are in charge of both the main research rooms in Rauhankatu with a total of approximately 163 seats and the research room in the Siltavuori annex with 12 seats. This latter is only used for the consultation of documents stored in Siltavuori. The users cannot make copies here and there is no microfilm or microfiche reader installed. Orders from Siltavuori are delivered by van to Rauhankatu by noon next weekday.

10.2 Inquiry Service

Of all inquiries received by the units of the NAS circa 50% are handled by the Provincial Archives of Mikkeli. Of the inquiries for official purposes, i.e. mainly extracts from parish registers and certificates from court records, 71–77 per cent are yearly provided by that provincial archives. The reason for this is that the Provincial Archives of Mikkeli has in its custody the parish archives, including the parish registers, from the regions ceded to Soviet Union in 1944. The inhabitants of that area left the ceded areas and settled down in other parts of Finland. The evacuated population was registered in their old parishes until 1950 when these parishes were dissolved. For that reason there are parish registers in the repository of Mikkeli until 1950 whereas in the custody of the other provincial archives there are parish registers only older than one hundred years.

In 2004 the total number of inquiries at Mikkeli was 8478. In the same year 2 498 inquiries were dealt with by the National Archives in Helsinki, while the NAS as a whole had 17 481 inquiries. The inquiries to the NA were divided into three different main groups:

Inquiries for official purposes	377 (15.1%)
Other chargeable inquiries	762 (30.5%)
Non-chargeable inquiries	1359 (54.4%)

The Panel has the impression that the customer services of the NAS are of high quality and that customer satisfaction is high. In March 2005 an inquiry on user satisfaction was arranged in the NAS. In the NA some 120 users returned the questionnaire. Although the number of responses received in the user satisfaction survey carried out in the reading rooms of the National Archives in 2005 was not especially high, the Panel acknowledges that the perception of the onsite public services by the regular clientele (over 25% of those polled come to the National Archives daily) is overwhelmingly positive. This perception was reinforced in the course of our interviews with academic scholars and family historians. Only when

it comes to the microfilm readers and the VAKKA database does the inquiry and the Panel's interviews reveal some areas for improvement.

The Panel appreciates the high quality of the user services and also the dedicated attitude of the staff involved. However, the panel has also noticed that the excellent researcher and customer services at the NA require a lot of staff and resources. The Panel also believes that these excellent results are achieved at a very high cost. Our impression is that daily customer services, including the enquiry service, are given top priority at the expense of other already hard-pressed units. We learned from the interviews with Heads of Unit that this was the situation in many areas. For example, the Government Services Unit gives about 20% of its total resource to the Reference Service Unit. The question is whether this service takes too much of the total resources of both the NA and the NAS compared to other crucial functions. **We recommend for the Director-General's consideration a change to the allocation of time to enable those responsible for ERM and Digitisation to increase their output in these areas, which it is absolutely critical in order to ensure the long-term future of the country's archives.**

10.3 Online Services – Catalogue Information

In this area the National Archives has concentrated much of its efforts on the development of the VAKKA archival database and is at present improving the VAKKA-internet application so that searching is better and easier. We understand that 'most of the information on the repository unit level will have been entered by the end of 2007'. However, a commentary on the statistics for inputting, covering the period 2000–2004, states that 'along with the fresh acquisitions there is a huge amount of old archives waiting to be fed into VAKKA'. This could be interpreted to mean that there is a considerable backlog that will be diminished only very gradually. However, the Panel was pleased to note that the performance data supplied for 2005 indicate that many inputting targets at the record creator, fonds

and item level are currently being exceeded.

The Panel was also glad to be told that collection level descriptions for all fonds held by the National and Provincial Archives will be publicly available on VAKKA by the end of 2007 and welcomes this as a first step in making information about the holdings of NAS available over the Internet. VAKKA falls within the scope of the recent report evaluating archival databases in the Nordic countries. The evaluation is quite favourable, but it makes the key point that a new user is unlikely to know that the VAKKA button on the home page is a link to the archival database. However, 'the service is presented in a clear and consistent way. The search and results pages are logical and simple. The help system is very user-friendly'. However, users have to ask themselves whether all records in all archives are registered in this database, and it is not clear whether other records outside the database also exist and are waiting to be entered into the system.³⁷

More user reservations about VAKKA were expressed during the Panel's interview with members of the Advisory Committee. It was contended that the database was old-fashioned in its structure and only helped access to the records to a limited extent. As well as gaps in its coverage, successful use of VAKKA depends on knowledge of the record creators and the administrative hierarchy. It does not provide information about catalogues at item level.³⁸

These doubts about VAKKA are reinforced by the decisions of Helsinki City Archives and ELKA (the business records centre) to use alternative software package for the online presentation of their holdings. It is, therefore, far from proven that VAKKA in itself could provide the basis for a national archives information network, covering all institutions in Finland holding significant amounts of archival material.

The Panel recommends that, while pressing ahead with the completion of the first phase of the VAKKA projects, NAS should now initiate discussions with other institutions and representatives of the main

user groups on the development of a national archives information network.

10.4 Online services – Digitisation

Microfilming and digitising are regular parts of the activity within the NAS. The current microfilming programme has been updated and the organisation of the activity reformed. The National Archives is responsible for the actual microfilming of materials, while copying and lending of microfiches are concentrated at the Provincial Archives of Mikkeli, where the master microfilms are stored as well.

The Panel was impressed by the considerable capacity of the Provincial Archives of Mikkeli in terms of handling and storing microfilms, which is on a much larger scale than the operation in Helsinki. **The Panel recommends that the microfilming work of NAS should be concentrated in Mikkeli so that economies of scale are maximised.**

Another argument in favour of concentrating the microfilming operation in Mikkeli is that this would pave the way for cost effective digitisation, if NAS went into partnership with the Centre for Microfilming and Conservation of Helsinki University Library, which is also based in Mikkeli. The Head of the Centre has produced statistics which show that, through automated procedures, the cost of digitisation per page falls from a little less than 1.2 euros for 1 million pages, to approximately 0.3 euros for 10 million pages.³⁹

The Panel therefore recommends that NAS should proactively investigate the prospects for working together with Helsinki University Library on large-scale digitisation projects. The facility at the Helsinki Annex should be devoted to small-scale microfilming and scanning on demand.

The need for microfilming is still huge in the short term, and the new microfilming program for the NAS

³⁷ Evaluation of VAKKA by Jacob Wisloff contained in Report of 15 December 2005

³⁸ Panel meeting with Advisory Committee, 15 December 2005: evidence of Professor Ilkka Nummela, University of Jyväskylä.

³⁹ Majlis Bremer-Laamanen, Centre for Microfilming and Conservation, Facts and Statistics, 2.1. 2006

seems thoroughly considered. But the need for copying and lending will be significantly reduced when microfilms have been digitised according to the digitising strategy. During the strategy period of 2006–2010 the digitising efforts of the NAS will focus on digitising the directories central to using the archives. In addition the NAS will try to secure additional resources to digitise important parts of the Finnish cultural heritage according to prioritising plans drawn up by Finnish memory institutions. The Panel appreciates the trouble that it has taken to provide it with up to date information about the National Archives' plans for microfilming and digitisation up to 2010.⁴⁰ As things currently stand, however, the overall impact of existing digitisation plans up to 2010 would seem to be rather modest, covering about 200 linear metres (0.18% of the total holdings of NAS).⁴¹

Plans for digitisation need to be viewed in the context of the Ministry of Education's long-term Strategy. This important document notes that 'Knowledge will be an important factor of production. Information work, the knowledge economy and content production are growing fields'. It also includes the ringing declaration that 'education and culture must be within the reach of everyone residing in Finland, regardless of their age, gender, origin, language, state of health or social and financial standing'.⁴² The digitisation of archival material can play an important part in the realisation of this high-level agenda.

In the online era many users, particularly those whose time is short or who live at some distance from the relevant archive service, will wish to have access to digital images of the records themselves. The fact that 73% of all Finns have access to the Internet, added to the potential demand for Finnish sources from abroad, strongly suggests that digital images of records of interest to family historians and academic researchers could be the basis of a popular and heavily used online service.

In particular, it should be possible to digitise records that are important for a full understanding the history of Finland for use in teaching school pupils

in the classroom. The digitisation of such material would be informed by the requirements of the history curriculum. In addition, archives of interest to life-long learners should be identified and made accessible via the Internet.

The availability or otherwise of material online also influences the pattern of academic research. If key records relating to Finland are more difficult to access online than material relating to other research topics, then it is quite possible that the number of researchers engaged in Finnish history and culture may gradually decline.

It should also be emphasised that the experience of other countries indicates that ready access to digital record images of popular interest on the Internet attracts completely new audiences to archives for the first time. This phenomenon has been especially noticeable in the United Kingdom. The Panel is concerned that, unless NAS's digitisation programmes are accelerated, it may miss out on this tremendous opportunity.

All Lutheran parishes have got their archives microfilmed up to the years 1850/1860; some parishes have microfilmed more recent material too (even up to 1960 or 1970). More microfilmed material could be made available, even if the 100 years rule for access (which the Panel is questioning – see above pp. 22-23) is adhered to strictly. Digitising the heavily used microfilms would benefit genealogical research, in Finland and abroad, enormously.

It is also worth noting that a programme of digitisation of archives relating to Finland but kept in other countries (for example, in Sweden and Russia) might make an important contribution to the reconstruction of a complete national memory.

The Panel has been able to glean some information about the participation of NAS in the eKAM project and the Digitisation of Cultural Heritage Committee, appointed by the Ministry of Education, which is a promising forum for digitisation partnership projects by memory institutions. It appears that these initiatives have temporarily lost their impetus.

⁴⁰ Plans supplied by Eljas Orrman, Deputy Director General, 28.10. 2005

⁴¹ Ville Kajanne, Specified Statistics provided for the Evaluation Panel, 1.12. 2005

⁴² Ministry of Education Strategy 2015 (2003:35)

We recommend that the Ministry, NAS, and other memory institutions take steps to regain the necessary momentum.

If the digitisation programme was to be stepped up, the results could be quite remarkable. The launch of the new web site for industrial price lists 1810–1944 by Helsinki University Library in October 2005 resulted in an increase of over 600,000 in the number of pages consulted. In the period between November 2004 and October 2005 the University's digitised resources attracted a total of over 5.7 million 'hits'.⁴³ These are telling indications of the potential popularity of carefully considered digitisation programmes.

The Panel believes that NAS must be in a position to provide similarly precise statistics about the usage of its various web services and recommends that the necessary systems should be installed as quickly as possible.

