

Government Resolution 20 March 2014

Cultural Environment Strategy 2014–2020



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Helsinki 2014

**MINISTRY OF EDUCATION AND CULTURE
MINISTRY OF THE ENVIRONMENT**



Ministry of
Education
and Culture



Ympäristöministeriö
Miljöministeriet
Ministry of the Environment

Layout: Marianne Laune

Cover image: Image Bank of the Environmental Administration / Pirjo Ferin

The publication is available on the Internet:
www.ym.fi/publications

Helsinki 2014

ISBN 978-952-11-4323-6 (PDF)

FOREWORD

The cultural environment strategy 2014–2020 is based on the Government Programme of Prime Minister Jyrki Katainen, in which it is stated that “the Government will prepare a cultural environment strategy”. The proposal for drawing up a cultural environment strategy was also included in the government report on the future of culture in 2010.

The strategy was prepared by a working group appointed by the Ministry of Education and Culture and the Ministry of the Environment on 17 February 2012. In accordance with the decision to appoint the working group, the goal of the strategy is to create the conditions for a comprehensive cultural environment policy, which will strengthen the values and protection of the cultural environment and the management of changes and risks. The proposal of the working group was completed on 19 June 2013 and it resulted in 101 opinions, based on which the Ministry of Education and Culture and the Ministry of the Environment have finalised the strategy proposal for processing by the Government.

The goals of the cultural environment strategy have been crystallised into three points of view: an important resource, sustainable development, and good administration. A well-managed and vital cultural environment will enhance the well-being of people, and it is an important aspect of developing business activities and creating an attractive living environment. The selections of the strategy form five sections, based on the strategy’s goals. There are 20 actions in total.

After the government resolution, the strategy work will be continued through an implementation plan, where the implementation measures, parties responsible, schedules and their monitoring will be set down in cooperation with various interest groups.

We hope that as the cultural environment strategy is implemented, it will promote the attractiveness of our living environment and ensure the preservation of the unique characteristics of the cultural environment for the future generations.

Pia Viitanen
Minister of Housing and Communications

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1 Goals of the Cultural Environment Strategy

The cultural environment is the basis for the memory and identity of the community and the people. When it is well taken care of, regionally characteristic and constructed out of different time periods, it is a massive national heritage that includes important social and cultural values. Systematic maintenance and enhancement of the cultural environment increase the vitality and attractiveness of areas, help to implement sustainable development and sustain the values of the national heritage.

The Cultural Environment Strategy has three main goals for the year 2020. The cultural environment is an important resource and a catalyst. Management of the cultural environment is a part of sustainable development. Good administration makes it possible to have a comprehensive cultural environment policy.

An important resource. The cultural environment is an important cultural, financial, social and ecological resource, and a catalyst for new activities. The goal of the strategy is to increase understanding of these opportunities. The strategy aims to strengthen the cooperation between different parties and reinforce the prerequisites for acting for the benefit of the cultural environment, whilst also emphasising the importance of civic activity in reaching the goals of the strategy.

Sustainable development. A goal of the strategy is to strengthen sustainable development and the related ecological, financial, social and cultural values with the help of good management and responsible enhancement of the cultural environment. The basic view of the strategy is that the cultural environment can be renewed and adapted to the changes brought by time while preserving its central features of different ages.

Good administration. The strategy lays out the prerequisites for comprehensive cultural environment policies. The entire state administration is responsible for implementing the strategy. The goal is to ensure the cultural environment administration's national, regional and local capacity to serve and function, to clarify the division of responsibilities and sector-specific responsibilities in the administration, and to increase the cooperation between various administrative branches. The actions proposed in the strategy will promote the implementation of international agreements related to the cultural environment signed by Finland and the protection of the cultural environment.



The Finnish National Theatre and the Railway Square in Helsinki. Image Bank of the Environmental Administration / Pirjo Ferin.

Vision for the year 2020:

Cultural environment – a source of well-being and vitality

People value the cultural environment and work actively for it.

A well-tended cultural environment lives through time, while preserving its unique characteristics. The resources of the public administration are directed to guiding its orderly change. For the business sector, the diversity of the cultural environment opens up opportunities for success.

2 Cultural environment now

2.1

Cultural environment – human environment

In this strategy, cultural environment refers to a whole formed by human activity, an interaction between humans and the natural environment that includes different kinds of elements of different ages – the everyday human environment. Some parts of it have been defined as targets for protection or, otherwise particularly important objects of value. The cultural environment also includes intangibles.

The ideas of what kind of surrounding environment is valuable and good change over time. Often, the cultural environment is linked to historical environments that have positive associations. But the cultural environment can also be a record of issues that people do not want to remember. Values change slowly: in the future, a place considered common today may be a valued cultural environment that tells about its own time in an illustrative way.

People are responsible for the good maintenance of the environment in which they live. Everyone also has the right to a good cultural environment. A good cultural environment means different things to different people. However, the common feature of all cultural environments that people see as good is that they strengthen the relationship people have with their living environment, and they help to understand the present and build the future, through the past.



