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THE EDUCATION OF CULTURAL ADMINISTRATORS  
IN THE NORDIC COUNTRIES WITH SPECIAL  
REGARD TO FINLAND

by

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(The opinions expressed are  
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## 1. INTRODUCTION

The aim of the study is to make a survey of the educational systems for cultural administrators introduced or planned in the Nordic countries. The survey is limited to Finland, Norway and Sweden, excluding Denmark and Iceland. It will focus on the educational needs within organized cultural activities, mainly public administration and civic organizations.

The public administration and the related cultural administration and cultural policy are in essence similar in the Nordic countries. While keeping in mind the existing differences the study will concentrate on administration and its related education on a general level. This approach has been adopted taking into consideration the universal use that Unesco has envisaged for the study. The administrative systems and social structures in the Nordic countries represent one model among many others.

The starting point of the study is the role of public administration--the state and local authorities--in the national policy and its implementation. In the 1980s the Nordic countries experienced a significant socio-political development process with similar and comparable cultural policy implications in the countries concerned. This process changed a great deal the status and significance of cultural policy in all the three countries under examination. The development process, which started in the beginning of the 1970s, will still have great influence on the cultural policy in the 1980s and its future planning.

The objective of the main passage in this study--the educational systems for cultural administrators--is, on one hand, to give a general picture of the importance and status of cultural administrators particularly in public cultural administration, and, on the other hand, to give a fairly detailed description of the structure and contents of the education. This has been done with particular consideration for readers from non-Nordic countries with a view to illustrating the significance and nature of the cultural administrators' work and the importance of their education in this context.

Before beginning the examination it is necessary to define briefly the concept of culture adopted in this study in order to make it more accessible to readers from different cultural milieus.

Culture has in this study been examined mainly as the subject of decision-making and goal-setting and as a means of implementation of the public administration. The development of culture is a goal we cannot attain without cultural policy. Cultural policy is outlined by democratically elected decision-making bodies such as parliaments, governments and municipal boards. Cultural policy has in this study been seen as a means for attaining qualitative goals which concern society at large as well as the individual.

The principal aims of a cultural policy are generally considered to be a closer integration with the overall socio-political development and planning, the democratization of decision-making and institutions, greater participation in cultural life and the promotion of individual and collective creativity. Cultural policy and cultural administration cover in this study such fields as cultural activities based on artistic expression, public libraries, the preservation of cultural traditions and local heritage as well as adult education and educational cultural work. In Norway, for instance, cultural administration also includes indirectly youth work and sports, but in this study these areas will only be mentioned in passing. The study also excludes such important fields of cultural policy as mass-communication and cultural industries as well as the school system.

## 2. STRUCTURAL CHANGES IN SOCIETY AND THE DEVELOPMENT OF CULTURAL POLICY IN THE NORDIC COUNTRIES

The social systems in the Nordic countries have undergone rapid structural changes during the post-war period with deep-going impact on the cultural life. During this period Finland has developed from a traditional agrarian society into an advanced urbanized and industrialized society. A similar evolution has taken place also in Norway and Sweden, where, however, the process of change commenced slightly earlier.

The structural changes in all these countries have taken place so quickly and thoroughly that an equal situation can hardly be found anywhere in Europe. At the same time, and closely related to this trend, the countries have experienced a strong urbanization process which has brought forth considerable changes in the mode of life and consequently in the cultural habits. More and more people have left the sparsely-populated rural areas and small villages and moved to urban areas.

In recent times, however, a change has been noticed in this trend: people have begun to move back to the countryside, in an effort to create a new alternative way of life in a milieu closer to nature and to basic values. This 'green' and soft approach to life has been popular particularly among the young people and the academically educated population. This population movement, which has also cultural implications, has not been numerically significant but is of great qualitative interest.

It is evident that this rapid and deep-going social process of change could not have taken place without causing friction and difficulties. The problems have often been most acute in dense sectors where the individual as well as society respond most delicately: namely way of life and culture. The rapid process of industrialization, the massive immigration movement and urbanization have caused an erosion of values, shattered pictures of the world and created serious cultural and social problems which are felt most urgently both in the areas which are still losing their active population and in the rapidly growing towns. The problem of the rural areas is the weakening of the population base and the breaking down of the traditional village communities and the cultural values they represent. Simultaneously the old traditional town structure has changed as more and more people move to the towns and new suburban areas are created.

The immigration movements are clearly seen in countries like Finland, Norway and Sweden where the density of population is the smallest in Europe and where the distances are great. The immigration to the towns has in many cases been forced upon the people by economic and especially by employment circumstances. They have reluctantly had to leave their traditional cultural environment and settle down in a strange environment which far too often lacks cultural stimulus and draws the people into a vicious life circle dominated by work. Settling down in new surroundings getting to know the urban way of life and forming new cultural habits has proved either impossible or painful. Often the adaptation process has required the lifetime of a whole generation.

The breaking down of old cultural groups has made the people passive and alienated. Consequently, they have tried to find compensation in material things, but without succeeding in getting notable intellectual satisfaction. Loneliness, during the past ten years has become a social reality, especially in the towns but, to an increasing extent, also in the countryside. Young people are moving away from the villages to the towns, leaving behind them the older generation and their old cultural surroundings. Traditions die out, the connections between the generations are broken. In the towns life is often hard and filled with stress. The time is occupied by work and by moving from the working place to the home; the social groups

become smaller and the area of mobility more restricted. People have neither the will nor the time to engage in social interaction, not to mention intellectual and stimulating activities. These changes have posed a serious challenge to the authorities in charge of cultural policy.

In addition to the changes in the living, housing and working surroundings, people's habits and values have been affected by many other factors. The enhancement of the educational level, the changes in the economic structure and increased leisure time are characteristic of the Nordic countries and have affected people's way of life, created new values and changed the cultural behaviour patterns. It seems as if the time and the options at the citizens' disposal have increased.

The development of the education system, the working surroundings, the housing conditions and the growth of leisure time have taken place over such a short period of time that cultural services and creative activities have not been able to keep pace. This concerns in particular activities under the responsibility of the public administration, but, partly also, man's ability and prerequisites to follow the process of change. The alternatives for the use of leisure time offered by society have to an increasing extent been overshadowed by commercialism and material goods.

The specialization of the work process and the side effects of automation have to date not been discussed in cultural policy. Unemployment, which, during the past ten years, has become a serious and permanent problem, forms a chapter of its own in cultural policy. Of the Nordic countries, Finland has had the highest unemployment rate, but in recent years an aggravation of the employment situation has also taken place in Sweden. So far, Norway has best succeeded in the struggle against unemployment partly due to its oil incomes. Youth unemployment is a growing problem in the whole of Western Europe; its social and cultural implications will be seen in the future.

When describing structural changes in society it is important not to be discouraged. Many changes for the better have also taken place: the living conditions and the possibilities for a richer life, both in a material and immaterial sense, have improved. At the same time, the gap between the social classes has narrowed, although there are still differences which are accentuated by unemployment.

Both a qualitative and quantitative development has taken place in cultural behaviour, in the use and reception of cultural services, in the participation in creative activities and the potential of cultural life. The enhancement of the educational level and increased leisure time have been positive factors. A better and more equitable educational system has encouraged improvements and increased the intellectual capacity for amateur cultural activities and creative participation. The increased leisure time created by shorter working weeks and longer holidays has removed the traditional impediments for cultural activities and creative participation. One cannot, either, depreciate the impact of the increased income level which has at least partly affected cultural behaviour.

Along with the enhancement of the income level and general living standards, the influence of commercialism has grown in the Nordic countries, leaving clear marks on the whole post-war generation and, in particular, the young people born in the 1960s and the 1970s. The marks can best be seen in the cultural behaviour and values as well as in the way of life. The quantity and quality of consumer goods and the new and completely artificial habits and needs created by marketing mechanisms have changed people's cultural behaviour and restricted their creative thinking.

In the Nordic countries the supply of cultural goods and services has, particularly during the past twenty years, become more and more dominated by commercial and multinational products of cultural industries such as records, movies, comic books, etc. At the same time, television has revolutionalized people's habits and their

capacity to receive and select. The quantity and quality of the supply have become a problem, though for different reasons. The commercial products have developed into a serious rival to the cultural activities supported and created by society in an attempt to supply a meaning to people's leisure-time and amateur activities and, through these, to people's lives.