Crucial to the success of digitisation projects is the quality of the user experience. User groups should be consulted on how the digitised material should be presented on the Internet and the political backing they can give to these projects should not be underestimated. **The Panel recommends that a wide range of users should be consulted on digitisation projects, especially the online presentation of the digitised data.**

⁴³ Majlis Bremer-Laamanen, Centre for Microfilming and Conservation, Facts and Statistics, 2.01.2006

11 Professional training and education

The Finnish approach is to lay great emphasis on the education of archivists including records managers to ensure that the norms and best practice in records management and archives across the country are carried out. In general this seems to be a very good system indeed and the observations of the Panel here should be considered as suggestions for further improvement to an already flourishing system.

The workforce seems to be well-trained and there is a good supply of graduates and post graduates available. Their archival education consists of courses given by the National Archives, which gives its own degrees. There is also a modular continuous professional training course offered by the Centre for Extension Studies of the University of Turku in conjunction with the National Archives and Provincial Archives of Turku on EDRMS for those already employed in the field, as well as some commercial courses available in the same field. The Polytechnic at Mikkeli offers a post-graduate programme for digital archiving and is intending to offer a Masters programme with IT in digital archiving, preservation and EDRMS in 2007. The University of Tampere has started in 2005 with Bachelor's and Master's programmes in information studies including optional studies in archival science

and records management. These programmes would answer the urgent need for education and training in the new skills of information management for archivists both in terms of EDRMS, information legislation and its application, and digital content and preservation skills where there are few experts and even fewer practitioners available. In this domain particularly state-of-the-art education has to be embedded in a robust research environment, as at Tampere. The panel applauds the commitment of the National Archives Service to improve resources for joint research with universities.

In the panel's view there is also a need for some courses on the general management of archives including planning and performance monitoring, project management and implementation, financial, legal and human resources. These should not be provided by the archival community as these are available in general public administration courses or could be available as on the job training for aspiring directors in the administration of the NAS as a career development opportunity. For those who wish to manage archives in the future these general management skills will be necessary if only to ensure that they can understand the common concepts and techniques of public and private sector management

and thus can evaluate the business options and plans being proposed. Such courses or on the job training should be recommended to those who wish to be promoted into the senior ranks as part of the HR strategy (see below section 15, pp. 51-52).

Thus the Panel fully supports the National Archives Service's policy of ensuring that efficient and effective records and archives management is supported by up-to-date and high-quality professional training and education. The National Archives and the Provincial Archives offer an extensive and impressive programme of professional training and education. Annually some 1900 people attend courses totaling 750 to 1000 lecture hours. The costs to the National Archives Service are 3 person years plus the costs of maintaining lecture rooms, equipment etc. Roughly two thirds of these personnel costs are recovered by direct income. We believe, however, that for some courses fees could

be higher and more in conformity with those charged in the educational market and would be of benefit to the NAS.

One fifth of the 3 person years is spent on training for the archive degrees awarded by the National Archives Service. This training cannot be regarded as a mere in-service training, since only 10 out of 30 to 40 participants are NAS staff. **We recommend the NAS to study to what extent this training could be transferred to or merged with university programs and thereby included in the BA-MA system as envisaged by the European ministers of Education (Bologna declaration). The requirements for the higher examination (ylempi arkistotutkinto) include an extensive literature study; we recommend a thorough update of the current list of required reading, much of which seems to be rather out-dated.**

12 The National Archives as a Research Organisation

As described in the previous section, the National Archives supports archival and records management training in a formal way through degree awarding and professionally in its public service provision and of course through its publications. The readers and researchers have all commented favourably upon this aspect of the National Archives.

It also has a role in organising research on the records that are of value to Finnish society and contribute towards revealing the history of the country through the documentary evidence. This it does in conjunction with learned societies and other similar institutions especially in the digital field, through catalogues and digitised images but also in the work of research itself.

We learnt that there is a proposal for a Finnish Graduate School on Society's memory functions (Memornet) which has university, museum library and archives partners. The purpose of this is to strengthen postgraduate research in this area and to assist the institutions that hold the 'memory' collections to understand and involve themselves in this field

of research. There are parallels in the Netherlands and in the UK and the Panel supports this type of collaborative proposal because it draws archives into the mainstream of intellectual life.

More specifically, the National Archives is hosting the research project on Finland, prisoners of war, 1939–55.⁴⁴ This is still a sensitive matter relating not only to the deaths of POWs but also to the handing over of Soviet nationals to Germany and to the enforced repatriation of Soviet prisoners. The project will complete in 2008 and a publications programme is planned. The role of the National Archives is to facilitate this project as part of its research agenda and, providing that additional resources continue to be available the Panel applauds this initiative, which makes archives relevant to society and to its understanding of its own past.

⁴⁴ Panel interview with Lars Westerlund, 14 December 2005

13 Publications and Communications: policies and practice

As in a number of other areas the strategies for these two areas of work, which the panel confirms are very important to the mission of the National Archives are still under development. We trust that these strategies will be completed and that clear responsibilities for the work will be determined as soon as possible.

In essence the communications activities are as much as could be expected given the resource and importance devoted to them. The Panel wonders however how effective the activities are in engaging the stakeholders and the Finnish public at large. How many people know where the National Archives is and what it does? How many new customers are attracted by these activities? We are confident that such events as the Night of Sciences and the Nordic Archives Day must engage some of the stakeholders and the public and we endorse this type of activity. But we are convinced that a more strategic approach is necessary and that a post for all communications internal and external should be created to ensure that the overall communications activities are targeted at all the stakeholders including staff, appropriately and effectively. For example, internally there might be an e-newsletter written by staff for their colleagues and a similar one for the external stakeholders telling them what is going on as distinct from just discovering

information by going to the website. We would see this as part of the overall communications role as well as dealing with the media and the general public to increase the visibility of the National Archives and what it does for the country.

The communications role is not of course the only way by which the National Archives has traditionally reached its audiences especially those engaged in research and the panel is mindful of the importance of publications by the National Archives in the historical and archival fields as a research organisation itself in these two areas. As such we support the view that there should be a common publications policy for the National Archives, preferably the responsibility of one person, to achieve the coherence necessary to avoid wasting the limited expert resources of the National Archives. The post-holder would be responsible for all aspects in consultation with the experts concerned and with the Finance Department to ensure that where possible the volumes produced are cost effective either by sales or more probably by partnership or contracts with external publishers.

14 Planning and management

14.1 Planning, Performance and Risk Management

If a strategy is to be pursued effectively, then its objectives have to be translated into a number of precise targets. The performance agreement between the Ministry of Education and the National Archives Service⁴⁵ contains some SMART⁴⁶ targets but it is sometimes not altogether clear how and why these targets have been chosen and how they relate to the indicators for each performance area. Agreement of a plan is meaningless unless it is accompanied by resource allocations. We recommend that this area of management be the responsibility of a Senior Executive Team chaired by the Director-General meeting briefly, but regularly, to take decisions.

The Panel recommends that decisions about the performance indicators and the budgets are taken together at the same time and that there is a system of monitoring to the top team of the NAS quarterly to enable the Senior Executive Team to consider progress and where there are still budgetary or other resource constraints on getting things done.

In the course of the Evaluation the Panel were aware that supporting strategies are being developed to enable NAS to carry out its mission more explicitly than in the past. We were unable to discuss all the strategies with colleagues but we did discuss the Inspection programme, some elements of the Appraisal and Disposal programme, and the Human Resources programme. Other elements of programmes were at a very early stage but we did obtain staff's views on Publications and Communications, for example, which was very helpful. We were also given the advice of the Trade Unions and Staff Associations. We can confirm that all the supporting strategies envisaged are necessary for the NAS as a whole. This is not to imply that there is any problem with the work colleagues in the NAS are doing which is very professional (e.g. in conservation) but that it is necessary for good management to have a strategy, supporting work plans, an implementation plan and then a monitoring system in all the main areas of activity, which the Senior Executive Team consider regularly so that they can take action as and when needed.

⁴⁵ Agreement of 19.12.2003.

⁴⁶ Specific, Measurable, Achievable, Realistic and Time-bound

On the planning front there is also a need for a high-level 'risk register' that informs the Senior Executive Team about major issues which could have an adverse effect on the strategy and the business at all levels, and which the Team should consider regularly. It is not just a protection plan or a business recovery plan, important those these are, but addresses such matters as the reputation of the organisation in the event of a theft or some other calamity, the departure of critical staff, the re-organisation of government, the introduction of new working methods and other issues which might have a bearing on the organisation. In the light of these the Senior Executive Team should consider how to mitigate the problems that might arise and plan to minimise them as far as possible. While the Panel realises that NAS is in process of 'cascading' the strategy and planning process through NAS to individual staff performance agreements the Panel think that some issues will need addressing in any case and have indicated these in earlier sections of this report.

14.2 Cost-effectiveness

The mechanisms for controlling costs seem well established in the National Archives and the statistics concerning outputs, productivity and cost effectiveness sensible. The Panel has some concerns that the amount of time apparently devoted to administration which amounts to some 30% of total working time in the National Archives Service.⁴⁷ The Panel was somewhat reassured to learn that this amount included all of the Director-General's time, as well as of the two Directors and of the seven Directors of Provincial Archives. Other duties, such as editing '*Nordisk Arkivnytt*' and running the national Heraldic Committee, are also included under this heading. We suggest that the National Archives might wish to consider how it allocates its administrative time in due

course.

We also learnt that, as a result of the Government-wide Productivity Plan, it is likely that some administrative posts will be transferred from the human resources unit to a central Ministry of Education resource for recruitment by 2009. The Provincial Archives have little or no administrative staff but here we were told that where there was room for a reduction of any useful sort the National Archives was taking on the administrative activity itself. In common with other organisations the National Archives is reducing its numbers and is targeted we understand to lose 4–6 persons by 2010 through planned retirements. It is also targeted to provide an annual productivity increase of 2%.

Where the panel considered there could be some improved cost-effectiveness was in the issue of full cost-recovery for some of its services. The Panel recognised that income so generated was only likely to be a small proportion of the total cost but might provide some possibility for improving the static financial base year on year, which only rises with inflation. The allocation of the budget in 2003 was 12,977,000 Euros and in 2004 was 13,512,200 Euros and was proposed to be 13,608,000 Euros in 2005. The point was made that in Finland it would be less acceptable than perhaps in some other countries to charge for services. The Panel still maintains, however, that for such services as training courses and copying services, including digital on demand for example, full cost recovery at least would be appropriate. The same could be applied to other services that are regarded as being able to be full-cost recovery or even quasi-commercial, such as charging a market rent for space in NAS accommodation. The Panel remains concerned that the services subject to a charge in 2004 (called 'Commercial Services') are running at a deficit, albeit a small one, at 10.4% of the cost incurred, but one which does not include the costs of the archive premises.⁴⁸

⁴⁷ This calculation is based on the NAS working time sheet for Jan–June 2005 by unit/responsibility as discussed with Anitta Hämäläinen on 12 December 2005. Management percentages of time are allocated to 'general development and steering of the archives service', 'administrative duties' and some proportion of 'other duties'. A new formula is to be adopted in 2006 in accordance with the productivity model developed by Statistics Finland.