City lights in the evening. Image Bank of the Environmental Administration / Daniel Segerlöv.

CENTRAL CONCEPTS OF THE STRATEGY

Cultural environment refers to an environment created by human activity and through interaction between humans and the natural environment. It includes the cultural landscape, the built cultural environment, and archaeological sites. The cultural environment includes both whole areas and individual sites.

Cultural landscape is an environment created by the combined effects of humans and the natural environment, which can be viewed, for example, as a regional, visual, empirical or historical whole.

The built cultural environment or built heritage includes built areas, buildings, and different kinds of structures, such as roads, bridges and power lines.

Archaeological heritage forms the oldest datable part of the cultural environment and is the historical basis for the cultural environment. Archaeological sites are structures, formations or objects made by humans, preserved in the landscape, in soil, or under water.

The changing cultural environment

The cultural environment is affected by several sociocultural, political and ecological changes, and by changes related to the economy, business life and population trends. Phenomena related to the changes are often connected to each other in various ways. The management of the cultural environment requires that the changes occurring in the environment are identified and that people can react to these changes. New opportunities that can be utilised are also connected to changes.

Climate change and its consequences pose new challenges to the management and study of the cultural environment. The political choices related to climate change are also reflected in the cultural environment. The National Climate and Energy Strategy (2013)¹ requires significant actions to make energy use more efficient and increase the use of renewable energy. New forms of energy production change the existing environment and produce a new cultural environment in the present.

Globalisation results in the growth of pluralism and the enrichment of cultures and ideology on one hand, and their impoverishment and becoming more alike, on the other hand. As a counter-reaction to globalisation, the importance of a local identity and valuing one's own traditions may increase.

Regional structures are centralised and the **economic structure** is renewed. The population migration to growth centres has accelerated. New areas are taken into residential use and existing structures are renewed and vacant sites are built up. At the same time, depopulation in smaller population centres and rural areas results in abandoned buildings and sites and overgrowth of cultivated agricultural landscapes. Underutilisation or lack of utilisation is among the greatest challenges in preserving the values of cultural environments.

The effects of the **change in the population structure** are also visible in the cultural environment. For example, accessibility must be taken into account better than before because of the ageing of the population. The need for easily adaptable facilities increases at homes, workplaces and in public buildings.

The renewal of municipal and service structures leads to a reduction in the number of municipal centres and to more effective ways of organising public services. As the service network becomes increasingly sparse, earlier uses of the cultural environment are discontinued. The increase in the size of municipalities also affects the development principles of different areas.

The development of transport and infrastructure has a significant impact on the cultural environment. Because of the growth in traffic and the need for energy, new structures that alter the landscape are needed. While the construction and renewal of transport routes and energy networks create a new cultural environment, the activities may also damage or destroy the current environment.

The scarcity of financial resources affects the ownership policy of public entities. Properties owned by the state are sold to private parties, and municipalities give up their underutilised service buildings. Parish buildings will also fall into disuse. As a result of the changes, the contribution of citizens and the business sector in maintaining the cultural environment will become increasingly important.

¹ Government report to Parliament on 20 March 2013, VNS 2/2013 vp.

EXAMPLES OF CULTURAL ENVIRONMENTS IN FIGURES

- There are 156 areas classified as nationally valuable landscapes. These consist of fields and semi-natural habitats, among other areas. The updated inventory of nationally valuable landscape areas is due to be completed by the end of 2015, and the number may change at that time.
- Under the Nature Conservation Act (*Luonnonsuojelulaki 1096/1996*), three landscape conservation areas of national interest and two other landscape conservation areas have been established. It is possible to draw up management and usage plans for the landscape conservation areas, which are used for promoting the preservation and management of the beauty, historical interest or other special values of the landscape.
- Six national urban parks have been established under the Land Use and Building Act (*Maankäyttö- ja rakennuslaki 132/1999*). In accordance with Section 70 of the Land Use and Building Act, maintenance and usage plans will be drawn up for the national urban parks.

Built cultural environment:

- There are 280 buildings or building groups protected in accordance with the Act on the Protection of the Built Heritage (*Laki rakennusperinnön suojelemisesta 498/2010*) and the Act on the Protection of Buildings (*Rakennussuojelulaki 60/1985*) that preceded it. One protected site may include several buildings. In an area covered by a local detailed plan, protection in the land use plan is the primary procedure.
- Approximately 800 buildings have been protected in accordance with the Decree on the Protection of State-owned Buildings (*Asetus valtion omistamien rakennusten suojelusta 480/1985*). The Decree was repealed in 2010, but the protection decisions that were made under it are still valid.
- There are 567 churches of the Evangelical Lutheran Church of Finland that are protected in accordance with the Ecclesiastical Act (*Kirkkolaki 1054/1993*), including 10 cemetery chapels, 259 bell towers (December 2013) and approximately 200 crypts located in church yards.
- There are also 19 churches and four chapels protected in accordance with the Orthodox Church Act (*Laki ortodoksisesta kirkosta 985/2006*).
- Thousands of buildings and built environments are protected under land use plans, but no comprehensive national statistics exist for these.
- There are 1260 cultural heritage sites of national significance.
- In the Finnish Transport Agency's collection of museum sites, there are 22 museum roads and 33 museum bridges.