### 3. THE GOALS OF CULTURAL POLICY IN THE NORDIC COUNTRIES

The debate in the Nordic countries concerning the responsibility of society with regard to cultural policy and the social implications of culture was launched by Unesco's first Regional Intergovernmental Conference on Cultural Policies held in Helsinki in 1972 (EUROCULT). The Final Report of the conference and its Recommendations emphasized the need for an overall national cultural policy. The enhancement of the status of cultural policy to the same level as that of economic and social policy was considered to be an essential prerequisite for the promotion of national and international cultural development.

From the viewpoint of significant social processes of change and their cultural implications EUROCULT took place at the most suitable time. The impact of the changes in the 1960s were already visible, and many social and human problems occupied, to an increasing extent, the decision-makers and officials in the public administration. During the years after EUROCULT a lively debate took place in the Nordic countries concerning cultural policy. This debate was more concerned with the concept of the quality of life and cultural democracy than with the assessment of different trends in the arts.

In Finland, Norway and Sweden the debate reached the parliamentary level and cultural policy documents were approved in these countries between 1974 and 1978. These documents created new and more socially-oriented cultural policy goals on the basis of which the cultural administration was developed and the material resources increased. A new cultural policy with new priority areas was created which consciously aimed at raising the living standard on the basis of equality and voluntariness. At the same time the social concern for the enhancement of the level of cultural life grew.

Following are presented, in summary, the cultural policy goals of Finland, Norway and Sweden, which were achieved as a result of broad-based debate in the Swedish Parliament, the Riksdagen, in 1974, in the Norwegian Parliament, the Stortinget, in 1975 and in the Finnish Parliament, the Eduskunta, in 1978. The formulation of the goals was partly influenced by the same process in the other countries and partly determined on the basis of national needs. The goals are typical and common for all three countries:

the creation of prerequisites for material and intellectual progress related to artistic and creative activities;

the expansion of the regional and social basis of cultural services;

decentralization and democratization of decision-making and planning concerning cultural policy;

equality concerning participation in cultural life regardless of economic, social or educational backgrounds;

the consideration of the cultural needs of people in weaker social and physical conditions;

support for voluntary civic organizations and population movements;  
 the enhancement of the freedom of speech and its applications; and  
 the expansion and strengthening of the international cultural community for  
 the promotion of peace and understanding.

In general, one can say that the most central task of cultural policy in the Nordic countries is to maintain contacts between culture of today and yesterday. In this respect cultural policy contains two dimensions: the promotion and preservation of cultural traditions, and the creation of new traditions. The arts play an important role in this development process. In order to master and understand the increasingly complicated and technical world, we need more information and more skills. At the same time the significance of knowledge and creativity has been stressed. If we are not capable of understanding situations as a whole there is a danger that knowledge, skills and intellectual activities become more restricted.

As a summary and as an indication of the permanence of the goals we can cite the following principles included in the Declaration on Cultural Policies approved at the World Conference on Cultural Policies held in Mexico City in 1982:

'...in its widest sense, culture may now be said to be the whole complex of distinctive spiritual, material, intellectual and emotional features that characterize a society or social group. It includes not only the arts and letters, but also modes of life, the fundamental rights of the human being, value systems, traditions and beliefs;

...it is culture that gives man the ability to reflect upon himself. It is culture that makes us specifically human, rational beings, endowed with a critical judgement and a sense of moral commitment. It is through culture that man expresses himself, becomes aware of himself, recognizes his incompleteness, questions his own achievements, seeks untiringly for new meanings and creates works through which he transcends his limitations'.

#### 4. PUBLIC CULTURAL ADMINISTRATION IN THE NORDIC COUNTRIES

The structure of public administration is similar in the Nordic countries. It is therefore fairly uncomplicated to compare their structures, goals and activities related to cultural policy. This makes it also possible to compare which factors have influenced the implementation or the non-implementation of cultural policy goals: political decision-making, personnel, activities, economic resources as well as qualitative and quantitative achievements.

Public administration, and cultural administration as part of it, comprise two important levels: the state level and the municipal level. In addition to these, there is, in Norway and Sweden (and is being planned for Finland) an independent regional administration, the significance of which is fairly small in matters concerning cultural policy.

The main principles in the division of responsibility concerning cultural policy in the Nordic countries are by nature economic and organizational. Generally speaking, this means that the state is responsible for the development of such activities which concern directly cultural life as a whole. Such activities are, for instance, the formulation of general cultural policy goals, legislation concerning cultural activities, economic support on national level, the maintenance of large national institutions (such as the national opera), and the securing of an income system for artists etc. The main function of state cultural policy is to support and encourage

cultural activities and not to control them. University-level education in the field of the arts is also arranged by the state.

The local authorities are, as a rule, responsible for local cultural policy. Their task is to create the basis for the cultural activities and to activate the people. Whether the measures intended to satisfy the cultural needs of the inhabitants are sufficient or insufficient can best be assessed from the viewpoint of the local conditions.

The municipal services and the decisions concerning these are, in accordance with legislation, based on a far-reaching independent local administration involving free elections, the right to levy taxes as well as political plurality. The independent status of the municipalities also imposes considerable obligations with regard to the supply of social services. The financing of the costs for these services is arranged in different ways in the Nordic countries. This does not, however, have much bearing on local decision-making and planning. In matters concerning the financing of municipal services, the local authorities in Sweden are the least independent of the state. In Finland, an Act has been passed concerning the partition of costs between the state and the local authorities. On the local level the structure of administration is very much the same. The highest decision-making power is exercised by the municipal council elected by the people. The municipal council elects both the supreme executive body, the municipal government, and various advisory bodies in different sectors. Among these are the cultural boards which are responsible for the arrangement and the development of cultural activities.

Local cultural administration in the Nordic countries will now be discussed more in detail, as the majority of the cultural administrators in these countries are employed in this administrative sector. These are 461 municipalities in Finland, 454 in Norway and 277 in Sweden. Cultural administration on a municipal level has, in principle, been arranged according to the same principles in all countries. The central body is in most cases the municipal cultural board, responsible for the organization and promotion of cultural activities. The tasks and competence area of the cultural boards vary according to the size and structure of the municipality, but its status is basically the same.

In Norway and Sweden, cultural administration on a local level is more centralized and comprehensive than in Finland. In all these countries considerable administrative reforms have been made in the 1970s and partly in the 1980s. The former library boards in Sweden became general cultural boards including library activities as one task area. In Norway almost the entire sector of cultural and the leisure-time activities, including youth work and sports, were concentrated under the competence of the cultural boards. In Finland an Act concerning the arrangement of cultural activities in the municipalities was passed at the beginning of the 1980s according to which municipal cultural boards became obligatory in all municipalities. Common cultural policy goals and tasks were defined for these boards.

The tasks of the municipal cultural boards have, during the past years, developed both in scope and number. The tasks are to plan cultural activities on a local level, to support civic organizations and groups engaged in cultural activities, to produce art services, to maintain libraries, to promote museums and preserve local cultural heritage, to improve the working conditions of artists etc. In Norway the competence field of the cultural boards also includes youthwork and sports, which in Sweden are handled by a separate board for leisure-time activities and which in Finland are handled by separate law-based youthboards and sportsboards. In Finland, library affairs fall under the competence of the separate library boards and not under the competence of the cultural boards like in Sweden and Norway.

Local cultural administration plays an important role in general cultural policy and in the cultural activities undertaken by the citizens and cultural life in general. This can be seen in the growing esteem and the increased economic resources and personnel allocated to cultural policy as well as in the expansion of tasks. The equal supply of cultural services for all citizens is a general goal for local cultural policy and has meant a great challenge for the public authorities as well as for the political decision-makers and administrators. All studies made in the Nordic countries have clearly shown that only a minority of the population take part in cultural activities, whether by voluntary creative activities or as by participation in cultural events.

The studies concerning active participation in culture have indicated a clear positive correlation between participation and certain social factors. Participation increases as the level of education and the income level rises and as the social status improves. Among lower socio-economic groups participation is lesser and the interest in culture is weaker. It has become a more and more important task of local cultural policy to overcome the traditional barriers and to devote more attention to activities which might activate these citizen groups.