⁴⁸ Anitta Hämäläinen 'Cost-effectiveness of services subject to a charge 2004 – commercial services', as discussed with the Panel on 12.12. 2005.

15 Human Resources and Organisational Structure

The *Strategy 2010* notes that ‘in the next decade, turnover at the National Archives Service will be almost 50%, as staff retire. It is especially important to pass on the expertise and knowledge of the National Archives staff to new generations of employees’.⁴⁹ This will need to be done on a training basis within the NAS.

This circumstance however provides an opportunity to make some changes to the structure itself and the Panel wishes to reiterate here that the work to be done now and in the future in the records management, selection, transfer and archiving side, including the digital services the NAS wishes and should provide, will require some major restructuring to be successful. **We consider that there should be a Director in charge of the government services as described above and that this post should also concern itself with all the relevant issues of selection and transfer (including private archives if that is more cost-effective) as well as other matters of an overarching nature as Deputy to the Director General.**

We also consider that it is essential to have a post, which is responsible for the communications of the National Archives Service as a whole and to ensure that

there are other post holders who have direct overall responsibility for delivering the supporting strategies now being developed. Otherwise it will be difficult in the present matrix structure, where people do many different things in the course of their working day, for any concrete developments to take place efficiently. This will require changes in some areas although the Panel would counsel against any change for change’s sake. Only where there is a clear objective in mind as outlined either in the NAS strategy and its supporting strategies or in the recommendations of this report, which are to be considered by government, should change be initiated.

In the course of the evaluation we learnt about the self-assessment, which the National Archives has undergone and the new personnel and pay structure, which the NAS has, we understand, successfully introduced. It is to be congratulated on this as such assessments and certainly changes in pay and performance schemes are often very difficult for all concerned. In discussion with the Staff Associations and the Trades Unions the Panel learnt that there was some unspecified discontent but not apparently to do with the pay issue itself. The main areas for

⁴⁹ Strategy 2010, p. 28.

improvement in the results of the self-assessment were in the processes of the NAS which the strategies and implementation plans are addressing, leadership and management issues including commitment to the objectives of the NAS, which the Panel assumes also include communications internally and external-

ly and the issues around HR and the prospects for career development and promotion. Recognition of the work of the National Archives Service and its staff also need addressing and the Panel hopes that in that, at least, we have been able to assist in the course of our work with the NAS and its stakeholders.

Terms of reference (30.3.2005)

International Evaluation of the National Archives Service of Finland 2005–2006

1 Background and purpose

In 1996, the National Archives Service of Finland was evaluated by an international panel, at the invitation of the then Director-General of the National Archives Service. The Finnish Ministry of Education had requested that the evaluation covers the prevailing activities of the Archives Service, its strengths and weaknesses, with a comparison to other archival services in the world. According to the 1996 evaluation, the National Archives Service compared favourably with national archives around the world and was particularly strong in several areas, but also had some weaknesses. The National Archives Service has, as far as possible, heeded the recommendations put forward in the 1996 evaluation. Most of the recommendations have been implemented.

Since 1996, the operating environment of the National Archives Service has undergone a rapid transformation. Developments in information and communication technologies, the penetration of new technologies within public administration, expanding use of electronic document management systems and growing production of electronic records have thoroughly changed the framework within which the National Archives Service, and all public archival organizations, must discharge their traditional duties. The conditions in Finland for adopting electronic systems on a large scale are good. IT activities in the central administration will be concentrated with a view to developing coordination and objective-setting across ministerial sectors. The National Archives Service must contribute to this development by

implementing decisions concerning the acquisition and long-term preservation of electronic materials in the public administration.

In recent years, many legislative reforms and far-reaching reforms in the public administration have had a considerable impact on the National Archives Service. The aim to step up operations and improve productivity in the central government will require active measures, especially prioritisation, from the National Archives Service. The fact that the amount of over 40-year-old material to be preserved by National Archives Service will almost double by 2020 will require careful planning and concentration of resources. The question of resources and their right allocation will be the foremost challenge in the future. This evaluation will also help the Ministry of Education when it prepares a national strategy for information management in research. These are the principal reasons why the Ministry of Education has decided to carry out a new international evaluation of the National Archives Service.

The present international evaluation of the National Archives Service of Finland has been agreed upon by the Ministry of Education and the National Archives Service of Finland in annual negotiations.

2 Evaluation organisation

The organisation of the evaluation comprises an International Evaluation Panel and a Local Steering Committee.

2.1 International evaluation panel

The external evaluation will be conducted by a panel of international experts during 2005 and released in February 2006. The International Panel will be composed of three independent high-level experts.

The Ministry of Education has appointed Chief Executive **Sarah Tyacke** (The National Archives, United Kingdom) to chair the panel. The other members of the panel are Director General **John Herstad** (the National Archives of Norway) and Professor **Eric Ketelaar** (University of Amsterdam, the Netherlands).

The chair of the panel may take a secretary.

2.2 Steering committee

The Ministry of Education has appointed a Steering Committee, chaired by Director Sakari Karjalainen, to plan, support and follow up the execution of the evaluation. The Steering Committee members are Director-General Jussi Nuorteva (National Archives Service), Deputy Director General Raimo Pohjola (National Archives Service), Programme Director Katrina Harjuhahto-Madetoja (Prime Minister's Office), Counsellor Katju Holkeri (Ministry of Finance) and Senior Research Officer Leena Airola (secretary; National Archives Service).

3 Objectives and scope of the evaluation

The purpose of this evaluation is to support further development of the National Archives Service and Finnish information management policies. The International Evaluation Panel is requested to assess the National Archives Service's strengths and weaknesses in relation to its mission and its role as the guardian of national recorded heritage and current record management, in particular, the opportunities open to and challenges facing the National Archives Service. The evaluation will also assess the system of state aid to archives of a private nature.

The National Archives Service will be evaluated in terms of its statutory tasks, the letter of agreement

between the Ministry of Education and the National Archives Service, the National Archives Service's future strategy, and the expectations the most important interest groups have regarding the archival service.

The key issues to be addressed are as follows:

- 1) the quality and impact of the National Archives Service's activities;
- 2) internal functioning of the National Archives Service, its organization and leadership, services, processes, resource allocation, cost-efficiency;
- 3) in addition, the evaluation panel is requested to comment on the adequacy of the archival legislation, on the steering mechanisms and strategic goal-setting of the Ministry of Education, and the role of National Archives Service as a research organisation and infrastructure.

The Evaluation Panel is requested to put forward recommendations for the future development of the National Archives Service. The expert advice of the Evaluation panel will be used, on the one hand, by the National Archive Service in its own internal decision-making and, on the other, by the Ministry of Education in developing information management policies and strategic goal-setting in Finland.

4 Evaluation panel's tasks, responsibilities and work arrangements

In conducting the evaluation, the panel members will base their examination on:

- Desk research at home (80 % of the work), examining information provided by the National Archives Service and the Steering Committee. It includes material concerning the Finnish archival system, such as the Archives Act and other relevant legislation and regulations, the National Archives Service's future strategy, the National Archives Service's annual reports, an evaluation of the Vakka database, and other key documents.
- Interviews with
 - Ministry of Education
 - Other governmental and municipal authorities

- National Archives
- Provincial Archives
- Consultative Committee of the National Archives Service
- Private Archives
- University of Tampere and University of Turku
- Users of archives
- Other stakeholders

The National Archives Service will be responsible for compiling the evaluation background information and organising the site visits.

The Ministry of Education is liable for assisting the Evaluation Panel in meetings and in preparing the evaluation report, and for technical editing of the evaluation report. The evaluation report will be published in the Publications of the Ministry of Education both in printed and electronic form (www.minedu.fi).

The Panel will provide the Steering Committee with the draft report, including the main conclusions and recommendations, by 15 January 2006. The report will be reviewed in the draft form by the Steering Committee, to allow the Panel to correct any factual errors. The accuracy of facts will be checked by the Steering Committee by 1 February 2006. The Chairperson of the Panel will approve and sign the final report by 27 February 2006.

The evaluation will be confidential until the evaluation report is published.

5 Timetable

The evaluation will proceed according to the following timetable:

May–June 2005	Background information
September 2005	Self assessment report Vakka benchmarking report
25–29th Oct 2005	First panel meeting and site visits
12–16th Dec 2005	Second panel meeting (Provincial Archives)
February 2006	Report presented

6 Funds

The evaluation will be financed by the Ministry of Education. All travel expenses related to Panel's visits and accommodation in Finland will be covered or reimbursed by the Ministry of Education.

The Ministry of Education will pay a honorarium to the Panel Members and the secretary of the panel. The honorarium will be paid after the report has been accepted and signed by the Chairperson.

Members of the International Panel: Biographies

Mrs Sarah Tyacke (Chair) CB FSA FRHist S, Hon D Phil, Leverhulme Emeritus Research Fellow and Visiting Professor, Royal Holloway, University of London and Distinguished Research Fellow, School of Advanced Study, London University.

Keeper of Public Records and Historical Manuscripts Commissioner for the United Kingdom Government and Chief Executive of the National Archives of England and Wales, January 1992–October 2005. Responsible for the establishment of the National Archives, which incorporates the Public Record Office and the Historical Manuscripts Commission, in April 2003.

Earlier career included being Director of Special Collections, British Library 1986–1991, undertaking a government Scrutiny of British Library preservation policies and practice under the Efficiency Unit of the Cabinet office of the UK government 1985–1986, and being the Map Curator in British Museum/Library, 1968–84. Has also been Vice President of the International Council on Archives 1996–2000, President of the Hakluyt Society 1997–2002 and is now chair of the International Records Management Trust (IRMT). Currently serves as a governor of London Metropolitan University (from 2003) and a council member of Royal Holloway, University of

London (from 2002).

Responsible for the strategic approach to records management and digital records in the UK government and for the implementation of the Freedom of Information Act 2005 as it affected the historical record, and previously for building the New Public Record Office at Kew, which opened in December 1995, and for the award winning Family Records Centre in Central London, which opened in April 1997. TNA is a Charter Mark organisation and serves 300,000 visitors a year and delivers about 160 million online page-impressions a year, including full transactional services.

Professor Eric Ketelaar was born in 1944 and has been Professor of Archivistics in the Department of Media Studies of the Faculty of Humanities of the University of Amsterdam since 1997. Also Honorary Professor at Monash University, Melbourne (Faculty of Information Technology). His current teaching and research are concerned mainly with the social and cultural contexts of records creation and use.