Archaeological heritage:

- Approximately 29,000 archaeological sites are protected (November 2013).

Statutes concerning the cultural environment

In accordance with Section 20 of the Constitution of Finland (Suomen perustuslaki 731/1999), nature and its biodiversity, the environment and the national heritage are the responsibility of everyone. The public administration must endeavour to safeguard every person's right to a healthy environment and an opportunity to participate in decision-making relating to his or her own living environment. Correspondingly, in accordance with Section 14, paragraph 4, of the Constitution of Finland, the public authorities are tasked with promoting the opportunities of the individual to participate in societal activity and to influence the decisions that concern him or her. Other provisions of the Constitution of Finland that concern basic rights also affect cultural environment issues. These provisions include, in particular, the right to privacy provided in Section 10, the protection of property provided in Section 15, and the right to one's own language and culture provided in Section 17.

The most important legislation for the cultural environment includes the Land Use and Building Act (132/1999), the Act on the Protection of the Built Heritage (498/2010), the Antiquities Act (Muinaismuistolaki 295/1963), the Nature Conservation Act (1096/1996), and certain special legislation, such as the Ecclesiastical Act (1054/1993) and the Orthodox Church Act (985/2006). In addition, the legislation and policy programmes of the European Union affect the cultural environment.

The cultural environment is also affected, directly or indirectly, when several other laws are applied. For example, the application of regulations regarding energy economy, environmental protection, nature conservation, soil extraction, water areas, mining, transport, agriculture and the development of rural areas can affect the cultural environment. The European Union's agricultural policy and rural development legislation affect the use and management of fields and the development of the built environment in rural areas. Regulations concerning education and different kinds of professional requirements also have indirect effects on the cultural environment.

Several international conventions concern the cultural environment, of which Finland is a party to the following:

UNESCO

- Convention Concerning the Protection of the World Cultural and Natural Heritage, or the World Heritage Convention (SopS 19/1987)
- Convention for the Protection of Cultural Property in the Event of Armed Conflict or the Hague Convention (SopS 93/1994)
- Convention for the Safeguarding of the Intangible Cultural Heritage (SopS 47/2013), and

The Council of Europe's

- European Convention on the Protection of the Archaeological Heritage or the Malta Convention (SopS 26/1995)
- Convention for the Protection of the Architectural Heritage of Europe or the Granada Convention (SopS 10/1992), and
- European Landscape Convention or Florence Convention (SopS 14/2006)

Finland is not yet a party to the Council of Europe's Framework Convention on the Value of Cultural Heritage for Society (Faro Convention, 2005) or the UNESCO Convention on the Protection of the Underwater Cultural Heritage (2001).

International legislation offers good prerequisites for the protection of the cultural environment, but, at the same time, the fragmentation of regulations in several laws poses a challenge to the comprehensive development and protection of the cultural environment.



Ring Road III (Kehä III). Image Bank of the Environmental Administration / Daniel Segerlöv.

3 Strategic choices

The cultural environment is a national, regional and local resource that strengthens identity. A good cultural environment supports the well-being of the inhabitants, the birth of new business activities and growth in existing ones, and development that is based on the regions' own strengths, such as tourism.

The diversity of areas offers a framework for improving economic opportunities and enhancing the appeal of cultural environments. According to the EU Territorial Agenda 2020, the ecological values, environmental quality and cultural assets are crucial to well-being and economic prospects and offer unique development opportunities. Sustainable growth is one of the funding priorities of the European structural and investment funds, such as the European Regional Development Fund (ERDF), European Social Fund (ESF), and the European Agricultural Fund for Rural Development (EAFRD) that are included in the Finnish partnership programme for the EU regional and structural policy period 2014–2020. In creating new business and strengthening the innovation activities of companies, the cultural environment can offer a good framework for development.

3.1

Cultural environment is a resource

Cultural environment supports sustainable development

The good management of the existing building stock, infrastructure and cultural landscapes is the basis for sustainable development. Renovation work and the new use of buildings that fall into disuse are justified in regard to preserving the buildings, employment, and sustainable development.

Utilising cultural environments can be an important competitive factor in developing business activities. In the global competition, environmental responsibility and social responsibility in general are becoming increasingly important success factors. Cultural environments can support these goals, for example, by acting as symbols of the companies' environmental responsibility and by forming an attractive, concrete interface for companies, the society and individual citizens.

Climate change has resulted in requirements for the energy efficiency of buildings, for example. Because some of the actions that improve energy efficiency may affect the intrinsic nature and special characteristics of buildings, the owners, as well as the designers and those doing repair work, should have sufficient expertise regarding the special characteristics of the architectural heritage and ways to preserve them. There is some research data available on improving energy efficiency at culturally and historically valuable sites, but not all of the aspects of the issue have been sufficiently investigated.