When setting goals and choosing forms of activities, the cultural boards have to take into consideration that cultural activities include professionally-executed art activities, the creation and receipt of art and creative amateur activities. The subfields of art are generally considered to be nine: music, visual art, drama, literature, cinema, photography, dancing, industrial design and architecture. In addition to artistically-oriented activities, the cultural boards are responsible for the promotion of cultural heritage. When we add to these the encouragement of individual participation, the development of adult education, the enhancement of cultural values, the repulsion of the negative effects of commercialism, the promotion of a soft approach to life etc., then we can say that the decision-makers are really facing a complicated problem. The situation has required the engagement of full-time cultural administrators to prepare, to plan and to carry out the tasks that have been assigned to the cultural boards.

The cultural administrators have begun their work in extremely demanding circumstances. Thus the pressure has also been considerable. A cultural administrator is required to have broad-based knowledge of the entire field of the arts, of its nine subfields; he is supposed to have knowledge of history, traditions, and of modern communication technology; he is supposed to have creative abilities and a broad view of life, the ability to work with people representing different political views; he is supposed to have the will and ability to encourage people to take part in cultural activities and the strength to work for the enhancement of the status of culture and additional economic resources.

But are there people who can work in administration without being bureaucrats, who can be creative without being artists, who can direct activities without being power-hungary, who can inspire people without manipulating them? Do these tasks require only people with a profound vocation and natural talent or can people be trained for this task? In the following chapters the writer has tried to find the answers to these questions by presenting the education and the job descriptions of cultural administrators in the Nordic countries.

## 5. SECONDARY LEVEL EDUCATION FOR CULTURAL ADMINISTRATORS IN NORWAY AND FINLAND

### 5.1 Vocational Education for Cultural Administrators in Norway

The new cultural policy introduced in Norway and the goals assigned to it has enlarged the scope of cultural administration and local cultural activities by the end of the 1970's. In response to this, it was felt necessary to improve the vocational

education in this field. This took place simultaneously with the establishment of a new kind of educational institution: the regional university. The regional university represents an educational institution which is placed in the educational hierarchy between the universities and the vocational schools and which is comparable with Finnish institute-level education.

In the 1970s ten regional universities were founded in different parts of Norway. In the Spring of 1983 two of these regional universities introduced study programmes for cultural and leisure-time workers. One of these is the Rogaland Regional University in Stavanger on the western coast, and the other is the Regional University of Telemark near Oslo. Some other regional universities have also planned to introduce study programmes for cultural and leisure-time workers, but to date they have not been realized. The most recent plan, which concerns the Regional University of Finnmark in the Sami area in northern Norway, seems to have the best possibilities of being realized in the near future.

The question of the professional profile of the cultural administrators and of their education in Norway produced broad debate concerning professionalism. In matters concerning professionalism. In matters concerning the education and professional skills of cultural and leisure-time administrators, the role of the state has been of minor importance. Since the middle of the 1970s the Regional Universities in Rogaland and Telemark have been able to arrange education for cultural and leisure-time workers. So far at least the state does not have concrete plans regarding the needs and arrangements of this education. As has been stated earlier, several projects have been under planning. Fears have also been expressed that if this education is started too early an oversupply of cultural administrators might be the consequence.

One reason behind the hesitation and restraint of the Ministry of Education seems to be the fairly generally expanded suspicion that the cultural activities will become too professionalized. Several studies in Norway have indicated that cultural secretaries have very different educational backgrounds. This diversity has been experienced also as a positive thing: let the thousand flowers grow! It has been feared that professionalism will lead to the graduates from a certain educational institution monopolizing this sector of the employment market and eventually to the elimination of local specialities and variations. And this would only make the social machinery still more professionalized and specialized. The Ministry seems to have great understanding for this viewpoint.

During the debate other views have also been brought forward--the other side of the medal. It has been said that the policy of anti-professionalism may also have its won price. Increased professionalism--the systematical arrangement of vocational education and the development of the professional identity--creates better pre-requisites for a broad-based implementation of the working tasks. This would give the entire sector of culture and leisure-time more background support in the struggle for economic resources. The professional group of cultural administrators would grow and become more united and thus be more widely appreciated as a body working for the attainment of the new cultural policy goals. The cultural secretaries brought their own contribution to the debate by expressing their opinion through a questionnaire, namely that education for cultural administrators should be arranged according to the model worked out by the regional universities or as some other kind of education in administrative and cultural affairs.

Can the Regional Universities of Rogaland and Telemark supply the professional education for cultural secretaries that the majority of the cultural secretaries wish for? The two-year study programme for cultural work at Telemark was introduced in 1977 in close relation to the new cultural policy outlined by the Norwegian Parliament, the Stortinget. A study programme with specific professional orientation

was established, to begin with, in the following fields: public cultural administration, distribution institutions for cultural products, voluntary cultural and civic organizations, leisure-time instructors in social institutions, and animation activities. In addition to this the students have been given the possibility to continue their studies in other universities.

The two-year study programme for cultural work at Telemark is basically social-sciences-oriented and includes a considerable part of instruction in cultural history. The study programme emphasizes strongly practical activities evidenced by the use of many different kinds of equipment such as movie and video equipment, exhibition equipment, laboratories, etc. The study programme for cultural work allows the admission of some seventy-five students per year.

The study programme at Telemark Regional University is divided into two one-year courses consisting of twenty study weeks. These courses include the following subjects:

First year:

Introduction to general methods	2	study	weeks
Introduction to cultural sociology	2	"	"
Introduction to cultural history	4	"	"
General cultural policy and activities	10	"	"
Municipal science and administration	2	"	"
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	20	study	weeks

Second year:

The concept of law and administrative law	2	study	weeks
Local economics	2	"	"
Organizational economics	2	"	"
Planning	4	"	"

One out of the following cultural subjects:

Cultural heritage and local history	5	study	weeks
Arts	5	"	"
Cinema	5	"	"
Children's and young people's culture	5	"	"
Literature and society	5	"	"
	<hr/>		
	20	study	weeks

At the Regional University in Rogaland education related to cultural work was started at the end of 1970s as a result of the government's new cultural policy. Rogaland has offered two different degree programmes which both give professional preparedness for cultural work. One of the programmes is dominated by studies in the humanities and esthetics, and the other in social sciences. Both programmes require two years of studies, but they can be united into a longer education programme. Rogaland admits some forty students per year.

The objective of the study programme for cultural work with the humanities and esthetics orientation at the Regional University of Rogaland is to develop a deeper understanding of works of art and of their social and historical content. The students are given the possibility to develop their own creative abilities. The study programme includes also the instruction of basic professional knowledge required for work in museums and art galleries as well as local and regional cultural administration, and it prepares the students for pedagogical tasks within the education system.

The objective of the study programme for culture and leisure-time work based on social science studies is to train students to become administrators as well as animators within the local and regional cultural administration, in museums, in movie theatres and theatres, in public youth and leisure-time centres and voluntary organizations. During the first year, the students receive an introduction to the social sciences, everyday administrative work and economic questions. The second year is mainly dedicated to cultural and leisure-time activities including the study of cultural and leisure-time policy, the social content of cultural evolution, cultural institutions, voluntary cultural organizations and their role in cultural policy, cultural industries, the sociology of spare time, subcultures, the role and significance of artists and animation.

## 5.2 The Present Institute-Level Vocational Education for Cultural Administrators in Finland

In 1980 the Finnish Parliament, the Eduskunta, passed an Act on the arrangement of cultural activities in the municipalities which entered into force in the beginning of 1981. That year the local authorities had in their employment fifty cultural secretaries. In the beginning of 1983 the number had increased to 250. The reason behind this increase has been the Act, which stipulates that the state finances part of the salary costs for cultural secretaries in municipalities. This procedure makes it easier to establish new positions. As has been indicated by studies, two-thirds of the roughly one hundred cultural secretaries who were the object of a study in 1982 had a university degree in the humanities or in the social sciences, and the remaining secretaries had institute-level education, for instance, a degree in cultural work (two years).

Although the number of the secretaries with a university degree was at that date, and still is, fairly high, the relation between education and working life is not without problems. In very many cases a university education, particularly in the humanities, has proved to be insufficient and not been able to meet the demands of practical working life. In view of this, in 1981 two universities arranged a fairly extensive study programme for workers in cultural administration. This education is described in more detail in Chapter 7.

In 1979, a special institute-level study programme for cultural work was introduced in four folk high schools. The aim of these study programmes was mainly to train cultural workers to serve the organizations. Fairly soon after this it was decided that the completion of this study programme would give the competence required for municipal posts; the training thus became equivalent to secondary-level vocational education. In other fields of leisure-time activities, education had been arranged

during the whole 1970s. Four folk high schools arranged training for youth work according to a two-year study programme and three sports institutes had a special study programme for sports instructors. In the Autumn of 1981 there were already ten two-year study programmes for cultural work in the folk high schools, with nearly 150 students.