He was educated as a lawyer and legal historian, received his LLM (1967) and LLD (cum laude) degrees from Leiden University. He was Assistant Lecturer of Legal History at Leiden University, Secretary of the

Archives Council, Director of the Dutch State School of Archivists, and Assistant to the General State Archivist. Deputy General State Archivist 1980–1984; State Archivist of Groningen Province 1984–1989; General State Archivist (National Archivist) of The Netherlands from 1989–1997. From 1992–2002 he held the chair of archivistics in the Department of History of the University of Leiden. In 2000–2001 he was The Netherlands Visiting Professor at the University of Michigan (School of Information).

He has served the Royal Society of Dutch Archivists as Vice President, and President, and was Chairman of the Steering Committee on Automation. In 1987 the Society awarded him the first Hendrik van Wijn medal for work as editor of the series of thirteen guides to the archival repositories in the Netherlands.

He served as Secretary for Standardization of the International Council on Archives (ICA), 1980–1984, and as Secretary of the International Conference of the Round Table on Archives 1984–1992. In 1996–2000 he was Chairman of the Program Management Commission, Vice-President and (1998–2000) Acting President of the ICA. In September 2000 he was appointed Honorary President of ICA.

He is an elected member of the Society of Dutch Literature and the Royal Dutch Academy of Sciences. In 1987 the French Government presented him with the order of Chevalier de l'Ordre d'Arts et des Lettres. In 2003 H.M. Queen Beatrix nominated him an Officer of the Order of Oranje-Nassau.

He has written some 250 articles and has written or co-authored several books, including two general introductions on archival research and a handbook on Dutch archives and records management law. Since 1986 he has been editor of a multi-author loose-leaf handbook on archives and records management methodology and practice (now more than 1500 pages). In 1997 *The Archival Image*, a collection of his essays in English, French and German, was published. He is one of the three editors-in-chief of *Archival Science: International Journal on Recorded Information*.

Professor John Herstad Born in Bergen July 10, 1936. Historian by profession. Educated at the University of Bergen 1963. Professor of modern history at the

University of Tromsø in 1974. Chaired the Norwegian Research Council for Humanities and Social Science, 1976-81. Appointed National Archivist and Director General of the National Archives of Norway in 1982. Will retire in the summer of 2006.

Dr David Leitch (secretary) currently Head of Chief Executive's Department, The National Archives (TNA) of the United Kingdom and member of the Management Board, 2000-06; has previously been Corporate Planner and Head of Archive Inspection at TNA; also served as a Curatorial Officer with the Historical Manuscripts Commission and began his career at Glasgow City Archives; has been on the editorial board of ARCHIVUM and Comma (International Council on Archives) since 1993; Chair of the UK and Ireland Committee of the Blue Shield since 2005.

Select list of publications, documents and presentations provided to the Evaluation Panel 2004–2006

Government policies and strategies

Prime Minister's Office

- Information society programme [c2004]
- Towards a Networked Finland. Information Society Council's Report, (Feb. 2005)
- Development of joint procedures and co-ordination for the information management of municipalities and the government. Final report of the working group. (30.8.2005)
- Information society for all (Katrina Harjuhahto-Madetoja, presentation, 27.10.2005)
- Central Government reform: Final report by the ministerial group (2002)
- Public sector productivity – government action programme (Jaakko Kuusela)
- Performance management in Finland (21.9.2005)

Ministry of Finance

- Brochure (May, 2004)
- Best Practices from Finland: Making opportunities work. Edited by Katju Holkeri and Johanna Nurmi (2004)
- Government productivity action programme (Jaakko Kuusela, 14.12.2005)
- Government decision on central government spending limits in 2006–2009 (Jaakko Kuusela, 11.3.2005)
- State IT plan and proposed work schedule 2005–2006 (Leena Honka)
- Quality work in the Finnish public sector. CASE: National

Technology Agency of Finland (Tekes) (2005)

Senate Properties: financial statement 2004. Web pages (9.12.2005)

Ministry of Education

- Ministry of Education: Strategy 2015
- Developing performance management in the science policy sector
- Follow-up project for the development of performance management in the science policy sector
- Finnish Universities 2003
- Management and steering of Higher Education in Finland (2004)
- Education, training and research in the information society: a national strategy for 2000–2004
- Information strategy for education, training and research 2000–2004: implementation plan
- Education and research 2003–2008: Development plan
- Information society programme for education, training and research 2004–2006
- Cultural heritage in knowledge society: final report of the Digitisation of Cultural heritage committee (KULDI) [2003]
- Funding for the digitisation of cultural heritage provided for museums, archives and libraries 2000–2004 (14.12.2005)
- Lottery and pools funding allocated to research (14.12.2005)

Relevant Legislation and explanatory texts

Archives Law (831/1994)
Decree on the National Archive Service (832/1994)
Law No. 998 on State aid for archives of private nature. 20 December 1974 (998/1974)
Decree No 921 on State aid for archives of a private nature, 8. December 1977 (921/1977)
Act on the Openness of Government Activities (621/1999)
Decree on the Openness of Government Activities and on Good Practice in Information Management (1030/1999), amendments up to 380/2002 included
Personal Data Act (1999/523)
Act on Electronic Services and Communication in the Public Sector (13/2003)
Act on Electronic Signatures (14/2003)
Act on the Openness of Government Activities. Clarifications
Access, secrecy and privacy of public records in Finland (Anitta Hämäläinen)
Finnish Legislation on Document Publicity (Anitta Hämäläinen, 8.10.2001)
Extension of the Finnish Personal Data Act to concern data of deceased persons (letter of 29.12.2005 from Eljas Orrman to Eric Ketelaar)
Legislation Concerning Access to and Secrecy of Official Records, Archives and Personal Data in the Nordic Countries (Eljas Orrman) Comma 2004.1

National Archives Service: Overall strategies and activities

Strategy of the National Archives Service 2010
Progress on the implementation of supporting strategies
Map of the provinces of Finland and a map of the archival provinces of Finland in 2001

Annual reports 2003 and 2004
The National Archives Service of Finland: an Evaluation (1996)
Measures taken on the account of the evaluation of 1996 (Raimo Pohjola)
Self Evaluation Process of the National Archives Service and report (Raili Oittinen, Efeko Ltd, 2005)
Performance agreement between the Ministry of Education and the National Archives Service 2004–2006 + Supplementary agreement for 2005
Indicators of the National Archives Service
Human resources report – Information for 2004
General strategy and human resources (HS) strategy of the National Archives Service in the context of the Government Strategy for the improvement of productivity in the public sector
Facts about administration (Anitta Hämäläinen, 12.12.2005)
Description of the processes of the National Archives Service + Process map (later changes as at 7.10.2005)
National Archives: staff in the units
National Archives: Administration Budget (Heidi Katz)
Incomes 2004, National Archives Service (30.11.2005)
Table of Performance Indicators, NAS 2005
Working time sheets (NAS, NA, Provincial Archives of Turku and Mikkeli)
Cost-effectiveness of services subject to a charge 2004
Price list 2005
Process schemes:

- Inquiry services
- Reading room services
- Lending services
- Training courses programme
- Appraisal process
- Archives inspection
- Rulemaking process
- Transfer of archival records

Plan of the central building (26.8.1999)
National Archives of Finland: brochure (1995)
Staff Association documents
Specified statistics provided for the evaluation panel (The amount of documents which will be transferred to NA; The amount of digitized archives in NA in 2006-2010; The use of working hours in the Governmental Archives Unit, NA, 1.1.2005-30.6.2005, Ville Kajanne)
Schedule for the Reading Room + Memorandum (Rauno Selin)
Information by e-mail: Concerning inspections and www-addresses of evaluation reports
Email answers concerning Administration & Sickness (Leena Airola, 30.11.2005)

Provincial archives and private and other archives

The Provincial Archives: Tasks and trends (Jari Lybeck)
Performance agreement between the National Archives and the Provincial Archives of Mikkeli for 2005
Appendix 1: Performance targets 2005
Appendix 2: Plan for the use of appropriations for 2005
Appendix 3: Performance targets/outcomes
Performance agreement between the National Archives and the provincial Archives of Turku for 2005
Appendix 1: Performance targets 2005
Appendix 2: Plan for the use of appropriations for 2005
Appendix 3: Performance targets/outcomes
Inspections: The Case of Hämeenlinna. Memorandum. (Jari Lybeck, 2.1.2006)
Ny byggnad för landsarkivet i Tavastehus (Raimo Pohjola, 2.1.2006)
Amount of parishes and parish archives that have been transferred to the National Archives Service (Markku Leppänen, 2.1.2005)
State Aid for Private Central Archives (Memorandum,

Marja Pohjola, 21.9.2005)
Indicators of the private archives receiving state aid
Private state subsidized archives in Finland: presentation
Private Archives Association: web pages (30.11.2004)
Sports Archives: Reaching out to today's world (Kentt Sjöblom, ICA Vienna, 2004)
ELKA, Mikkeli: presentation material and appraisal guidelines

The management of paper and electronic records, inspections, appraisal, selection, transfer and storage

National Archives Service as a supervisor of public records management (Raimo Pohjola)
Ministry for Foreign Affairs of Finland: web page (26.10.2005)
Military Archives: web page (26.10.2005)
Principles of appraisal and their application in electronic environment – European models and concepts. DLM-Experts meeting in Tampere, Finland Nov. 11–12 1999. Proceedings. Arkistolaitos (2000)
Criteria used in appraisal (Raimo Pohjola)
Guidelines for the units of the National Archives Service by acquisition of private archives (Eljas Orrman)
Survey on the status of the archives and records management in the public administration in 2000, the Grand Enquiry (Memorandum, Markku Leppänen, 28.10.2005)
Archival inspections in the activities of the National Archives Service of Finland (Report, Jari Lybeck, 25.10.2005); addition to the presentation concerning archival inspections and correction to the inspection statistics (Jari Lybeck)
List of governmental archives that will not be transferred to the NAS (Markku Leppänen, 14.12.2005)
Statistics Concerning Transfer of Records to the National Archives Service (Eljas Orrman, 27.10.2005)
Amount of governmental archives waiting for the transfer to the NAS (Markku Leppänen, 8.12.2005)

Archival requirements in record keeping systems
(Markus Merenmies, 1.9.2005)

SÄHKE report on preservation of electronic records
(Markus Merenmies)

Finnish Communications and Regulatory Authority
(FICORA): ICT systems and services (Presentation,
Jouni Palmgren, 7.12.2004)

Online public service strategy 2003-2007 (June 2003)

VAPA report (Raimo Pohjola)

Public services onsite and online

Calimera: Co-ordinating IST for Europe's local cultural organizations. Case study 7: eKAM (Finland)
(16.12.2005)