In growth centres in particular, infill and complementary building are used to implement a more ecologically efficient urban structure and alleviate the lack of plots. Rural areas nearby are also affected by the growth, through increasing pressure to take into residential use those areas used for recreation and under cultivation. It is important for the cultural environment that the special characteristics of areas are identified and respected in complementary building.

Landscapes and their natural and cultural heritage values are some of the strengths of Finnish tourism. According to Finland's Tourism Strategy to 2020, cultural tourism to Finland emphasises, among other things, the local cultural environments, individual cultural sites and routes, as well as regional, individual cultural features, such as the Sámi culture. Archaeological heritage is of interest to people, and it can be a resource for tourism. In this way, the comprehensive maintenance of the cultural environment is also important for sustainable tourism.

Goal for 2020:

Recognition of the ways the cultural environment helps in mitigating climate change and in adaptation to it. Owners understand the importance of the cultural environment and are committed to managing it systematically. The overall cost-effectiveness of repairing buildings is understood. New uses are found for buildings that become empty. The renovation norms take into account the special conditions for protecting the built heritage. Energy efficiency and cultural and historical values are considered to be equally valuable in construction projects. The values of the cultural environment are taken into account in planning energy and transport networks.

Actions:

1. Solutions are supported and developed that make it possible to have an impact on the mitigation of climate change and adaptation to it through the sustainable use and management of the cultural environment.
2. Conditions are set for the temporary use of buildings and environments that have fallen into disuse and for innovative reuse of the building stock.

Financial resources are sufficient and correctly allocated

Public resources for managing the cultural environment have decreased over the last few years. This applies to the administration's expert resources, funding, and grants awarded to actors and citizens. The possibilities for EU funding have also decreased, but the funding from the European Union still forms the largest part of the public funding for enhancing the cultural environment.

Several parties in Finland award grants for managing and enhancing the cultural environment. There are plenty of different systems of assistance, but the funds available from a single system are often relatively small. In addition, information about the different grants is scattered, and their application times and awarding criteria are different. Even small grants can be used to strengthen the communication between actors and the administration and to enhance the mutual understanding of the common goals.

As the public economy tightens, new ways of working must be formulated for maintaining and improving the condition of cultural environments. Contributions from the business sector could offer new opportunities. The financial and image benefits that the business sector derives from a good cultural environment have not been investigated. Studying these benefits could promote interest in protecting the cultural environment.

Goal for 2020:

Public administration takes responsibility for the resources for managing and protecting the cultural environment. Property owners are responsible for the cultural heritage they own. Financial incentives support the management of the cultural environment. It is easy to find information about different grants, their conditions and application periods.

The strengths of cultural environments are also recognised in the development of business activities. The business sector sees commercial value in the existing and well-managed cultural environment and allocates financial resources towards its management and improvement.

Actions:

3. Studies and research on the financial significance of the cultural environment are supported.
4. Cooperation between the business sector and the public sector is strengthened in issues related to the cultural environment.
5. Financial incentives and grant procedures that support the good management of the cultural environment are developed.

Legislation on the cultural environment and its application are of high quality

The functioning of land use planning is important for the cultural environment. According to the Land Use and Building Act (132/1999), one goal of land use planning is to promote the beauty of the built environment and the protection of cultural values. The content requirements on different planning levels emphasise, among other things, the protection of the landscape, cultural heritage and the built environment. Attention is also paid to the use of the existing building stock. In fact, land use planning is the most frequently used tool for protecting and enhancing the cultural environment.

In the land use planning process, different functions and needs are adjusted to fit together, which means that the values of the cultural environment may need to give way to other aspects that are seen as more important, such as financial interests. At other times, the problem is in the land use plans, which have become obsolete in regard to the cultural environment.

A good land use planning process requires functional interactive procedures and sufficient basic information. Up-to-date basic information is a fundamental prerequisite for assessing the effects of land use planning, which focuses on the cityscape, landscape, cultural heritage and built environment. The inventory “Cultural Heritage Sites of National Significance (*Valtakunnallisesti merkittävät rakennetut kulttuuriympäristöt*, RKY)”, related to the national land use guidelines, is the most central one. Taking it into account in land use is an important national cultural environment goal.



Church barns in Utsjoki. Tuija Mikkonen.

Land use planning also creates the framework for the design and implementation of the infrastructure. The implementation methods of transport routes, power lines and energy production plants, such as wind farms in particular, are reflected in the state of the cultural environments. An interactive planning process that utilises cultural environment expertise and the quality of the impact reports ensure that the solution takes the cultural environment into account in the best possible way.

In addition to land use planning, special legislation can also be used to protect buildings and structures. The Act on the Protection of the Built Heritage (498/2010) is applied to everything except to ecclesiastic buildings and structures. This Act entered into force in 2010 and it is now easier than before to apply protection in the areas covered by a local detailed plan.

The protection of archaeological sites is provided under the Antiquities Act (295/1963), according to which all sites defined as ancient monuments are protected. In addition, all movable objects and ship wrecks that are at least one hundred years old are protected. The Antiquities Act was drawn up in the early 1960s in an operating environment that differs significantly from the current one. The renewal of the Antiquities Act is justified so that the changes that have occurred in the operating environment and in other legislation can be taken into account better than at present.

