Potential for Improvements in the Reporting and Financing of Museums in the Czech Republic

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Abstract

This text analyses various suggestions aimed at improvements of museum statistics and financing. In the Czech Republic, there are a total of 477 museums, 80% of which are administered by the state, regions, or municipalities. The text focuses on this majority. Statistics pertaining to museums in the Czech Republic are administered by the Ministry of Culture of the Czech Republic, in particular its National Information and Consultation Centre for Culture (NIPOS). This contribution draws attention to some shortcomings (in the form of over-reporting of data) in museum reports in three areas and proposes certain measures which should lead to greater reporting accuracy.

These three areas are: (1) Reporting of visitor numbers, where visit rates should be reported not as ‘visitors of expositions and exhibitions’ but as ‘museum visitors’, which would make reports less ambivalent and in the long-term lead to museums’ greater focus on visitors. (2) Reporting of scientific results, where research carried out by museums should follow the governmental standards of research reporting. This should lead to gradual improvements in the quality of research carried out by museums. (3) Reporting of economic self-sufficiency, where current statistical methods enable an artificial increase in economic self-sufficiency through accounting operations and thereby fail to motivate museums to increase their real income from visitors (ticket sales and sales in museum shops) and income from rents and services such as consultations.

Goals

At the moment, governmental policy on museums is spelled out in the ‘Conception of Development of Museums and their Work in the Czech Republic for 2015–2020’,

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which has been prepared by the Ministry of Culture of the Czech Republic. Its goals include, among others, improvement of museum services aimed at better satisfaction of societal needs, improvements in museums’ research and development, and improvement in museum financing, or rather optimisation of the legal and economic framework within which they operate. **The main weakness of this policy is that it is based on statistical data which are, in some areas, unreliable, overestimated, and skewed as a consequence of the application of certain reporting methods.**

When such data enter the system and are processed further, they can lead to erroneous decisions on the part of politicians (on the level of state, regional, or municipal administration) who are in the position of museums’ statutory authorities (founders). Distorted data can also support claims that current public policies pertaining to museums are effective and no changes are required, while, in fact, our changing society also requires changes in museums. In the Czech Republic, statistics pertaining to museums is administered by the Ministry of Culture, in particular its NIPOS section. Statistics produced by this body tend to significantly distort (over-report) the efficiency of the museum sector in three areas: (1) in museum visitor numbers, where instead of an actual visitor, i.e. a person who visits a museum, what actually is reported are ‘visitors to exhibitions and expositions. In short, a museum which has, for instance, both a permanent exposition and a temporary exhibition can, according to this report format, report every visitor who passes through the entire museum, not once but twice: once as a visitor to the exposition and once as a visitor to its exhibition. All it takes is the suitable format for the museum ticket. (2) In the area of results of research and development, where research results as understood by the NIPOS differ from the governmental methodology of research and development (henceforth referred to as Methodology 17+). According to the less stringent NIPOS criteria, museums report about three times more results than they would according to the governmental norms. (3) In terms of evaluation of economic self-sufficiency of museums, where results can be improved by various accounting operations. This ultimately lowers museums’ motivation to increase their income from ticket sales, services, etc.

**Policy Target Group**

The changes proposed below are intended mainly for:

(1) Political representatives of the Ministry of Culture, where this paper’s aim is to have an impact on (a) the creation of museum policy and responsibility for museum statistics, (b) the Ministry of Culture’s role as the statutory authority of most state museums, and more generally also (c) to influence the Ministry’s work on the preparation of a bill on public cultural institutions. This bill will most likely include museums and it is most desirable that it promotes trans-
transparency of museum financing and motivates improvements in the efficiency of museums’ functioning.

(2) Representatives of regional authorities (the regions are statutory authorities of 93 museums; on average, each region in the Czech Republic is the statutory authority of 7 museums in its territory) and municipal authorities (municipalities are the statutory authorities of a total of 252 museums).

(3) Relevant experts, i.e. museum directors, museum staff, and other relevant specialists.

**Policy Aims**

The chief aim of measures proposed is to achieve a change in museum statistics to make them more reliable, provable, and less vulnerable to distortion by the adoption of relatively simple administrative, organisational, or accounting techniques undertaken by museum directors or statutory authorities. Our aim is also to create conditions for a change of policy on museums and their functioning in future and to achieve a change in the behaviour of museums and their management.