Microfilming and digitalisation program for the National Archives Service 2006–2010 (with English translations for digitalised materials) (Eljas Orrman)

Funding provided for digitisation in NAS 2000–2004
(Raimo Pohjola)

Web-usage statistics in the National Archives of Finland
(Marko Natri)

Information Service Functions of the National Archives Service of Finland (Eljas Orrman)

Inquiry Service in the National Archives (Taina Partanen,
21.10.2005)

General information about the reference service unit and research room services (Memorandum, Rauno Selin,
28.10.2005)

Library services of the National Archives and their development 2005–2010 (Elisa Orrman, 7.10.2005)

Inquiry on customer satisfaction (Memorandum, Rauno Selin, 25.10.2005)

National Archives Service website <http://www.narc.fi/>

VAKKA archival database: Input of the Archives transferred in the National Archives in 2000–2004

VAKKA archival database (1.1.2005–30.6.2005)
(Eljas Orrman)

VAKKA database website <http://www.narc.fi/vakka>

Preservation expenses of archival material in the NAS +

Use of VAKKA database (1.12.2005)

Evaluation of Nordic Archive Database:

- About the Evaluation Project
- Evaluation of Nordic Archive Database
(Appendix)

Centre for Microfilming and Conservation, Mikkeli (slides + brochure The digital database of library material)

Centre for Microfilming and Conservation, Mikkeli. Facts and statistics (Majlis Bremer-Laamanen, 2.1.2006)

Research, education and training

Letter to the Evaluation Panel from Johan Ståhl,
President of the Genealogical Society of Finland,
12.12.2005, with a summary of the Valkeakoski case.
Finland, prisoners of war and extraditions, 1939–1955.
Research project (Lars Westerlund, 14.12.2005)

Finnish graduate school on the society's memory functions (Memornet) Summary proposal 2007–2011

University of Tampere, Department of Information Studies. Curriculum 2005–2007

National Board of Education, Adult Education Unit.
Competence based vocational qualifications in education system of Finland (7.8.2005)

Turku University. Extension programme

Mikkeli Polytechnic. Presentation material:
www.mikkeli.fi

Publication and Communications by the National Archives Service and by Finnish and Nordic archivists

Publication policy paper (Elisa Orrman)

Examples of press cuttings on prisoners of war project, private archives, and exhibition of church records (provided by Christina Forssell)

Arkistoviesti 2005, no 3

The Society of Finnish Archivists – English Abstract web page 16.12.2005

Nordisk Arkivnyt

List of Interviewees and visits

List of persons interviewed by Mrs. Sarah Tyacke 6–8 December 2004

Tuesday 7 December 2004

Meeting with Ministry of Education

Mr Sakari Karjalainen, Director
Ms Anne Luoto-Halvari, Senior Adviser

Ministry of Finance

Ms Katju Holkeri, Counsellor
Mr Olli-Pekka Rissanen, Special Advisor on Information Management

Helsinki University Library (National Library of Finland)

Mr Juha Hakala, Director, Information Technology

Finnish Communications Regulatory Authority

Mr Olavi Talas, Administrative Director
Mr Jouni Palmgren, Director, Information Technology
Mr Jarmo Koskela, Planning Manager
Ms Johanna Nykänen, Information Specialist
Ms Anne Lappalainen, Communications Manager

Wednesday 8 December 2004

Finnish Literature Society

Mr Tuomas M. S. Lehtonen, Secretary General
Mr Lauri Harvilahti, Director of the Folklore Archives

Sports Archives of Finland

Ms Heli Yrjänäinen, Director
Mr Kenth Sjöblom, Research Officer
National Archives: SÄHKE project
Mr Markus Merenmies, Project manager
Anne Luoto-Halvari, Senior Adviser, Ministry of Education

List of persons interviewed by the Panel 25–29 October 2005

26 October 2005

Directors of the NAS

Mr Jussi Nuorteva, General Director, NA
Mr Raimo Pohjola, Deputy Director General, NA
Mr Eljas Orrman, Deputy Director General, NA
Ms Anitta Hämäläinen, Administrative Director, NA
Mr Jarno Linnolahti, Director, Provincial Archives of Joensuu

Inspections in the Provincial Archives

Mr Jari Lybeck, Director, Provincial Archives of Hämeenlinna

The role of the Records Management Unit

Mr Juhani Tikkanen, Head of Unit

Municipal authorities

Ms Maaret Botska, Senior Advisor, Association of Finnish local and regional authorities
Ms Eeva Miettinen, City Archivist, City of Helsinki, Urban Facts/City Archives
Ms Helena Pajari, Records Management Coordinator, Archives of the City of Tampere

Governmental authorities

Mr Manu Herna, Head of Information Services, Ministry of the Interior
Ms Päivi Tommila, Head of Information Services, Ministry of Trade and Industry

Specially guided governmental archives

Ms Leena Vanhanen, Chief Information Specialist, Government Archives

Ms Jaana Kilkki, Director, Military Archives
Mr Jyrki Paloposki, Head of Unit, Archives of the
Foreign Ministry

27 October 2005

Carrying out the strategy. Performance management

Mr Jussi Nuorteva, General Director, NA
Mr Raimo Pohjola, Deputy Director General NA
Mr Jorma Vappula, Planning Manager, NA

Ministry of Education

Mr Arvo Jäppinen, Director General
Mr Sakari Karjalainen, Director, Science Policy Division
Ms Irma Reijonen, Senior Adviser, Science Policy Division

Prime Minister's Office

Mr Risto Volanen, State Secretary

Electronic records management and electronic long-term preservation

Mr Seppo Kurkinen, Chief Counsellor, Ministry of Finance
Ms Katrina Harjuhahto-Madetoja, Programme
Director, Prime Minister's Office
Mr Juhani Tikkanen, Head of Unit, NA
Mr Markku Mäenpää, Head of Unit, NA
Mr Markus Merenmies, Project Manager, NA

Transfers to the NAS

Mr Eljas Orrman, Deputy Director General, NA
Mr Harri Rosberg, Head of Unit, NA
Mr Ville Kajanne, Research Officer, NA

28 October 2005

Information Service

Mr Eljas Orrman, Deputy Director General, NA
Mr Rauno Selin, Head of Unit, NA
Ms Maija-Liisa Tuomi, Project Manager, NA
Ms Taina Partanen, Senior Research Officer, NA
Ms Anne Hänninen, Research Officer, Provincial
Archives of Mikkeli
Ms Elisa Orrman, Senior Research Officer, NA

Users

Ms Marjatta Hietala, Academy Professor, University of Tampere
Mr Johan Ståhl, Chairman, Genealogical Society of Finland
Mr Kari-Matti Piilahti, Ph.Lic., Genealogist
Ms Pirkko Leino-Kaukiainen, Ph.D., Local history

Mr Panu Pulma, Ph.D., University Lecturer, University
of Helsinki

Private archives

Ms Marja Pohjola, Head of Unit, NA
Mr Kenth Sjöblom, Senior Research Officer, NA
Mr Esa Lahtinen, Director, Finnish Labour Archives
Mr Pekka Lähteenkorva, Director, Archives of Urho
Kekkonen

Self-assessment

Ms Raili Oittinen, Senior Consultant, Efeko Ltd.
Mr Niklas Reuter, Consultant, Efeko Ltd.

29 October 2005

Websites, network services

Mr Markku Mäenpää, Head of Unit, NA

List of persons interviewed by the Panel 11–16 December 2005

Monday 12 December 2005

Human resources policy. New payment system etc.

Ms Anitta Hämäläinen, Administrative Director, NA
Mr Raimo Pohjola, Deputy Director General, NA

Meeting with the staff

Mr Pertti Hakala, Research Officer, NA
Mr Matti Walta, NA, The Confederation of Unions for
Academic Professionals (AKAVA)
Ms Anja Koukku, Provincial Archives of Joensuu, The
Federation of Salaried Employees (Pardia)
Ms Kirsi Kekki, NA, The Trade Union for the Public
and Welfare Sectors (JHL)

Users

Mr Seppo Hentilä, Professor, University of Helsinki
Mr Kimmo Rentola, Docent, University of Helsinki

City of Mikkeli

Mr Sune Lehtonen, Planning Manager

Tuesday 13 December 2005, Mikkeli

Mr Matti Lakio, Director, Central Archives for Finnish
Business Records
Mr Heikki Malinen, Vice Rector, Mikkeli Polytechnic
Mr Osmo Palonen, Project Manager, Mikkeli Polytechnic

Mr Janne Saarela, Managing Director, Profium Ltd.
Mr Jyrki Myllyvirta, Mayor, City of Mikkeli
Ms Tytti Voutilainen, Director, Provincial Archives of Mikkeli
Mr Pentti Hiltunen, Senior Research Officer, Provincial Archives of Mikkeli
Ms Anne Hänninen, Research Officer, Provincial Archives of Mikkeli
Ms MajLis Bremer-Laamanen, Director, Centre for Microfilming and Conservation

Tuesday 13 December 2005, Turku

Ms Riitta Sihvonen, Director, Provincial Archives of Turku
Mr Veli-Matti Pussinen, Senior Research Officer, Provincial Archives of Turku
Ms Anne Gustafsson, Archivist, Åbo Akademi University Library, Turku
Mr Tore Ahlbäck, Chief Librarian, Åbo Akademi University Library, Turku
Mr Timo Myllyntaus, Professor, University of Turku
Mr Kari Seppälä, Director, Centre for Extension Studies, University of Turku

Wednesday 14 December 2005

Development of governmental IT-policy

Mr Jaakko Kuusela, Project Director, Ministry of Finance
Ms Leena Honka, State IT Director, CIO, Ministry of Finance

Archival training and education

Mr Juhani Tikkanen, Head of Unit, NA
Mr Marjo Rita Valtonen, Assistant Professor, University of Tampere
Mr Timo Halttunen, Education Coordinator, Centre for Extension Studies, University of Turku

Research

Mr Jussi Nuorteva, General Director, NA
Mr Eero Sormunen, Professor, University of Tampere
Mr Lars Westerlund, Docent, NA

Registration

Ms Päivi Tommila, Head of Information Services, Ministry of Trade and Industry

Ms Sanna Pulkkinen, Departmental Secretary, National Emergency Supply Agency

Directors of the Provincial Archives

Ms Mervi Lammi, Director, Provincial Archives of Hämeenlinna
Ms Vuokko Joki, Director, Provincial Archives of Oulu
Ms Riitta Sihvonen, Director, Provincial Archives of Turku/Åbo
Ms Tytti Voutilainen, Director, Provincial Archives of Mikkeli
Ms Päivi Hirvonen, Director, Provincial Archives of Jyväskylä
Mr Jarno Linnolahti, Director, Provincial Archives of Joensuu