The local building control authorities also play an important role in the protection of the cultural environment. They supervise the planning and implementation of construction and make decisions on the building and demolition permits in accordance with the Land Use and Building Act.

In public administration, the responsibilities related to the cultural environment are divided over several different authorities and based on various pieces of legislation. However, the cultural environment as an object of activity cannot be divided. The value of a single site without its connection to its environment is incomplete.

CULTURAL ENVIRONMENT AND THE NATIONAL LAND USE GUIDELINES

The national land use guidelines are a part of the land use planning system under the Land Use and Building Act. For the cultural environment, their goal is to ensure the preservation of the values of nationally important cultural environments and natural heritage.

The national inventories of the cultural environment referred to in the national land use guidelines include:

- Inventory of cultural heritage sites of national significance (RKY 2009)
- Inventory of nationally valuable landscape areas (1995). The landscape inventory is currently being updated and it will be completed in 2015, at which time the selection of areas and the definitions will be reviewed.
- Inventory of the archaeological heritage (1985)

According to the national land use guidelines, land use must take into account the obligations of international agreements on the cultural and natural heritage and government decisions. The national inventories carried out by the authorities will be taken into account as starting points for regional planning.

Goal for 2020:

The management and protection of cultural environments is based on a comprehensive understanding of the cultural environment as a whole. Cultural environments are a resource and an attraction factor for regions and municipalities, which shows in the land use planning and decision-making. Land use planning processes and the content of the plans support utilisation of the cultural environment that is sustainable and based on regional starting points.

The monitoring responsibilities for the cultural environment have been defined clearly and the results of the monitoring are used in political decision-making and administration. The cooperation between different administrative branches in preparing legislation has become closer so that the various laws function more seamlessly in relation to each other. The legislation concerning the archaeological heritage is up to date.

Actions:

6. The values of cultural environments are protected on different planning levels.
7. Comprehensive preservation of the cultural environment is integrated into regional and local development (strategies, plans, programmes).
8. A comprehensive assessment of the regulations related to the cultural environment is carried out and, if necessary, the legislation is renewed.



Rural landscape in Mustinmäki, Savo region. Tuija Mikkonen.

The importance and value of the cultural environment is recognised

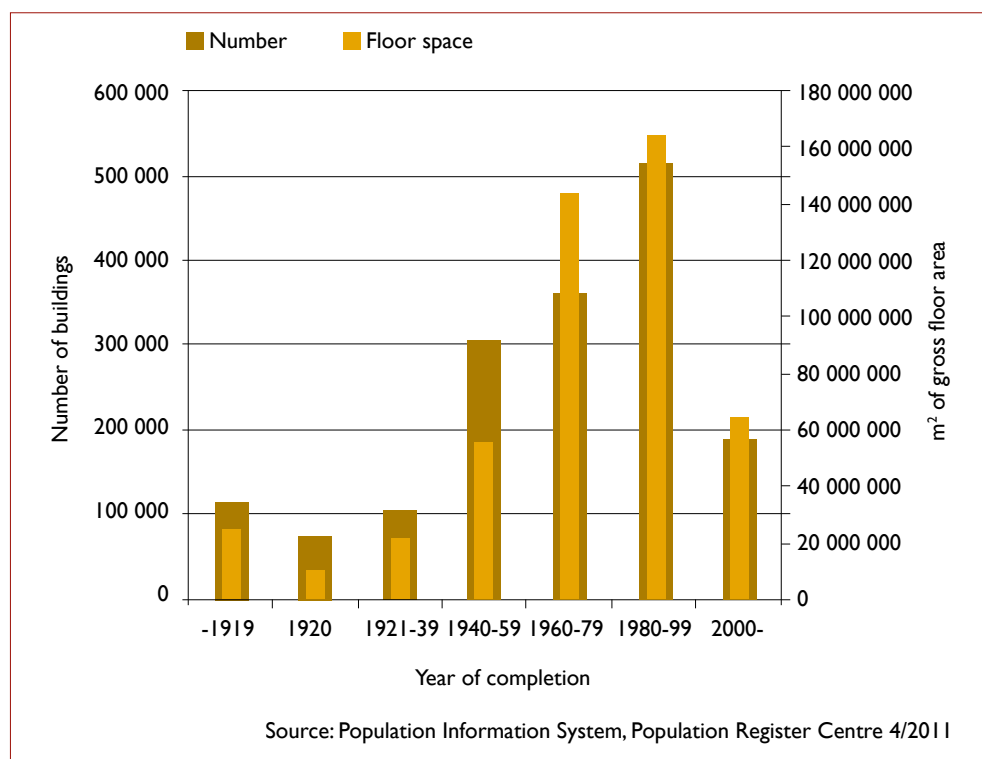
The importance of the cultural environment strengthens

Protecting the cultural environment rests on an appreciation of it. The concepts of a good cultural environment worth preserving vary. Values also change over time. This is why it is necessary to find ways to take different kinds of values and appreciation into account in enhancing the cultural environment.