In 1981, thirty-six students completed the study programme for cultural work at the folk high schools. Nearly one-third of these graduated students have received employment in the municipal cultural and leisure-time administration and one-third in the organization sector; the others have either continued their studies or received other work. In 1982, forty-four students graduated, and, in the Spring of 1983, roughly 150 students, who started their studies in the Autumn of 1981, will complete them. The National Board of General Education, in the Spring of 1982, gave the folk high schools instructions concerning admitted students restricting their number to fifteen students every second year. It seems evident that the present two-year study programme will be introduced for the last time in the Autumn of 1984.

The study programme for cultural work at the folk high schools is arranged with permission from and under the supervision of the National Board of General Education. In the Summer of 1981 the National Board gave the ten folk high schools concerned general instructions concerning the arrangement of education, its goals and the preparation of the study programmes. According to these instructions, the aim of the study programme for cultural work is to prepare the students for work as cultural secretaries and cultural instructors, and for work in organizations. The education should thus provide the students with sufficient general education and the knowledge and skills required of cultural administrators. These include the following:

knowledge of society and its operational system,

human knowledge and the ability to communicate,

managerial skills and professional ethics,

knowledge of state art administration,

knowledge of local administration required for assignments within municipal cultural boards,

knowledge of the tasks and working methods of municipal administrators,

active personal interest in the arts and cultural activities,

knowledge of the methods of adult education,

knowledge of organizational work,

knowledge of economic questions,

knowledge of communication and public relations, and

knowledge of investigation and planning activities.

The study programme for cultural work requires from thirty-two to thirty-five study weeks per year, in addition to which the students have to complete an at least two months' supervised work practice in local administration or in an organization. The work practice takes place between the first and the second study year. The minimum number of study hours for the two-year study programme is thus 2,000 study hours and the maximum number 2,600 hours. The subjects included in the study programme are divided into basic subjects, study subjects and additional subjects, of

which the study subjects are the widest including, for example, 500 hours of art education.

### 5.3 Plans Concerning Vocational Secondary-level Education for Cultural Administrators in Finland

In 1978, the Finnish Parliament passed the Act concerning the development of secondary education. Secondary education comprises, on one hand, the upper secondary school which provides general education, and, on the other, basic vocational education; both educational forms succeeding the nine-year comprehensive school.

The beginning of 1983, plans concerning study programmes for leisure-time activities were prepared in close relation to the implementation of the new secondary vocational education. The completion of the study programme requires four years of studies for comprehensive school graduates and three years of studies for matriculated students. The vocational basic education for personnel working with leisure-time activities will be arranged as separate study programmes for sports instructors, youth instructors, youth work instructors within the Finnish Lutheran church, choir instructors and cultural secretaries.

One of the central aims of the study programme for cultural secretaries is to train employees for public administration as well as for the needs of cultural organizations and institutions. In Finland the public administration--the state and the local authorities--is almost entirely responsible for the creation of the prerequisites for cultural activities. The cultural, art and folklore organizations, the church, various general communities and trade unions, and also, to increasing extent, the local authorities are responsible for the arrangement of the present activities.

The tasks of the cultural secretaries who work for the municipal cultural boards can in general be classified as follows:

administrative tasks, such as the management of the cultural offices, and the tasks of referendaries to cultural boards, and often, also, secretarial tasks;

development and planning tasks, such as the preparation of annual budgets, municipal planning, the planning of facilities, the development of prerequisites for organizational activities, the follow-up of art and cultural life;

operational tasks, such as the arrangement of education, cultural events and art happenings, the guidance of various forms of cultural and amateur art activities, co-operation between related organizations and institutions; and

other duties, such as evaluation, the preparation of studies and surveys, counselling and information duties.

The vocational study programme for cultural secretaries requires four years of studies for a comprehensive school graduate and three years of studies for matriculated students. The study year consists of thirty-four study weeks, which include thirty-four hours of instruction. The study year thus comprises 1,156 hours of instruction. The extent of the entire study programme is 136 study weeks of 4,624 hours for comprehensive school graduates, and 102 study weeks or 3,468 hours for matriculated students. In addition to this, the study programme includes twenty study weeks or 680 hours of work practice outside the study year.

The goals for the study programme for cultural secretaries are the following:

the student will learn to know the main guidelines of Finnish and international cultural history and the history of ideas;

the student will learn the concepts of art and culture, their character, social tasks and relations as well as the role of cultural policy in social development;

the student will learn to know the national tasks of cultural activities and the cultural needs of various population groups;

the student will learn to understand the importance of international cultural activities for the promotion of international co-operation and understanding;

the student will learn about the structure of society and about the operational and decision-making systems on national, municipal and organizational levels, and he will learn about voluntary civic activities;

the student will be prepared for administrative, organizational, planning, information, study and management work related to cultural activities;

the student will learn about various fields of art and their means of expression, and he will learn to understand the importance of creativity in all forms of human action;

the student will follow and take active part in cultural activities, he will engage in broad-based co-operation and be able to inspire people to take part in cultural activities; and

the student will learn to understand and develop his own personality and find stimulation for his own growth as an individual and member of society; he will be able independently to acquire information and develop skills which will help him to assume new study and work tasks.

The study programme for cultural secretaries consists of study modules divided into courses. The courses have been arranged so that during the first and second study year the student will get the necessary general knowledge and skills. During the first study year the comprehensive school graduates study mainly general educational subjects. The study modules can be divided into general educational subjects, socially-oriented subjects and culturally-oriented subjects. The curriculum of the study programme for cultural secretaries is composed as follows:

<u>General educational subjects</u>	<u>Comprehensive school graduate</u>	<u>Matriculated student</u>
Mother tongue	7 study weeks	2 study weeks
Second national language	8 " "	3 " "
Foreign language	8 " "	3 " "
Mathematics and natural sciences	6.5 " "	1 " "
Physical education and health education	7.5 " "	5.5 " "
Total	37 study weeks	14.5 study weeks

<u>Socially-oriented</u>	<u>Comprehensive school graduate</u>			<u>Matriculated student</u>		
Civics (includes history, civics, economics, sociology, cultural sociology, political science, public law, information science and mass-communication, social policy, employment policy, ecology and international relations)	15 study weeks			10.5 study weeks		
Local administration	4.5	"	"	4.5	"	"
Organization science	2.5	"	"	2.5	"	"
Promotion of personal growth	6	"	"	3	"	"
Pedagogics	8.5	"	"	6.5	"	"
Managerial skills and personnel administration	6	"	"	5	"	"
Total	42.5	"	"	32	"	"
<u>Culturally-oriented subjects</u>						
Cultural and leisure-time policy (includes leisure-time activities, cultural policy and administration international cultural policy, cultural industries, youth work, sports and the temperance movement)	12.5	"	"	12.5	"	"
Introduction to the arts and culture (cultural and ideological history, philosophy and esthetics, art education and art critics, the scientific study of culture and art, art history and the study of cultural heritage and folklore)	9	"	"	9	"	"
The methods of cultural and art subjects (includes drama, visual arts, literature, music, photographic art, cinema and video, dancing, industrial design, the planning of premises, museum work and cultural traditions, the instruction of handicapped and creativity courses)	23	"	"	22	"	"

	<u>Comprehensive school graduate</u>	<u>Matriculated student</u>
Investigation work	5.5 study weeks	5.5 study weeks
Guided work practice	6   "   "	6   "   "
Work practice outside the study years	20   "   "	20   "   "
Total	<u>156 study weeks</u>	<u>122 study weeks</u>

The syllabus of the culturally-oriented subjects included in the study programme for cultural secretaries are presented more in detail below:

1. Cultural and Leisure-time Policy 12.5 study weeks or 425 study hours

After the completion of the course the student should:

- be acquainted with concepts and systems related to the arrangement and pursuit of leisure-time activities;
- be acquainted with the public and private organizations related to leisure-time activities and related legislation;
- be acquainted with the basic concepts and aims related to cultural policy;
- be acquainted with the legislation and the financing and administrative systems related to cultural policy;
- be acquainted with the operational principles of cultural administration on central, regional and local levels;
- be acquainted with cultural and educational organizations and with the aims and content of their activities;
- be acquainted with the production and distribution systems, the central aims and the legislation concerning cultural industry;
- be acquainted with the systems and central aims of international cultural co-operation and with Finland's contribution to this co-operation;
- follow topical debate concerning cultural policy;
- be acquainted with the central issues relating to youth work, sports and the temperance movement.