Senate Properties

Mr Reijo Mälkiä, Customer Manager
Mr Jukka Liede, Director

Thursday 15 December 2005

Digitising, conservation

Mr Eljas Orrman, Deputy Director General, NA
Mr Jorma Vappula, Planning Manager, NA

Ministry of Finance

Mr Hannu Mäkinen, Deputy Head of Budget Department

The Grand Enquiry – Survey 2000

Mr Raimo Pohjola, Deputy Director General, NA
Mr Markku Leppänen, Senior Research Officer, NA

Ministry of Education

Mr Sakari Karjalainen, Director, Science Policy Division
Mr Juhani Hakkarainen, Counsellor for Higher Education

Advisory Council

Ms Pirjo Kaihovaara, Director, People's Archives
Ms Leena Söyrinki-Harmo, Director of Department, Board of Antiquities
Mr Ilkka Nummela, Professor, University of Jyväskylä
Mr Pertti Hakala, Research Officer, NA

Friday 16 December 2005

Communication, information and publishing

Ms Christina Forssell, Senior Research Officer, NA
Ms Elisa Orrman, Senior Research Officer, NA

International Evaluation of the National Archives Service (NAS) 2005–2006

Programme October 2005

Tuesday 25 October Helsinki	Wednesday 26 October Helsinki	Thursday 27 October Helsinki	Friday 28 October Helsinki	Saturday 29 October Helsinki
	8.30 Closed meeting of the Panel	8.30 Closed meeting of the Panel	8.30 Closed meeting of the Panel	8.30 Closed meeting of the Panel
	9.00–10.20 Meeting with the directors of the NAS	9.00–10.20 Currying out the strategy Performance management	9.00–10.30 Information service	9.00–9.45 Websites
	10.30–11.00 NAS as a supervisor of public records management	10.45–11.45 Ministry of Education	10.45–12.15 Interviews with the users	Network services
	11.00–11.30 Inspections undertaken by the Provincial Archives			9.45–11.45 Panel meeting
	11.30–12.30 Lunch	12.00–13.15 Lunch with the State Secretary Risto Volanen	12.15–13.00 Lunch	11.45–12.45 Lunch
	12.30–13.30 Records management unit's role	13.30–15.00 Electronic records management	13.30–14.15 Private archives	
	13.30–14.00 Break	Electronic long term preservation	Acquisition of private archives	
	14.00–14.45 Interviews: Municipal authorities		14.15–15.00 System of the state aid	
Arrival in Helsinki	14.45 – 15.30 Governmental authorities	15.30–16.30 Transfers to the NAS	15.30–16.30 Finnish Labour Archives	
15.00 – 16.00 Practical orientation, NA	15.30 – 16.00 Break			
16.00–17.30 Presentation tour	16.00 – 17.00 (Interv. cont.) Specially guided	16.30 Panel Meeting	17.00 NA Cocktails, Directors of the private state subsidized archives	
19.00–21.00 Working Dinner	19.00–21.00 Dinner hosted by the NAS Meeting with the Staff	19.30–21.30 Dinner hosted by the Ministry of Education Meeting with the Steering Committee of the Evaluation	19.30–21.00 Working Dinner of the Panel	

Programme December 2005

Sunday 11 December Helsinki	Monday 12 December Helsinki-Mikkeli	Tuesday 13 December Mikkeli and Turku	Wednesday 14 December Helsinki	Thursday 15 December Helsinki	Friday 16 December Helsinki
	8.30 Closed meeting of the Panel	7.38 Train to Turku (Herstad, Ketelaar)	8.30 Closed meeting of the Panel	8.30-9.40 Digitising and conservation policy 10.00 Deputy Head of Budget Department Hannu Mäkinen	8.30-9.30 Closed meeting of the Panel
	9.00-10.20 Meeting with the Director General 10.00-10.30 Break	9.00-10.20 Mikkeli (Tyacke, Leitch): Central Archives for Finnish Business Records Turku 10.00-12.30 Provincial Archives of Turku	9.00-10.30 Archival training and education of the NAS New examination Universities of Tampere and Turku 12.00-13.00 Lunch	9.50-11.00 Getting acquainted with conservation (Rauhankatu) and digitising (Siltavuori) - premises and staff 11.00-11.30 Premises	9.30-10.15 Communication and information Publishing (Tyacke)
	10.30-11.50 Human resources policy New payment system Developing the staff	10.30-11.50 Mikkeli Polytechnic	13.00-14.15 Research at the NAS Researcher training POW 's and traditions	11.30-12.00 The Grand Enquiry – Survey 2000	
	12.00-13.00 Lunch	12.00-13.00 Lunch, Mikkeli 13.00- Lunch, Turku	14.30-15.15 Parallel visits: - Visit to the Ministry of Trade and Industry (Tyacke, Herstad) - Visit to the National Emergency Supply Agency (Ketelaar, Leitch)	12.00-13.00 Lunch	
	13.30-14.00 Meeting with the staff 14.00-14.45 Meeting of the Panel	13.30-15.00 Mikkeli Provincial Archives of Mikkeli	15.30-16.45 Interviews with the directors of the Provincial archives	13.00-13.30 Meeting with the Director General 13.30-14.00 Meeting with Director Sakari Karjalainen and Juhani Hakkarainen, Counsellor for Higher Education 14.00-16.00 Closed meeting of the Panel	

Sunday 11 December Helsinki	Monday 12 December Helsinki–Mikkeli	Tuesday 13 December Mikkeli and Turku	Wednesday 14 December Helsinki	Thursday 15 December Helsinki	Friday 16 December Helsinki
Arrival in Helsinki	15.00 Transportation to Mikkeli (Tyacke, Leitch)	15.00–16.30 Mikkeli Microfilming and Conservation Center 15.00– Turku Åbo Akademi University Library	18.00– Activities of the Senate Properties Reception (Directors of the Provincial Archives etc.)	16.00 Meeting with the Advisory Council of the NAS	
	15.30–16.15 Interview with the users (Herstad, Ketelaar)			19.30–22.00 Dinner hosted by the Ministry of Education Meeting with the Steering Committee of the Evaluation	
Practical orientation	19.30–21.00 Dinner hosted by Mikkeli (Tyacke, Leitch)	16.30– Mikkeli Transportation to Helsinki 17.00 – Turku Return to Helsinki			
20.00–22.00 Working Dinner	19.00 Concert (Herstad, Ketelaar)	19.30–22.00 Working dinner			

Tiivistelmä

Tässä kansainvälisessä arvioinnissa tarkastellaan arkistolaitoksen tulevaisuutta ja kehitystä suomalaisessa tietoyhteiskunnassa niiden ohjeiden mukaan, jotka opetusministeriö toimeksiannossaan antoi arviointipaneelille. Arviointipaneeli on pyrkinyt muodostamaan käsityksen arkistolaitoksen roolista ja nykyisestä työkuvasta, sen vahvuuksista ja mahdollisuuksista sekä haasteista, joita arkistolaitoksella on edessään. Paneeli keskittyi arvioinnissaan ennen kaikkea alueisiin, jotka kaipaavat kehittämistä tilanteessa, jossa suomalaisessa yhteiskunnassa tapahtuu suuria muutoksia ja maailmassa on käynnissä informaatiovallankumous. Vertailukohtamme, siinä määrin kuin vertailu ylipäätään on mahdollista, ovat maailmanlaajuisia, mutta ne perustuvat ennen kaikkea pohjoismaisiin ja pohjoiseurooppalaisiin esimerkkeihin maista, joista paneelin jäsenet ovat itse kotoisin.

Tässä luetellut keskeiset suositukset heijastavat arviointipaneelin käsitystä niistä tehtävistä, joissa arkistolaitoksella on laajasti katsoen tärkeä rooli informaation, koulutuksen, kulttuurin sekä julkisen hallinnon alalla. Yksityiskohtaiset perustelut suosituksille sekä arkistolaitoksen käytännön toimintaa koskevat lisähuomautukset on esitetty varsinaisen selonteon asianmukaisissa kohdissa.

Arkistolaitoksen keskeinen asema julkisen sektorin toiminnassa

- 1 Arviointipaneeli oli äärimmäisen huolestunut saadessaan tietää, että arkistolaitos ei ilmeisestikään ole edustettuna valtionhallinnon ohjausryhmässä, joka laatii IT-strategiaa vuodelle 2006. Suosituksemme on, että tämä puute korjataan välittömästi, jotta arkistolaitoksen asiantuntemus sähköisen asiakirjahallinnon alalla olisi käytettävissä jo nyt ja ennen kuin järjestelmät otetaan käyttöön, sillä järjestelmät voivat osoittautua riittämättömiksi pitkän aikavälin liiketoiminnallisten ja pitkäaikaisäilytystä koskevien tarpeiden täyttämiseksi, mikä johtaisi turhaan rahan käyttöön.
- 2 Valtiovarainministeriön tulisi yhdessä valtioneuvoston kanslian kanssa ottaa vaiheittain käyttöön sähköisen asiakirjahallinnon järjestelmiä koko julkishallinnossa osana valtiovarainministeriössä tehtävää IT-strategian kehitystyötä. Arkistolaitokselle tulisi antaa nimenomaisesti tehtäväksi neuvoa ja valvoa ministeriöiden ja virastojen kehitystä tällä kriittisellä alueella.
- 3 Paneeli suosittaa, että ministeriöitä ja virastoja kannustetaan etsimään säästökohteita paperiasiakirjojen säilyttämiseksi yhteistyössä

Senaatti-kiinteistöjen kanssa, ja säästöt voitaisiin sitten kohdistaa osana ehdotettua valtion IT-strategiaa.

- 4 IT-strategian osana tulisi harkita osan näistä mahdollisista tehokkuussäästöistä kohdentamista opetusministeriön hyväksi, jotta se voisi osoittaa arkistolaitokselle lisärahoitusta, jota se tarvitsee proaktiivisen neuvonta- ja valvontaroolinsa toteuttamiseksi tällä alueella.
- 5 Opetusministeriön, arkistolaitoksen ja muiden muistiorganisaatioiden tulisi ryhtyä toimiin eKAM-hankkeen ja kulttuuriperinnön digitointityöryhmän elvyttämiseksi koulutukseen ja muihin tarkoituksiin tarvittavien digitaalisten sisältöjen ja palvelujen priorisoimiseksi.