The appreciation and views of the residents and professionals working with the cultural environment may differ. The experts often interpret a certain site as a part of the extended cultural environment and the historical continuum. On the other hand, residents may have values related to where they live that the experts cannot see in the cultural environment. For this reason, there is a growing need for interaction between the residents and the authorities and the exchange of ideas at the grassroots level.

The Finnish built cultural environment is young. Approximately 80% of the building stock has been constructed after the mid-1900s. Because of this amount alone, the quality of the young cultural environment is important to the well-being of people. It may still be adapted and demolished without taking into account that this may destroy an environment that the future generations will miss.

Age of the building stock in Finland in 2010





Repairing a window frame. Image Bank of the Environmental Administration / Pentti Hokkanen.

Goal for 2020:

The value of cultural environments of different types and ages is known and acknowledged. The cultural environment is seen as an irreplaceable national resource, and preserving its value and managing it well are the central goals of the state authorities. Private persons, companies and authorities are committed to protecting the cultural environment. The values of living, diverse cultural environments are maintained through high quality, considered renewal that honours the cultural heritage.

Actions:

9. More information is generated about the young cultural environment created after the mid-1900s to serve the needs of protection, research, restoration and use, and to develop repair methods that preserve its values.
10. Culturally and historically valuable buildings, cultural landscapes, and archaeological sites owned by the state and municipalities are preserved and managed in ways that convey information about responsible and systematic ownership.

Cultural environment education increases understanding and appreciation

Education regarding the cultural environment enhances the recognition and appreciation of the cultural importance of the surrounding environment. It also supports the establishment of a relationship between the surrounding environment and cultural identity. Appreciation of the cultural environment requires an ability to understand and interpret it. In addition to exposure at home, day care centres, schools, vocational institutions and adult education institutions are of crucial importance in this. The values absorbed during early childhood education and basic education are strengthened during the upper secondary education, and they often have a continued effect throughout a person's life.

Cultivating knowledge of the cultural heritage in preschool and basic education and in upper secondary education comes under the curriculum, and is a basic part of vocational upper secondary qualifications. However, there is no clear understanding of how much the cultural environment is discussed at the different levels of the education system. The emphasis varies in the curricula of different schools and other parties providing education, and the teacher's own initiative and interest have the final say on the lesson contents. This means that information on the cultural environment which is included in the basic and continuing education of teachers is vitally important.

Museums play an important role as presenters, collectors and interpreters of information on the cultural environment. Museums cooperate with schools, but their activities also extend further and reach many other population groups. Museums produce content and services by carrying out studies and inventories, producing online material, putting together exhibitions and arranging different kinds of events.

The Internet offers large amounts of information on cultural landscapes, buildings and archaeological sites. Interactive applications have also been created in information networks where citizens can share their own memories and information about the cultural environment.

Associations are important in promoting information about and an understanding of cultural environments. Many of them organise events, projects, voluntary work and other activities for the cultural environment. The activities of non-governmental organisations (NGOs) are important for creating a positive atmosphere, bringing forth topical issues, organising opportunities for participation, and managing cultural environments.

Even the smallest members of the family can help with the painting. Hanna Hämäläinen.



The purpose of the European Heritage Days, organised on the initiative of the European Commission and the Council of Europe, is to increase information on the diversity of the cultural heritage. The events occurring each autumn arouse public interest and promote knowledge and appreciation of the cultural environment. In Finland, the events are held on the second weekend in September. Local actors implement the events of the Heritage Days.

Cooperation between many different actors and experts is needed in order to increase information on and interest in the cultural environment. Citizens should have the possibility to learn more about the cultural environment throughout their lives.

Goal for 2020:

Children, young people and adults have acquired good skills and competence in recognising and understanding special features of the cultural environment and know how to work actively for it. Museums act as regional and local centres of lifelong learning on the cultural environment. Associations working with the cultural environment are active and disseminate information on the cultural environment, thereby strengthening the appreciation of the cultural environment.

Actions:

11. Multifaceted cultural environment education is provided in day care centres, schools, vocational and adult education institutions, and museums.



The cultivated landscape of the Lieto Vanhalinna estate is crossed by the age-old routes of the Ox Road of Häme and the Aura River. Tuija Mikkonen.

Cultural environment education and research is sufficient and of high quality

At universities, the coverage of the strategy perspectives in cultural environment education and research is wide-ranging. Studies and research enable multidisciplinary expertise, even though Finland does not have comprehensive education in the field of the cultural environment. Currently though, education in conservation at universities of applied sciences (polytechnics) is being cut back.

Education and training in restoration is organised at several vocational institutions, and at schools for crafts and design. At present, the building conservation and restoration education and training mainly focuses on traditional construction. There is a need for teaching and research of the repair principles of the young building stock in particular.

The curriculum related to cultural environment issues at upper secondary schools should be developed. Competent renovation professionals will be needed in the future in increasing numbers. It is essential for the cultural environment that not only the designers of repairs but also those carrying out the repairs understand the characteristics, historical features and intangible values of the building stock.