Courses included in the syllabus:

- |  |                 |
|--|-----------------|
| 1. The basic principles and arrangement of leisure-time activities | 2 study weeks   |
| 2. Cultural policy and administration                              | 3 study weeks   |
| 3. International cultural policy                                   | 1 study week    |
| 4. Cultural industries   | 0.5 study weeks |

- |  |                                  |
|--|----------------------------------|
| 5. Youth work                                  | 2 study weeks                    |
| 6. Sports                                      | 2 study weeks                    |
| 7. Temperance work                             | 2 study weeks                    |
| 2. <u>Introduction to the Arts and Culture</u> | 9 study weeks or 306 study hours |

After the completion of the course the student:

should have formed himself an opinion of the foundation of the arts and culture and on the basis of his knowledge should be able to analyse and evaluate the image that the various forms of art give of society and of man's role in society;

should be acquainted with the various periods and the ideological trends of European cultural history;

should be acquainted with the evolution of the major civilizations of the world and with the central features of these civilizations;

should be acquainted with the main trends of the history of philosophy and the main problems of contemporary philosophy;

should be acquainted with the main areas and problems of esthetics;

should be acquainted with the principles and methods of art education and should understand the meaning of art education for the development of the personality;

should be acquainted with studies in culture and art in Finland;

should be acquainted with the historical evolution of various forms of art, and should be able to describe the various styles and periods;

should be acquainted with the most significant representatives of the various forms of art and their most important works;

should be able to identify the message and the means of expression of the works of art from different fields;

should know the background of Finnish cultural heritage, its historical development and role, and should be acquainted with the central methods of ethnology.

The following courses are included in the study programme:

- |  |               |
|--|---------------|
| 1. The history of civilizations and ideas      | 1 study week  |
| 2. Philosophy and esthetics                    | 2 study weeks |
| 3. Art education and art critics               | 1 study week  |
| 4. The scientific study of culture and art     | 1 study week  |
| 5. The history of art                          | 3 study weeks |
| 6. The study of cultural heritage and folklore | 1 study week  |

3. The Methods of Cultural and Art Subjects 23 study weeks or 782 study hours

After the completion of the course the student:

should be acquainted with the means of expression of various artistic forms both in theory and in practice;

should be able to understand the message of the arts as well as to engage in guidance concerning the creation of art;

should be acquainted with museum activities as well as with the methods concerning the collection and conservation of popular traditions;

should be acquainted with the planning of cultural premises;

should understand the importance of artistic creation for children.

The study programme includes the following courses:

1. Drama	3 study weeks
2. Visual arts	2 study weeks
3. Literature	3 study weeks
4. Music	3 study weeks
5. Photographic art	2 study weeks
6. Cinema and video technology	2 study weeks
7. Dancing	1 study week
8. Industrial design	1 study week
9. The planning of premises	1 study week
10. Museum work and cultural traditions	1 study week
11. Guidance for handicapped	1 study week
12. Creativity courses	1 study week

The study programme for cultural secretaries aims to use methods which require the students' own active participation and co-operation, and which encourage independent voluntary working methods and amateur activities. In addition to the theoretical studies all subjects as a rule include practical exercises which aim at an optimum application of the skills and knowledge learned. Part of the instruction takes place in small groups. This is recommendable especially in the instruction of art subjects. The theory courses are arranged as lectures. The students should also have access to high-level cultural and art services from different areas. It is also important that the teachers are competent and qualified, especially in the instruction of basic art and culture subjects and in the courses concerning the methods of culture and art subjects.

According to the present plans the vocational secondary-level education for cultural secretaries will be started in the Autumn of 1986 when it is estimated that altogether sixty students, ten of whom are Swedish-speaking, will be admitted.

## 6. UNIVERSITY EDUCATION FOR CULTURAL ADMINISTRATORS IN FINLAND AND SWEDEN

The education for the cultural administrators in universities and institutions of higher education in Sweden and Finland is presented below. Both countries have introduced new degree requirements, Sweden in 1977 and Finland in 1980. A clear majority of the employed cultural secretaries in Sweden and Finland as well as in Norway have received their basic education in universities and institutions of higher education. This will also apparently be the case in the future, although secondary-level vocational education will be increased. The task of the universities is not to provide actual professional education but rather to provide knowledge and learn skills from different scientific fields which will be required in various working tasks and sectors.

In the 1980s however, the universities and institutions of higher education have begun to emphasize more clearly professionally-orientated education or related specialization possibilities. This is also the case for cultural studies in Finland and especially in Sweden.

### 6.1 Degree Programmes for Culture and the Arts in Finland

The new degree requirements in Finland were introduced in the Autumn of 1980. According to them, the basic degrees of the universities will be planned and carried out as degree programmes. The degree programmes consist of a block of studies which focus on a specific task area in society which requires certain scientific knowledge and skills. The degree programmes are multidisciplinary and goal-oriented and they aim at combining theory and practice within a certain task area.

The degree programmes often have alternative courses, which means that part of the studies are divided into scientific or professional subfields from which the student can choose an area of specialization. The studies are divided into general, subject and advanced studies. The division reflects the depth of the studies as well as the general goals of the studies.

The general and advanced studies both represent about one quarter of the degree programme, and the subject studies about half of the programme. The degree programme is divided in study weeks. One study week refers to a work input equivalent to forty hours of studies. The input includes lectures, exercises and independent studies. The minimum extent of a degree programme is 160 study weeks or 6,400 study hours which is estimated to require from five to six years of studies.

In connection with the reformation of the degree system cultural activities were included in particular in the degree programme for the scientific study of culture and the arts in seven different universities and high schools.

Among these degree programmes the most general subjects included in the subject studies are literature, drama, art history, philosophy, the history of knowledge and ideas, but the students can also take other subjects depending on the requirements of the universities. The students can also include in their subject combination ethnological sciences such as folklore, folkpoetry, anthropology, etc., as well as social studies such as sociology, information science, pedagogy, psychology, political science, social policy, etc. In addition to this, the students can take optional or voluntary subjects such as cinema and the history of cinema, youth and children, culture and literature, etc. During the advanced studies every student will prepare a comprehensive written paper related to a subject in his area of specialization. According to the plans, the advanced studies will also include study blocks of studies which aim at preparing the students for tasks within the municipal administration, cultural organizations, etc., as well as practical exercises.

Below, the writer has presented, as an example, the degree programme for the study of culture at the University of Oulu in the northern part of Finland. The aim of the degree programme is:

to give the student a general picture of the role of man in society and cultural life and of economic systems and their development prospects;

to provide basic knowledge of the structure of the development of sciences and the picture of the world;

to teach the basics of scientific working methods and the methods of empirical studies;

to give a general picture of and teach the scientific basics of culture, and the social role of culture, as well as cultural traditions and to teach the students to engage in cultural activities;

to acquaint the students with cultural activities (organizations and institutions, operational forms, legislation and decision-making);

to teach the students to engage in the scientific investigation concerning literature and the history of ideas and knowledge;

to teach the students to master knowledge from their area of specialization and to provide sufficient knowledge of the theories and historical development of the methods of their additional subjects;

to provide basic information concerning general art history, the forms of expression and the history of the cinema, philosophy, the theory of science and ethnology;

to acquaint the student with the theory of communication and information systems; and

to provide sufficient language proficiency and knowledge of the basics of linguistics.

The students of the degree programme can choose as their main subject or area for specialization either literature, history of ideas or history of learning, one of which has to be chosen as an obligatory additional subject. The central goal of the degree programme is to provide scientific as well as socially and professionally relevant knowledge, and to teach skills which the student will need when engaging in scientific studies in his main subject and cultural work, and in planning, evaluation and organization. The degree programme comprises 160 study weeks, thirty of which represent general studies; ninety study weeks constitute subject studies and forty constitute advanced studies.