Lainsäädäntö

- 6 Paneeli katsoo, että olemassa oleva lainsäädäntö ei tarjoa arkistolaitokselle mahdollisuuksia toteuttaa täysipainoisesti tehtäväänsä "varmistaa kansalliseen kulttuuriperintöön kuuluvien asiakirjojen säilyminen ja käytettävyys". Varsinkin poikkeukset, jotka koskevat ulkoasiainhallinnon ja puolustushallinnon arkistojen siirtoa arkistolaitokselle, tulisi poistaa. Valtion tulisi ottaa uudelleen tarkasteluun evankelis-luterilaisen kirkon arkistoja koskeva käytäntö siten, että niiden valvonta siirrettäisiin arkistolaitokselle.
- 7 Lakiin tulisi ensi tilassa sisällyttää selvä aikaraja historiallisesti arvokkaiden asiakirjojen siirtämisestä arkistolaitokselle. Joka tapauksessa tulisi tehdä hallinnollinen päätös, että siirrot on tehtävä viimeistään 25 vuoden kuluttua arkistojen luomisesta.
- 8 Arkistolaitoksen tulisi ottaa tiukempi kanta henkilötietojen saatavuuteen tinkimättä kuitenkaan vaatimuksesta suojella kansalaisten yksityisyyttä. Asiassa tarvitaan nopeasti uusi politiikka, joka tekisi paremmin oikeutta suomalaiselle avoimuuden kulttuurille.

Maakunta-arkistojen rooli alueellisella tasolla

- 9 Paneeli on vakuuttunut, että kansallisten toimintojen alueellistamista, kuten esimerkiksi laajamittaisen mikrofilmaustyön keskittämistä Mikkeliin, tulisi kehittää edelleen.

10 Arkistolaitoksen ja kuntien välisiä suhteita koskeva lainsäädännöllinen tilanne tulisi arvioida uudelleen.

- 11 Esitämme pääjohtajan harkittavaksi, että hän käyttäisi toimivaltaansa resurssien siirtämiseksi vakanssien vapautuessa sekä myös muissa tilanteissa, jotta nykyinen epätasapaino korjaantuisi ja tärkeät kansalliset prioriteetit saavutettaisiin.

Yksityisarkistoja koskevat järjestelyt

- 12 Valtionapua saavien yksityisarkistojen tehokkuutta ja kustannustehokkuutta voidaan parantaa tiivistämällä yhteistyötä, yhdistämällä toimintoja, jakamalla tiloja sekä toteuttamalla kansallinen tietoverkko. Toimitilojen osalta tulisi harkita esimerkiksi Työväen Arkiston ja Ammattiyhdistysarkiston – jotka ovat molemmat IALHI:n (International Association of Labour History) jäseniä – rakennusten yhteiskäyttöä tai jopa arkistojen yhdistämistä.
- 13 Arkistolaitoksen tulisi osallistua aktiivisesti kokonaisvaltaisen kansallisen hankintapolitiikan laadintaan, joka kattaisi maanlaajuisesti kaikki arkistoja keräävät laitokset (myös audiovisuaaliset ja data-arkistot).

Asiakirjahallinto ja tarkastukset

- 14 Arkistolaitoksen tulisi norminannon lisäksi myös tarjota neuvoja ja opastusta sekä paperiarkistojen ja -rekisterien hallinnoimisessa että uusien elektronisten arkistojen käsittelemisessä. Arkistolaitoksen tulisi ottaa erittäin aktiivinen rooli tässä asiassa ja toimia läheisessä yhteistyössä eri ministeriöiden asiakirjahallinnosta vastaavan henkilökunnan kanssa.
- 15 Paneeli kannattaa painokkaasti tavoitetta sähköisen aineiston säilytys- ja palvelujärjestelmän luomiseksi kansallisella tasolla. Paneeli katsoo, että tämän tulisi olla osa valtion IT-strategiaa.
- 16 Paneeli kannattaa ehdotusta koko arkistolaitoksen kattavan tarkastussuunnitelman laatimiseksi ja toteuttamiseksi.

Arvonmääritys, seulonta ja siirto

- 17 Paneeli kannattaa 15 prosentin säilytysosuutta arkistolaitokseen siirrettävien, pysyvästi säilytettävien virallisten asiakirjojen osalta.
- 18 Yksityiskohtaisempia valintakriteereitä tulee kehittää, jotta arkistolaitos pystyisi entistä paremmin arvioimaan nykyaikaisen hallintokoneiston usein teknisesti monimutkaisia asiakirjoja ja pystyisi toteuttamaan 15 prosentin tavoitteen seulottavien asiakirjojen osalta.
- 19 Niiden julkishallinnon organisaatioiden osalta, joilla on arkistolaitoksen lupa säilyttää itse omat historialliset asiakirjansa, paneeli suosittaa, että kyseiset järjestelyt tulisi saattaa muodollisemmalle perustalle, jotta aineiston käytettävyys olisi samalla tasolla kuin arkistolaitoksen omien arkistojen.
- 20 Paneeli suosittaa, että arkistolaitos tutkisi, missä laajuudessa "luotettujen digitaalisten arkistojen" mallia sähköisten asiakirjojen säilyttämiseksi voitaisiin soveltaa Suomen oloihin, jotta arkistolaitoksen tietoa ja osaamista tällä alueella voitaisiin lisätä.
- 21 Kansallisarkistossa vastuu asiakirjahallinnosta, arvonmäärityksestä, seulonnasta ja siirtämisestä (yksityisarkistot mukaan lukien, mikäli se on kustannustehokasta) tulisi keskittää yhteen, arkistoneuvoksen alaisuudessa toimivaan asiakirjahallinto/virka-arkistoyksikköön.
- 22 Pääjohtajan tulisi harkita Kansallisarkiston henkilöresurssien kohdentamista uudelleen, jotta asiakirjojen sähköisestä hallinnoinnista sekä digitaalisesta sisällöstä ja palveluista vastaavat henkilöt pystyisivät lisäämään tuottavuuttaan näillä kriittisillä alueilla.

Julkiset palvelut

- 23 Samalla kun arkistolaitos vie VAKKA-hankkeen ensimmäistä vaihetta eteenpäin, sen tulisi käynnistää neuvottelut muiden laitosten sekä tärkeimpien käyttäjäryhmien edustajien kanssa kansallisen arkistotietoverkon kehittämiseksi osana arkistotoimen yleistä kehittämistä (katso suositus 5 edellä).
- 24 Jotta digitaaliseen sisällön ja palveluiden tuotantoympäristöön siirtyminen sujuisi onnistuneesti, kansallisarkiston on

tunnettava kyseisten palveluiden vaikutukset käyttäjiin, jotta se voisi tuottaa tarkkoja tilastoja verkkopalveluidensa käytöstä toimintaperiaatteiden ja toteuttamissuunnitelmien tueksi.

- 25 Arkistolaitoksen tulisi tutkia yhteistyömahdollisuuksia Helsingin yliopiston kirjaston Mikrokuvaus- ja konservointilaitoksen kanssa laajojen digitointihankkeiden toteuttamiseksi Mikkeliissä.
- 26 Tulevissa digitointihankkeissa tulisi kuulla käyttäjiä laaja-alaisesti, koskien etenkin digitoidun materiaalin esittämistä verkossa.
- 27 Paneeli katsoo, että asiakirjojen konservointia/säilyttämistä ja digitointia sekä maakunta-arkistoissa tehtävää priorisointia varten tarvitaan kipeästi kokonaisvaltainen kansallinen politiikka.

Ammatillinen koulutus

- 28 Arkistolaitoksen tulisi pohtia, missä laajuudessa sen koulutustoiminta voitaisiin siirtää tai yhdistää yliopistollisiin koulutusohjelmiin näiden kehittyessä.
- 29 Ylempiin hallinnollisiin tehtäviin haluavilla arkistotyöntekijöillä tulisi olla mahdollisuus yleiseen hallinnolliseen koulutukseen.

Kansallisarkisto tutkimusorganisaationa

- 30 Paneeli kannattaa yhteistyöaloitteita, kuten Memornet-hanketta, sillä ne vetävät arkistot mukaan kulttuurielämän valtavirtaan.

Julkaisut ja viestintä

- 31 Kansallisarkistoon tulisi perustaa kaikesta, niin sisäisestä kuin ulkoisestakin viestinnästä vastaavan henkilön virka sen varmistamiseksi, että viestintä kohdistuu tehokkaasti kaikille asianosaisille.
- 32 Kansallisarkistolla tulisi olla yhteinen julkaisupolitiikka, mieluiten yhden henkilön vastuulla, tarvittavan koherenssin saavuttamiseksi.

Suunnittelu ja johtaminen

- 33 Arkistolaitoksen tulosindikaattoreita ja budjetteja sekä määrärahoja koskevat päätökset tulisi tehdä samanaikaisesti ja luoda niitä koskeva valvontajärjestelmä.
- 34 Arkistolaitoksen johtoryhmän käyttöön tarvitaan korkean tason riskirekisteri, jonka avulla arkistolaitos pystyy säännöllisesti arvioimaan nopeasti muuttuvassa toimintaympäristössä sen tulevaisuuteen, resurssipohjaan ja palveluihin kohdistuvia riskejä sekä ryhtymään toimiin näiden riskien lieventämiseksi.

Kustannustehokkuus

- 35 Eräiden, etenkin kaupallisiksi luonnehdittujen palveluiden hinnoittelua tulisi harkita uudelleen, jotta kaikki näiden palveluiden ylläpitämisestä koituvat kustannukset pystyttäisiin kattamaan ja näin saadut tulot käyttämään sisäisesti palveluiden parantamiseksi.

Henkilöstöresurssit

- 36 Kansallisarkiston henkilöstölle tulee tarjota paremmat urakehitys- ja etenemismahdollisuudet sekä arkistolaitoksen sisällä että julkishallinnossa ja maan kulttuuriorganisaatioissa.
- 37 Henkilökunnalle tulee tiedottaa asioista ja heille tulee antaa mahdollisuus keskustella asioista säännöllisesti. Viestintävastaavan (katso suositus 31) tulisi luoda tähän tarkoitukseen sopiva foorumi.

Suosituksen toteuttaminen

- 38 Hyväksytyjen suositusten toteuttamiseksi olisi laadittava toimintasuunnitelma. Henkilökunnasta olisi nimettävä virkamies valvomaan suunnitelman toteuttamista. Kyseinen henkilö toimisi pääjohtajan alaisuudessa ja laatisi selonteon toteutuksen edistymisestä määriteltyjen ajanjaksojen lopussa.

Sarah Tyacke (puheenjohtaja)
Eric Ketelaar
John Herstad
David Leitch (sihteeri)

Sammanfattning

Syftet med denna internationella utvärdering är att betrakta arkivverkets framtida utveckling inom ramen för det finländska informationssamhället och enligt de befogenheter som undervisningsministeriet givit utvärderingspanelen. Panelen har strävat efter en insikt i arkivverkets roll och uppgift i dag, dess starka sidor, potential och givetvis även de utmaningar som arkivverket står inför. Speciell uppmärksamhet har fästs vid de områden som måste utvecklas vidare med tanke på de omvälvningar som det finländska samhället genomgår som bäst och den globala informationsrevolutionen. Jämförelseorganisationerna, i den mån de är relevanta, valdes från hela världen, men representerar dock i första hand Norden och de nordeuropeiska länderna, liksom även medlemmarna i utvärderingspanelen.