Besides the previously mentioned professionals, it is important that property management and real estate management professionals have competence in cultural environment issues. Continuing education that brings together different groups of professionals working in the cultural environment sector is needed.

The design field is undergoing changes because of new energy efficient and green building technologies. Applying the new approaches in a way that takes the values of the cultural environment into account requires that the designers have extensive competence and that experts in different fields cooperate.

Goal for 2020:

Universities and universities of applied sciences, along with upper secondary schools, have sufficient basic education in cultural environment issues. The latest research data on the cultural environment is disseminated to the public administration for its use and to support decision-making. The teaching in the field of renovation and repair is at a high level, is also focused on the young building stock, and is offered at a sufficient extent. There are enough places of study in the conservation field. Continuing education tailored to their needs is available for different groups of professionals working with the cultural environment.

Actions:

12. The cultural environment-oriented education aiming at vocational qualifications and continuing education for experts is strengthened.
13. The applied research on cultural environments carried out at universities and other research institutions is supported, along with the related cooperation with sectoral research institutions and authorities.

Strength from cooperation

Good administration, a clear division of work

Cultural environment issues are a part of the tasks of several different branches of government and levels of administration. Of the ministries, the Ministry of the Environment, the Ministry of Education and Culture, the Ministry of Agriculture and Forestry, the Ministry of Employment and the Economy, and the Ministry of Transport and Communications have legislative and development tasks related to the cultural environment. The National Board of Antiquities acts as the state's expert body in issues regarding the cultural environment. Implementation tasks are carried out by the regional state administration, for example. Other authorities, such as the administrative courts, also handle issues related to the cultural environment. The responsibilities and obligations that are divided among several parties are not always clear to citizens or other actors.

Municipalities and regional councils that guide the enhancement and protection of the cultural environment through land use planning play a particularly important role with regard to the cultural environment. In addition, municipalities affect the cultural environment by controlling and monitoring construction. The provincial museums act as regional experts. The cooperation between the different authorities has been strengthened through the work of wide-ranging regional cultural environment cooperation groups of different administrative branches that consist of experts in the field.

Through cooperation agreements, the National Board of Antiquities has delegated the state expert and authority tasks related to the protection of the cultural environment to the provincial museums. The expert resources are unevenly divided over the regions. A cooperation agreement has also been made with the Sámi Museum Siida. The right of the Sámi to participate has been taken into account, for example, in the Nordic Sámi Convention that is being drawn up at the moment.

The enhancement of the cultural environment is a long-term effort, and its changes must be controlled. Good administration requires up-to-date legislation, which creates the conditions for actions and establishes the guidelines, and sets out the roles of different actors. Good administration includes active dialogue between the citizens and the administration.

Goal for 2020:

The state administration's internal division of work and responsibilities in issues related to the cultural environment are clear and comprehensible to citizens. The importance of the cultural environment is acknowledged and taken into account in the decision-making of the state, municipalities and regional councils. The quality and a sufficient amount of expert services are also ensured regionally.

Actions:

14. Each ministry aims at promoting the goals of the cultural environment strategy and their implementation in its own administrative branch.
15. The state administration's internal division of work and cooperation, and that of the state administration, provincial museums and regional councils, is clarified in issues related to the cultural environment. The regional availability of cultural environment services by the authorities in different areas of the country is assessed.
16. Activities in cultural environment work are established in the Sámi Homeland.

Cooperation between citizens and other actors is successful

Cultural environment values are mainly preserved through good management and use. The owners and users of the properties are in a key position. In addition to the residents, the role of actors in the business sector is also important. Industry and service companies are important owners of the built heritage; and rural and agricultural industries manage and shape the cultural landscapes of the countryside.

International conventions on the cultural heritage place citizens in an important position as users and stewards of the cultural environment. For example, the conventions of the Council of Europe emphasise the joint responsibility of public administration and private parties in cultural heritage stewardship.

The European Landscape Convention emphasises the role of the landscape as the living environment of human beings. In the Council of Europe's Faro Framework Convention on the Value of Cultural Heritage for Society, the cultural heritage also refers to the common good, so that citizens in their community can feel that it is spiritually "their own".

Different civil society actors, such as national cultural environment organisations, local residents and local historical societies and heritage societies, and expert organisations participate actively in issues related to the cultural environment. The activities of the societies are very important for maintaining the condition and appreciation of the cultural environment.

Good cooperation between public authorities and associations promotes the management of issues related to the cultural environment. Companies have information and expertise that can benefit the administration. However, they only have meagre financial resources at their disposal.

As the resources available for the public sector decrease, the role of the civil society is emphasised. In parallel with the associations and various professional organisations, contributions by the business sector are increasingly needed for improving and enhancing cultural environments. The civil society has greater potential to take action, when people know that they have the possibility to participate.

Goal for 2020:

Cultural environment policies are directed towards citizens and communities. The business sector, public sector, civil society actors and citizens of the area are involved extensively in enhancing the cultural environment. People are aware of their own opportunities to participate and they are able to make use of them.