The working tasks of cultural administrators can naturally not be separated from the general goals of these degree programmes. The job description of a cultural administrator within the municipal administration should rather state that the cultural administrator should have an 'unprejudiced and critical approach to the arts and other cultural phenomena and the ability to engage in independent studies, organization and relations'. The tasks of the cultural administrators also include teaching the students to communicate knowledge concerning artistic phenomena and to plan, develop and guide professional and amateur artistic activities. The main task of university education is to provide the knowledge and skills required for scientific studies. This, however, need not be in contradiction with the learning of professional skills. It is highly recommendable that the critical approach and thorough working methods and analysis inherent to higher education should be adopted in the working life.

The most concrete question in the field of the humanities is, however, the share of administrative knowledge and practical skills required for a degree. The general studies take up a big share of the university studies. They include information concerning society, man and also culture. The language and communication studies are naturally also important for the cultural administrators. The general studies may include special courses for cultural administrators which usually comprise two periods of two study weeks or eighty study hours. The studies in cultural administration can also be chosen as optional subject studies or specialization studies either as part of the subject studies or the advanced studies (3-4 study weeks). The degree studies also include optional studies (5 study weeks). The written paper, which is part of the advanced studies, and the studies related to the preparation of these can relate to a scientific problem of professional interest. In the Finnish universities the degree programmes for cultural studies and the scientific study of the arts are at present entering the stage of advanced studies.

The acquisition of practical skills is greatly dependent on the pedagogical solutions and the teaching resources. If, in the teaching of optional subjects, one can count only upon literature and not at all on exercises, the result will naturally be different from if one could engage in a project, together with the students, outside the university. The work practice, which, according to the university regulations, may be included in the degree requirements, is of great importance for the practical work. The work practice is also important as it provides knowledge of practical cultural policy questions which is of great use for the further development of the education.

## 6.2 Higher Education for Professions in the Field of Culture and Information Communication in Sweden

In connection with the municipal administration reform introduced in the beginning of the 1970s, the cultural administration in Sweden was also reorganized. The library councils were changed into cultural boards with a broader field of competence. This also meant that the task area of the library directors expanded from actual library work to the general promotion of public library activities. The bigger municipalities began to engage general cultural administrators such as cultural directors, cultural secretaries and cultural counsellors. In the majority of Sweden's 277 municipalities, the library is still the most important and visible area of cultural activities, and often even its only institution. In the smaller municipalities the library constitutes the basis for all other cultural activities and the librarians are the only employees within the municipal cultural administration.

The role of general cultural activities has continuously grown within the municipal administration, not only in the big and middle-sized municipalities but also in the smaller ones. At the same time it has become still clearer that the library directors are primarily responsible for the preparation and arrangement of the activities. They are required to know more and more about culture and about activities outside actual library work. The number of workers within the general cultural administration has also grown continuously. In the beginning of 1983 there were some 150 cultural directors, cultural secretaries or cultural counsellors within local administration in Sweden.

Even though the importance and the number of cultural administrators has grown, a professional education at university level has not been organized or planned in Sweden. In 1977, an extensive university degree reform was carried out, as a result of which the extent and importance of professional university level education was enhanced. According to the new system one of the so-called professional sectors will provide education for professions in the field of culture and information communication. The degree programme is called the degree programme for cultural communication, and it requires three years of studies and consists of 120 credit units. This degree

programme has been introduced in six universities and three institutions of higher education. Although the programme is a so-called general degree programme outlined by the Swedish office for university and higher education local variations and specialities are possible. Below, the aims and structure of the degree programme for cultural communication at the University of Stockholm, as well as the degree programme for cultural work at the University of Umeå, are presented more in detail.

The Degree Programme for Cultural Communication at the University of Stockholm is a general degree programme and is included in the professions for culture and information. It consists of 120 credits units and requires three years of studies. The degree programme prepares the students for working tasks of cultural communicative nature within the mass media, publishing houses, libraries, archives, museums, tourism, leisure-time activities and other cultural and/or culturally-oriented institutions, as well as for cultural administrative tasks within study associations, organizations and public administration. The degree programme also prepares for cultural communicative tasks related to technology and natural sciences or to professional tasks within health care, social welfare and the social security sector in general. The goals of the education are:

to give information on the cultural sciences and their methods, on the role of values in science as well as on different scientific schools of thought;

to give information on the cultural sector as a social factor, on the labour market, on channels for cultural communication and on cultural policy programmes;

to give information on different cultural expressions, their pre-conditions, background, forms of expression, content and impact as well as an introduction to the historical perspective and international aspects in the analysis of culture and society;

to give information on semantics and to teach about the analysis of argumentation;

to give information on the verbal and visual process of communication, with special reference to problems related to linguistic variations of a social or stylistic nature in Sweden;

to develop the students' ability to acquire information independently in order to analyse critically and evaluate information and to be able to give a clear account of the collection and analysis of material.

The degree programme begins with a basic course which is compulsory for all students during the first term. The aim of this course is, among other things, to stimulate a problem-oriented attitude, to provide the students with a common point of reference with a view to further studies and to give them an insight into future professional activities. The basic course will give:

an introduction to the goals and structure of the study programme;

knowledge of the function of language and images as a means of communication, with special reference to differences of a social and stylistic nature;

preparation to analyse and to state arguments in favour of or against deliberations in easy scientific texts, public studies and the public cultural debate;

examples of problems, methods and procedures of the cultural sciences;

knowledge of relations between culture and society in a historical and international perspective;

knowledge of the cultural sector in contemporary Swedish society;

an introduction to archives, libraries and museums of relevance to cultural subject studies; and

exercises to use the knowledge and the skills acquired.

The basic course consists of the following elements:

1. Introduction including a survey of the cultural sector of society and the cultural sector as a labour market (3 points).
2. The concept of culture (2 points).
3. Language, image and argumentation (5 points).
4. The theory and methods of cultural sciences (5 points).
5. The study of one period (5 points).

After the completion of the basic course, the student chooses one major subject in which he/she takes forty points during the second and the third term. The major subject is chosen from among basic and advanced courses in cultural-scientific or linguistic subjects. The goal for the studies with a cultural-scientific orientation is:

to provide knowledge of one or several cultural-scientific areas as well as to get acquainted with scientific problems within these.

When the student has taken his major subject he will read optional courses which gives him forty points. This will help to give him a deeper insight into or broader scope for his advanced studies. The student can choose among the entire supply of subjects offered by the university; the only restriction is that the student should have a clear motivation for his/her studies. The student will take the optional courses during the fourth and fifth term.

The study programme is concluded by a study of application which should be related to the basic course, the major subject and to the future profession. It should also include an independently prepared and documented comprehensive written paper.

The degree programme for cultural communication at the University of Stockholm follows the following schedule:

Term 1	Term 2-3	Term 4-5	Term 6
20 p	60 p	100 p	120 p
Basic course 20 p	Major subject with cultural scientific or linguistic orientation 40 p	Optional courses 40 p (expansion of earlier studies)	Application studies 20 p

The corresponding programme at the University of Umeå is called the Degree Programme for Cultural Workers and it is a local programme included in the education for cultural and information professions. The study programme for cultural workers constitutes a three-year basic education. The aim is to give the students knowledge and skills which will enable them to assume both practical and theoretical tasks within state, regional and local cultural institutions and administration, within educational organizations as well as other sectors of cultural life. The education constitutes a suitable background for general cultural activities. The three-year education provides the students with:

knowledge of the general cultural history and the cultural history of Sweden, as a background to a deeper understanding of today's cultural situation;

awareness of different cultural concepts and understanding for the relationship between culture and society;

good insight into the development of Swedish cultural policy, its economic, social and organizational potentials;

knowledge and skills of a cultural pedagogical nature, with a view to collecting, preparing, presenting and describing certain knowledge areas as well as the practical skills for media and exhibition technics and other types of presentation;

knowledge of the reality of cultural life through practical work.

The study programme for cultural workers at the University of Umeå consists of three different courses of one year and forty credit points each. The studies during the first year include the following:

#### Cultural studies (four points)

These studies provide an introduction to the studies within this degree programme and present and discuss some of the definitions of culture in current cultural debate. The primary aim of the course is to give knowledge of different models and theories to study cultural forms. The analysis of cultural theory may extend to such different forms as the culture of the young people and intellectual 'high' culture. These theories of culture often have a comprehensive character and can be of use for the studies in cultural history. The instruction consists of lectures, seminars and group work.