Här räknas upp de viktigaste rekommendationerna, vilka avspeglar panelens uppfattning om de mera övergripande frågorna inom information, utbildning, kultur, förvaltning och statsstyre, för vilka arkivverket spelar en viktig roll. De detaljerade motiveringarna för de här rekommendationerna, samt ytterligare synpunkter på andra aspekter av verksamheten, framförs i de relevanta avsnitten i huvudrapporten.

Arkivverkets avgörande roll i den offentliga politiken

- 1 Utvärderingspanelen var mycket bekymrad över att få höra att arkivverket uppenbarligen inte medverkar i den formella styrgruppen som utarbetar regeringens nya IT-strategi för 2006. Vi rekommenderar att denna försummelse korrigeras omedelbart så att arkivverkets råd i fråga om elektronisk dokumenthantering och registrering beaktas nu och innan systemen, vilka kan visa sig vara otillräckliga med tanke på affärsverksamhetens och långtidsförvaringens behov, implementeras med betydande förlust av pengar som följd.
- 2 Finansministeriet tillsammans med statsrådets kansli bör gradvis införa ett system för elektronisk dokumenthantering och registrering i hela centralförvaltningen som en del av den övergripande IT-strategi som utarbetas av finansministeriet. Vidare bör arkivverket uttryckligen ges i uppdrag att handleda och övervaka processen i ministerierna och myndigheterna inom detta kritiska område.
- 3 Utvärderingspanelen rekommenderar att ministerier och myndigheter skall uppmuntras att hitta besparingar i lagringen av pappersarkiv i anknnytning till Senatsfastigheter, vilket sedan

kunde tilldelas anslag inom ramen för regeringens förslag till övergripande IT-strategi.

- 4 Som en del av den övergripande IT-strategin skall vissa av de ovan nämnda potentiella resursbesparingarna övervägas att föras under undervisningsministeriets anslag, så att ministeriet kan bevilja arkiverket den extra finansiering som behövs för dess proaktiva rådgivande och övervakande roll inom området.
- 5 Undervisningsministeriet, arkiverket och andra kulturbärande institutioner bör vidta åtgärder för att återuppta eKAM-projektet och arbetsgruppen för digitalisering av kulturarvet i syfte att prioritera det digitala innehållet och tjänsterna som landet behöver inom utbildningen och för andra ändamål.

Lagstiftning och regelverk

- 6 Utvärderingspanelen anser att de existerande ramarna inte tillåter arkiverket att genomgående förverkliga sin uppgift "att trygga bevarandet av de handlingar som hör till vårt nationella kulturarv". I synnerhet bör de undantag som gäller överföring av utrikesministeriets och försvarsministeriets arkiv till arkiverket upphävas. Regeringen bör omvärdera sin syn på förvaltningen av den evangelisk-lutherska kyrkans dokument så att arkiverket ges insyn i dessa dokument.
- 7 En tydlig tidsgräns för överföring av dokument med ett bestående historiskt värde till arkiverket bör fastställas i lag så fort som möjligt, och åtminstone bör förvaltningsbeslut fattas om att överföringen skall ske inom 25 år efter att dokumenten skapats.
- 8 I och med att arkiverket håller fast vid sitt mandat att skydda medborgarnas privatliv, bör det inta en mer beslutsam hållning till åtkomsten till personuppgifter. En ny tillgänglighetspolicy, som bättre skulle göra rätt för den finländska öppenheitskulturen, är i högsta grad påkallad.

Landsarkivens roll på det regionala planet

- 9 Panelen anser att utlokaliseringen av riksomfattande funktioner bör fortskrida, inklusive att mikrofilmning i större skala koncentreras till S:t Michel.

10 En omvärdering bör göras av nu gällande juridiska arrangemang visavi förhållandet mellan arkiverket och kommunerna.

- 11 Vi rekommenderar att generaldirektören överväger huruvida han bör använda sin auktoritet för att överföra resurser när fasta anställningar lediganslås på annat håll, och under andra förhållanden, som ett försök att tillrättalägga den nu härskande obalansen och tillgodose viktiga nationella tyngdpunktsområden.

Arrangemang för privata arkiv

- 12 Vissa fördelar för effektiviteten och lönsamheten hos privata arkiv som åtnjuter statsbidrag kan uppnås genom att samarbeta närmare, slå samman verksamheten, dela på lokaler och införa ett nationellt informationsnätverk. I fråga om lokaliteter kunde man överväga att verka i samma byggnad eller t.o.m. gå samman med Arbetararkivet och Fackföreningsarkivet, vilka båda är medlemmar i International Association of Labour History (IALHI).
- 13 Arkiverket bör axla ledarrollen i utarbetandet av en övergripande nationell anskaffningspolitik, vilken omfattar samtliga institutioner i hela landet som upprätthåller arkiv (inklusive audiovisuella arkiv och dataarkiv).

Dokumentförvaltning och tillsyn

- 14 Arkiverket bör inte endast fastställa standarder/normer utan också ge råd och handledning för hanteringen av dokument och register samt för behandlingen av nyare elektroniska dokument. Det bör inta en ytterst proaktiv hållning och samarbeta nära med arkivpersonalen vid ministerierna.
- 15 Utvärderingspanelen förespråkar starkt arkiverkets mål att bygga upp ett riksomfattande system för förvaring och underhåll av elektroniskt material och anser att det bör ingå i regeringens övergripande IT-strategi.
- 16 Utvärderingspanelen understöder förslaget att utarbeta och införa en tillsynsplan för hela arkiverket.

Gallring, urval och överföring av dokument

- 17 Utvärderingspanelen understöder målet att 15 procent av offentliga handlingar skall väljas ut för varaktigt förvaring och överförs till arkiverket.
- 18 Mer detaljerade urvalskriterier måste utvecklas för att arkiverket bättre skall kunna bedöma de ofta tekniskt komplicerade handlingar som ansluter till modern förvaltning och på så sätt uppnå målet att välja ut 15 procent av handlingarna.
- 19 Med avseende på de organisationer inom den offentliga sektorn vilka arkiverket tillåter bevara sina egna historiska dokument, rekommenderar utvärderarna att dessa arrangemang bör organiseras mer formellt, så att allmänheten garanteras tillgång till dokumenten på samma sätt som inom arkiverket.
- 20 Utvärderingspanelen rekommenderar att arkiverket bör undersöka i vilken mån modellen av tillförlitliga digitalarkiv (trusted digital repository) för bevaring av elektroniska data kunde tillämpas i Finland i syfte att främja dess färdigheter och kapacitet inom detta område.
- 21 Inom arkiverket bör ansvaret för all hantering, gallring, urval och överföring av dokument (inklusive privata arkiv, förutsatt att detta är lönsamt) samlas under en särskild enhet för dokumenthantering/myndighets arkivverk under ett arkivråd.
- 22 Generaldirektören bör överväga en justering av hur personalens timresurser allokeras så att de som svarar för elektronisk dokumenthantering och registrering samt för digitalt innehåll och tjänster kan öka sin insats på dessa kritiska områden.

Offentliga tjänster

- 23 Samtidigt som arkiverket fortsätter genomföra första skedet av VAKKA-projektet bör det nu starta förhandlingar med andra institutioner och representanter för de viktigaste användargrupperna om utvecklingen av ett riksomfattande arkivinformatiönsnätverk som en del av den allmänna utvecklingen (se rekommendation 5 ovan).
- 24 För att på ett framgångsrikt sätt kunna främja sin digitala innehålls- och servicemiljö måste arkiverket ha insikt i hur dess tjänster påverkar

användarna. Därför skall det kunna ge exakta uppgifter om hur de olika webbtjänsterna används som underlag för riktlinjerna och handlingsplanerna.

- 25 Arkiverket bör undersöka möjligheterna för ett nära samarbete med konserveringstjänsten vid Helsingfors universitetsbibliotek i anknytning till mer omfattande digitaliseringsprojekt i S:t Michel.
- 26 Användare från flera olika områden bör höras om framtida digitaliseringsprojekt, speciellt i fråga om online-presentation av digitaliserade data.
- 27 Utvärderingspanelen har dragit slutsatsen att övergripande nationella riktlinjer behövs omgående för konservering/bevarande och digitalisering, inklusive landsarkivens tyngdpunktsområden.

Yrkesutbildning och skolning

- 28 Arkiverket bör överväga i vilken utsträckning dess nuvarande utbildningskurser bör överföras till, eller inlemmas i, universitetens utbildningsprogram då dessa utvecklas i framtiden.
- 29 För arkivarier som siktar på en högre chefsposition behövs ledarskapsutbildning.

Arkiverket som en forskningsorganisation

- 30 Utvärderingspanelen understöder förslag till samarbete i stil med Memornet-initiativet, eftersom de förbinder arkiven med de intellektuella trenderna i samhället.

Publikationer och kommunikation

- 31 Vid arkiverket bör inrättas en tjänst med ansvaret för all kommunikation, både intern och extern, för att säkerställa att kommunikationen når effektivt alla sina intressenter.
- 32 Arkiverket bör ha gemensamma riktlinjer för publikationer, helst under ansvar av en person, för att skapa den samordning som behövs.

Planering och ledning

- 33 Beslut om verksamhetens indikatorer samt budgeten och resursfördelningen inom arkiverket bör fattas på en gång, och ett uppföljningssystem bör tas i bruk.
- 34 Ledningsgruppen behöver för sitt bruk ett riskregister på hög nivå, med vilket arkiverket kan regelbundet bedöma riskerna för framtiden, resursgrunden och tjänsterna i den föränderliga omvärlden för att kunna vidta åtgärder för att minska dessa risker.

Lönsamhet

- 35 Riktlinjerna för prissättningen av vissa tjänster, i synnerhet dem som beskrivs som kommersiella, bör omvärderas så att alla kostnader som åsamkas av tillhandahållandet av dessa tjänster kan återvinnas och intäkterna användas internt för att förbättra servicen.

Personalresurser

- 36 Arkiverkets personal måste ges bättre karriärsikter och möjligheter till avancemang både inom arkiverket och inom den offentliga förvaltningen och kulturorganisationerna i landet.
- 37 Personalen bör hållas informerad och ges möjlighet att regelbundet diskutera angelägna frågor. Den kommunikationsansvariga (se rekommendation 31) bör organisera ett lämpligt forum för detta syfte.

Implementering av rekommendationerna

- 38 För införandet av de rekommendationer som godkänns bör utarbetas en handlingsplan. En utsedd person övervakar implementeringen under ledning av generaldirektören och rapporterar om framstegen med fastställda intervall.

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