Actions:

17. The interaction between the public administration, citizens and actors in the business sector is intensified in issues related to the cultural environment, thereby strengthening the mutual understanding of different parties.
18. Finland makes preparations to join the Council of Europe's Faro Framework Convention.

3.5

Information on the cultural environment is sufficient and of high quality

The enhancement and protection of the cultural environment require support in the form of up-to-date information about the cultural environment, and about protected sites and methods for managing them. A large amount of information exists, as do many information sources, but not in an orderly form.

Inventories and reports drawn up by experts form the basis for defining the values of cultural environments. The primary starting point for inventories is recording and producing information related to the cultural environment. The reports act as basic information sources for land use planning and different kinds of projects.

Local and regional cultural environment programmes generate important information about their target area, involve different actors and advance a common will. Defining the shared goals and actions related to the sustainable development of the area and planning the measures and actions are the starting points of a programme. They act as conversation openers in projects related to land use, for example. The goal of the programmes is to reflect the special nature of the areas and support the local identities.

CULTURAL ENVIRONMENT PROGRAMMES

Regional cultural environment programmes. The centres for economic development, transport and the environment (ELY centres), regional councils and other regional actors, in cooperation with the provincial museums and other interest groups, can draw up regional cultural environment programmes that cover the whole region or parts of it.

Local cultural environment programmes. Municipalities and other local actors can draw up cultural environment programmes for their own municipalities, and the residents, communities, authorities and businesses can participate in their preparation.

To support the creation of cultural environment programmes, the Ministry of the Environment has published a guide on cultural environment programmes "*Kulttuuriympäristöohjelma – miksi ja miten*" (2009, "Cultural environment programme – why and how," in Finnish with an abstract in English).

For society to function transparently, it is essential to open public data sets for use and application by citizens, communities and companies. The large-scale control of information on the cultural environment and the related services and systems can be improved by taking enterprise architecture methods into use. The goal of enterprise architecture work is to improve the interoperability of information, services and systems, and to agree upon common principles, such as open interfaces and the commensurability of information.

Goal for 2020:

Through services that utilise information and communications technology, actors receive up-to-date and correct information on the cultural environment and are able to participate in discussions and decision-making on the cultural environment. The information resources on the cultural environment are available for different user groups and can be utilised by the users as openly as possible. Uniform and up-to-date information, covering cultural landscapes, the built environment and archaeological heritage, is available on nationally significant cultural environments.

Actions:

19. The interoperability, availability, comprehensiveness and usability of information on the cultural environment is enhanced, so that citizens can easily find the information they want regarding the cultural environment and so that the information also meets the needs of the business sector. Digitisation of information related to the cultural environment is accelerated.
20. The cultural environment inventories, made in accordance with the national land use guidelines, are combined into a comprehensive inventory of nationally valuable cultural environments, which is supplemented as needed, particularly for the archaeological heritage, urban landscapes and semi-natural habitats.



An archaeological dig. Tuija Mikkonen.

4 Implementing and monitoring the strategy and assessing the effects

4.1

Implementing and monitoring the strategy

Under the direction of the Ministry of the Environment, a more detailed implementation plan on the actions proposed in the strategy will be drawn up. The plan will present how the actions will be implemented, the parties responsible, schedules and the monitoring of these. The implementation plan will be drawn up in cooperation with the central ministries and those interest groups that are responsible for implementing the actions. The completed implementation plan will be updated as its implementation proceeds.

4.2

Assessing the effects of the strategy

The cultural environment forms an important part of the Finnish national wealth. Good management and upkeep of the cultural environment maintains and increases its value. A good cultural environment and the sustainable use of the built heritage support regional economic and business life. It can be estimated that the economic effects of the cultural environment strategy and its effects on the operating conditions of business activity are positive.

The strategy does not have a direct effect on the state economy, because the actions are implemented within the limits allowed by the decision on spending limits and the funding in the budget. If necessary, funding will be reprioritised, taking into account the choices made in the implementation plan for the actions outlined in the strategy.

Several actions in the strategy make public administration more efficient. More renovation work will improve the employment of renovation workers and increase the state's income tax revenue. By utilising the cultural environment as a regional resource, the need for state support in areas undergoing a structural change may decrease.

If the action proposals in the strategy are implemented, people will have more opportunities to affect the development of their own living environments and to foster the values they consider to be important. The actions in the strategy increase people's knowledge about their own cultural environment. People's identity is also sustained when the different periods of time depicted in the cultural environment are preserved, and when they have an understanding of the importance of these.

The systematic management, upkeep and use of the cultural environment support the goals of sustainable development. The objective of maintaining and preserving existing built environments will result in a reduction in the use of natural resources and the amount of construction and demolition waste generated.

The cultural environment is the basis for the memory and identity of the community and the people. It includes significant social and cultural values. When it is well taken care of, regionally characteristic and constructed out of different time periods, it enhances the well-being of people. The first Finnish national Cultural Environment Strategy 2014–2020 offers tools for maintaining the values of our national heritage and improving the vitality and attractiveness of regions.



Ministry of
Education
and Culture



Ympäristöministeriö
Miljöministeriet
Ministry of the Environment