#### Cultural history from the antiquities to the twentieth century (twenty-three points)

Society of today is characterized by complexity. This also concerns the arts, literature, music and cultural debate which we meet today. In order to achieve a greater understanding of the situation of today, we need historical knowledge of what has created the complexity of contemporary times. It is also often easier to discern the interaction and confrontations between different aesthetic and ideological forms and expressions in a remote historical period. An understanding of these historical conditions is necessary for those who work within the cultural sector. The world of today becomes chaotic and uncomprehensible without the knowledge of what has produced the cultural climate of modern society.

#### Realism and modernism (nine points)

The course provides knowledge of the most important artistic and intellectual trends during the twentieth century. The aim is not to give an overall picture of the entire cultural life during the twentieth century but rather to point out some

typical features and concepts such as avant-garde, realism, modernism, etc. The course includes literary science, art science, music and ideological history.

Optional subject (three points)

The students can choose between a number of courses. The choice is made during the first term; the supply of courses is determined by the available teacher resources. Among the courses we could mention: the conditions of the artists during the twentieth century, children's culture, cultural psychology, the language and development of cinema.

Seminars relating to topical cultural questions (one point)

Under this heading topical cultural issues are discussed.

During the second study year the students take the following courses:

Politics and administration in Sweden (five points)

The aim of the course is:

to give knowledge and skills concerning basic political phenomena and conditions;

to give an insight and orientation in political decision-making, political institutions, parties and interest organizations and in the way administration works;

to create the prerequisites for the student to use and apply his knowledge in professional connections.

The main emphasis during this stage of the studies is laid on the executive bodies. Public administration at central, regional and local levels is discussed in detail, as are actual administrative procedures. The social organization of culture is discussed in connection with administration. Special emphasis is laid on municipal administration, which is illustrated by questions concerning the relations between the municipal organs, the co-ordination of the activities and political ruling as well as municipal competence. After this, regional administration and state administration are discussed.

Cultural educational work (three points)

The aim of the course is to give the student an orientation in the history of cultural education work as well as knowledge of the role of cultural education work in today's society. The students study the popular movements in Sweden from a historical viewpoint. The concept and social role of cultural educational work and cultural educational associations and folk high schools are studied and discussed. A case study of the immediate surroundings is also included in the studies, in connection with which associations and libraries are visited.

Minority cultures and cultural pluralism (three points)

The main subject of this course is the problem of cultural confrontation in today's society from a cultural anthropological viewpoint. The question of the position of minorities, the process of acculturation and Sweden as a culturally pluralistic society are discussed. The art forms exercised by the minorities are also studied.

Work practice (six points)

The work practice in connection with this course is mainly based on listening; the student; will get a first insight into the work within a certain type of cultural institution. During the work practice the student keeps in touch with the school and his tutor.

Literature (two points)

This course gives an introduction into literature. It includes an orientation into modern popular literature, its genres and historical background, with examples of different models of analysis in order to evaluate and find values and ideals expressed in the texts, as well as to study their aesthetic and structural composition.

Media (12 points)

The course consists of two parts: photographic art and cinema/video (seven points), and printing and exhibition techniques (five points). The object of the course is to teach the student:

to produce independently photographic picture material (pictures, black-and-white picture stories, slide programmes in colour) with 35 mm cameras and to teach the students to manage portable video equipment and to produce minor video productions;

to produce simple printing material (stencils, leaflets), to arrange exhibition material (art exhibitions, travelling exhibitions) and also to produce minor temporary screen exhibitions;

to understand better and recognize the specific language of the media concerned and their functions, as well as to acquire knowledge of different theories concerning cultural industries and their working methods;

to co-operate with designers, sketchers, painters, photographers, movie-makers, TV-producers, decorators and technicians, in a constructive manner, when engaging in more demanding productions.

Drama (eight points)

The course which constitutes full-time group work consists of three alternative parts. The aim of the course is:

to help the individual to discover his inherent resources, and to present the pupils with an alternative to commercial culture, namely, free collective creativity;

to give the students the possibility to outline and present a message to people outside their own group and to engage in a discussion through the public, concerning the content of a dramatic production;

to make the participants aware of the most usual mechanisms of group psychology and of how they interact during drama rehearsals and project work.

Seminars relating to topical cultural issues (one point)

During this course topical cultural issues are discussed.

The studies during the third year include the following courses:

Cultural policy (five points)

The aim of this course is to teach the students about the development, organization and functioning of the cultural sector of society. The course includes:

- a historical survey of the development of the cultural policy of Sweden;
- a presentation of the national cultural policy outlined after the 1974 cultural policy decision;
- a presentation of cultural policy programme on regional and local levels;
- the cultural policy programmes of the political parties and trade unions;
- alternative cultural policy ideas;
- children's culture;
- cultural policy in the future information and media society.

Social planning (eight points)

The aim of the course is to give the students knowledge of social planning and social development so that they can, as cultural administrators, defend the cultural interests in all social sectors. Another aim is to give information concerning the organization and the functioning of social planning. The course also aims at improving the understanding of the relations between measures within the social sector and the consequences of this for other sectors. In order to achieve this, we need basic information on the Swedish population structure and economic life. We also need information on social, economic and physical planning, the conservation of cultural monuments and knowledge of decision-making levels and social development.

An orientation course in the theory of science (three points)

The aim of the course is to give the student an insight in the various approaches to science with special emphasis on the humanities.

Advanced course (three points)

The student is given the possibility to engage in advanced studies in literature in connection with the writing of an essay. The student chooses a literary work, in co-operation with the tutor, so as to support the theoretical basis of the written paper.

Work practice (nine points)

During this course the student will--if possible--work within his future professional area. It is a clear goal to relate the work practice to the subject for the written paper.

Essay (eleven points)

The students will study on their own a fairly large number of documents, and write a scientifically-documented essay. It is desirable that the subject for the essay be related to the work practice. Each student will act as an opponent at an essay seminar.

Seminar relating to topical cultural issues (1 point)

During the seminars topical cultural issues are discussed.

7. SUPPLEMENTARY EDUCATION FOR CULTURAL ADMINISTRATORS AND POLITICAL DECISION-MAKERS IN FINLAND

In this chapter further and supplementary education for cultural administrators and political decision-makers within cultural administration will be described. The presentation will start with the goals and structure of the employment courses for cultural administration and organizational work at the universities of Helsinki and Turku.

The courses have been organized in co-operation with the labour authorities and are intended for university graduates who are unemployed or likely to become unemployed. The second part of the chapter will deal with the education of cultural workers and the political decision-makers employed by towns which have been organizers at the training institute of the Association of Finnish Cities.

7.1 Employment-Promoting Courses for Cultural Administration and Organizational Work

During the years 1980 and 1981 the Institute for Political Science at the University of Helsinki and the Faculty of the Humanities at the University of Turku each organized a ten-month course concerning cultural activities in co-operation with the National Board of Vocational Education and the labour authorities. These courses were organized in accordance with the Act concerning employment-promoting education. The aim of the course organized at the University of Helsinki was to give students of the humanities, social sciences and education sciences, as well as the graduates from the universities of the arts, sufficient knowledge and practical skills to act within the public administration, especially in tasks related to municipal cultural administration. In the same way, the course organized at the University of Turku was intended to give university graduates with the humanities as a major subject such practical knowledge and skills related to culture, in particular cultural administration, art education and the various sub-areas of the arts and popular culture, to serve them in planning, guidance and organizational work within cultural organizations as well as within municipal cultural administration.

The need for this kind of course was twofold. First of all, the employment situation for students who study humanities, social sciences and education subjects was poor and the studies were often not linked to practical work. Secondly, in the beginning of 1981, an Act concerning the arrangement of culture activities in the municipalities entered into force. This Act enabled the engagement of cultural administrators within municipalities of different sizes. At that time education for cultural administrators was only starting, as was pointed out earlier, and in particular the degree programmes in humanities, education subjects and the arts completely lacked subjects in administrative and organizational sciences. The aim of the courses was thus to improve the possibilities of graduate students who were either unemployed, or threatened by unemployment to acquire supplementary competence for these new posts. Twenty participants were admitted to each course on the basis of written applications and interviews.

Both courses lasted ten months and were divided into a four-month study period, and a six-month work practice in local administration and in communities. The curriculum of the course at the University of Helsinki is presented hereafter.

The course was planned as twelve study periods, in addition to which the instruction included guided group work one day per week. The aim was to achieve a certain balance between the general theory subjects and practical exercises of the daily instruction. Altogether ninety-six persons acted as teachers; officials from state, regional and local administration, representatives of cultural institutions and organizations, artists, and teachers and researchers of subjects in the field of humanities and social sciences. The instruction also included many visits to different cultural institutions. The course at the University of Helsinki included the following study periods:

Study period 1: 'The development of Finnish social policy and cultural policy as part of it'. This study period was devoted to giving basic knowledge about the development of Finnish social policy during the 1960s and 1970s and focused on the formulation of the present Finnish cultural policy as part of this development.

Study period 2: 'General introduction to the political decision-making system and public administration in Finland'. This study period was devoted to giving basic knowledge about the public decision-making process and administration as a whole in Finland, with special attention to the relations between the various administrative levels.

Study period 3: 'Cultural administration in Finland and related legislation and planning'. It provided detailed knowledge about the present legislation, planning and administration at all levels of the cultural sector in Finland.

Study period 4: 'Cultural institutions and organizations: their role, tasks and activities'. General introduction to the activities of and relations between cultural institutions (such as the theatres, orchestras, museums, art museums etc.) and cultural organizations (such as organizations representing various forms of arts, hobby organizations, organizations for the promotion of traditions, cultural educational organizations, etc.) as well as their relations to political institutions and public administration.

Study period 5: 'Mass communication and cultural industries: their role, tasks and activities'. General introduction to the Finnish mass-communication system and cultural industries, and their relations with public administration and the organizational life.

Study period 6: 'Practical cultural administration: cultural activities at state and municipal level and in organizations'. Description of practical administrative work at various levels (central administration, regional administration, local administration, organizations and institutions, and the presentation of the work of various officials, etc.).

Study period 7: 'Environmental culture and environment planning'. General introduction to the present state of environmental planning and environment protection, and the creation of a new environment.

Study period 8: 'The development of culture and cultural traditions in various areas of the arts'. General introduction to Finnish cultural traditions and the development of various forms of art.

Study period 9: 'Art education and art criticism'. Detailed knowledge about art education and the state of artistic criticism in Finland.

Study period 10: 'The scientific study of culture and cultural experiments'. General introduction to the scientific study of culture in Finland and the aims, methods and tasks of cultural experiments.

Study period 11: 'The individual, society and human relations, behavioural knowledge and applications'. Theoretical knowledge related to behavioural sciences concerning individual, group and community activities and practical insight into field work.

Study period 12: 'Practical skills'. Practical orientation into administrative and organizational work, such as rethorics, information and studies in the Swedish language conference and meeting technics, the preparation and presentation of issues, planning and the preparation of budgets.

After the completion of these study periods, the course participants underwent a six-month work practice, in most cases within local administration. The aim was to arrange working opportunities which would be related to the education and the course. Each participant had a work supervisor at his/her working place. The students also kept a professional diary during their work practice. The course leaders inspected all working places and discussed the working tasks and the possibilities of extending the work relations. The local press devoted much attention to the course participants. Thus the course also activated the debate concerning the education and competence of municipal officials.

More than half of the students who had attended the employment courses at the University of Helsinki and Turku had, by the spring of 1983, received a permanent position corresponding to their education.

## 7.2 Supplementary Education for Municipal Cultural Administrators and Political Decision-Makers

The Association of Finnish Cities guards the common interest of Finnish Cities, maintains co-operation between them and assists them in questions connected with local government. All eighty-four towns in Finland are its members, representing 60 per cent of the population. The other central organizations for the local authorities are the Finnish Municipal Association, which mainly represents the rural municipalities, and the Association of Finland's Swedish-speaking Municipalities in Finland, which represents the Swedish language as well as the bilingual municipalities. The writer of this report has acted as Secretary for Cultural Affairs at the Association of Finnish Cities and also as planner for cultural training since the year 1975. Hereafter, the educational activities of the municipal organizations are therefore presented mainly from the viewpoint of the Association of Finnish Cities. The structure, the objective or the extent of the education do not differ much from the corresponding activities arranged by the Municipal Institute of the Finnish Municipal Association, from that of the Swedish Municipal Association or the Central Organization for the Municipalities in Norway.

The training institute of the Association of Finnish Cities, called the City Institute, which is situated in the two of Espoo, twenty kilometers west of Helsinki, arranges short courses every year intended for executive officials within municipal administration, for workers and for political decision-makers. The courses are attended each year by some 18,000 persons. The duration of the courses varies from two days to five days. In addition to this, the City Institute organizes management training courses for executives who also include cultural secretaries. These courses consists of six study periods of four days each. The education organized at the Institute is one of the educational forms approved by the Finnish labour organizations-- both the employers and the employees. This means that the employers, in this case the towns and the municipalities, are ultimately responsible for the supplementary education of administrators. The employers carry out this commitment by arranging education either within their own organization or by offering their employees and political decision-makers courses organized and planned by the municipal central organizations such as the Institute mentioned above.

The Institute arranges courses either in the training centre in Espoo or in different towns. The following three-day courses related to the cultural and leisure-time administration are organized every year:

Seminars for cultural administrators in urban municipalities. This seminar is intended for executive cultural administrators and for the chairmen of the cultural boards. It deals with topical issues related to cultural legislation and financing as well as planning, and, especially during recent years, also with issues related to the creation of art and the essence of culture. The course is arranged in different towns every year and the number of participants varies from 50 to 100.

Course for the members of the urban cultural boards. This course is intended only for political decision-makers. It focuses on current cultural policy questions as well as the general rights and obligations of appointed officials.

Special courses concerning cultural activities in towns such as courses related to museum activities, theatre, cinema, music, visual arts and libraries. These courses are intended for executive officials in the related institutions as well as for the chairmen and members of special boards if there are any. During the courses administrative, economic and operational questions related to the various sectors and institutions concerned are discussed.

Courses related to the administration of youth work and sports in towns, intended for executive officials within youth work and sports administration, such as the directors of youth work and sports directors, as well as for the members of youth work boards and sports boards.

Supplementary courses for cultural administrators in towns. This is the newest form of course. These courses are intended for the directors of cultural activities, cultural secretaries and cultural directors in towns with a view to enhancing their professional skills and general knowledge of culture and the arts.

The Institute arranges annually altogether some fifteen to twenty courses related to cultural and leisure-time administration in towns. These courses are attended by some one thousand people. The teachers at these courses are leading experts from various fields, such as professors and university teachers and researchers, leading officials within the state and local administration, artists representing different art forms, as well as leading national politicians. During the last few years the course organizers have also invited experts of cultural life from other Nordic and European countries.

In addition to the above, in the years 1982 and 1983, the Institute arranged a course entitled 'Decision makers, Culture and Social Reality', which was mainly intended for leading officials of municipal administration, such as town directors, politicians and chairmen of municipal councils and governments. The first session took place in 1982 and was related to an experiment of the Finnish National Commission for Unesco, financed by Unesco. A separate report in English has been prepared concerning this course.\* A similar course was arranged for officials within state administration. The course was renewed in February 1983 due to its great success. These courses were attended altogether by some fifty leading municipal officials or municipal politicians.

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\* See document CLT/CD/CP-83/1: Decision-makers, Culture and Social Reality.

## 8. THE USE OF SOURCES

The documentary sources used in this study are official parliamentary documents and documents from the educational institutions published in Finland, Norway and Sweden. The writer has also used unofficial reports from seminars and personal notes made at a great number of Nordic seminars, as well as discussions with several people. In the preparation of this study the writer has also used material from his earlier reports and studies for Unesco and the Council of Europe. Since most of the material is in Finnish, Norwegian or Swedish it has not been felt necessary to make a detailed list of it as these languages are not widely known in other Unesco Member States. The writer has attempted to give a comprehensive and detailed presentation of the cultural policy in the Nordic countries and of the education of cultural administrators. The writer extends his thanks to a great number of colleagues, planners, politicians and friends in Norway, Sweden and Finland, whose contribution and help have been irreplaceable for the execution of this work.

As the writer has in his study also presented opinions expressed by many cultural administrators in the Nordic countries it seems appropriate to mention a few names as well. I express my special thanks to Per Mangset from the Regional University in Telemark, to Lennart Rosenlund from the Regional University of Rogaland in Norway, to Marianne Ek from the University of Umeå and to Kerstin Ullander from the Swedish Municipal Association as well as to Ritva Mitchell from the University of Helsinki, Pirjo Vaittinen from the University of Turku and Risto Kivelä from the Ministry of Education in Finland for their valuable opinions and assistance in the writing of this report.