As far as one can assess and forecast the impact of proposed modifications, a change in statistics will most likely lead to a decrease in reported visitor numbers (which would demonstrate that many museums are not attractive to visitors and fail to meet their social function), a marked reduction in reported results of research and development (since current statistical criteria do not correspond to standards common in these fields), and to a lowering of reported economic self-sufficiency of museums. In other words, implementation of the proposed measures would end the practice of over-reporting and skewing data in the abovementioned areas. This would help create a basis on which a wider discussion about changes in museum policies could be initiated. Such discussion should touch upon changes in three main areas: firstly, with respect to visitors, where the ultimate goal is to transform museums to visitor-oriented community centres by redefining them as institutions which provide services to the public. In this approach, the memory function of museums is used as a starting point of experience-based learning. Secondly, in relation to museums’ scientific activities, where the goal is to transform museums’ research activities so they would meet the standards of regular scientific bodies and produce high-quality, socially relevant research results. And finally, in relation to museum economy and financing, the goal is to motivate museums to increase their economic self-sufficiency and open a discussion of suitability of the legal form of ‘subsidiary organisation.’ These three areas should form the foundation of a discussion of these abovementioned issues.
Background of the Problem

This part of the policy paper offers an analysis of the background of proposed policy changes: firstly, we analyse issues pertaining to the reporting of visitor numbers; secondly, we focus on the reporting of research and development outputs, and finally, we deal with the issue of museums’ economic self-sufficiency and methods used in its reporting.

In Europe, there are currently approximately 18,000 museums, and in the Czech Republic, there are, according to NIPOS statistics for 2017, a total of 477 museums. In particular, there are 33 state museums (with the legal status of a ‘state subsidiary organisation’), 93 regional museums (with the legal status of a ‘subsidiary organisation’), and 252 municipal museums. In total, there are thus 378 municipal, regional, or state museums, amounting to 80% of all museums in the Czech Republic. The 99 remaining museums are private. Basic statistics on state, regional, and municipal museums are listed in the following Table and the following text focuses on them.

Table 1
Statistics of activities of museums founded by the state, regions, or municipalities

<table>
<thead>
<tr>
<th></th>
<th>Data for particular years</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2015</td>
</tr>
<tr>
<td>Museums (incl. galleries and memorials)</td>
<td>385</td>
</tr>
<tr>
<td>Museum employees</td>
<td>5,700</td>
</tr>
<tr>
<td>Temporary exhibitions</td>
<td>3,941</td>
</tr>
<tr>
<td>Permanent expositions</td>
<td>1,763</td>
</tr>
<tr>
<td>Visitors to expositions and exhibitions</td>
<td>9,589,759</td>
</tr>
<tr>
<td>Results of research and development</td>
<td>2,586</td>
</tr>
</tbody>
</table>

Economic data

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income (in millions of EUR)</td>
<td>35.51</td>
<td>37.80</td>
<td>36.94</td>
</tr>
<tr>
<td>of which income from ticket sales (in millions of EUR)</td>
<td>15.35</td>
<td>17.97</td>
<td>20.10</td>
</tr>
<tr>
<td>Non-investment expenses (in millions of EUR)</td>
<td>170.36</td>
<td>186.27</td>
<td>203.15</td>
</tr>
<tr>
<td>Economic self-sufficiency (%)</td>
<td>20.8</td>
<td>20.3</td>
<td>18.2</td>
</tr>
</tbody>
</table>

Source: author based on NIPOS (2018)

The first subject addressed in this text is the issue of visitor numbers. In 2017, it was reported that the number of visitors to expositions and exhibitions was over 11 million. According to the NIPOS statistics, however, visitor numbers are counted based on the number of tickets sold, or, in some cases based on records
in visitor books. Where there is no admission fee, and hence no tickets sold, the museum or gallery also has the option of reporting a ‘reliable estimate’. Reporting based on ticket sales, however, enables the manipulation of visitor numbers without violating reporting rules. For example, a museum has three permanent expositions and one exhibition. Visitors can buy a ticket to the expositions and a separate ticket to the exhibition. If a visitor wishes to view the whole museum, he or she receives two tickets, one for the exhibition and one for the expositions. In this way, one visitor becomes two, since according to NIPOS statistics, two sold tickets means two visitors. The museum’s director can decide to adjust visitor numbers because the NIPOS statistics do not count the actual number of museum visitors but rather just ‘visitors to exhibitions and expositions’. This visitor number indicator easily lends itself to alternative reporting, i.e. to artificial increasing of visitor rates.

The second subject is the issue of reporting results of research and development. Museums in the Czech Republic are obliged by law to engage in scientific activities: it is specified in Act No. 122/2000 Coll. on the protection of collections of museum nature. In law, therefore, museum activities are closely linked to science, both in the form of the acquisition of collection items for the purpose of research or study and in the form of scientific investigation of the environment in which the items were collected. Most museums do carry out research in accordance with the relevant law, but only 22 – mostly state-subsidised – museums listed as ‘scientific organisations’ in the sense of Act No. 130/2002 on the support of research. These museums then report their research results in accordance with the governmental methodology of research and development (Methodology 17+). Research undertaken in accordance with the law on collections (No. 122/2000 Coll.) is subject to data collection by NIPOS, whereby in 2017, a total of 2,774 such results were reported (see Table 1 above). These NIPOS-reported results can be checked against research results reported in the RIV database (governmental registry of research results), that compared results which meet the criteria of governmental Methodology 17+. For 2017, for all museums in total, only 907 such results had been reported. It ought therefore to be checked what exactly is included in the NIPOS statistics of research and development results. In the NIPOS form, it is stated that “outputs of meeting the tasks of research and development can take the form of monographs (their chapters) which have an ISBN, articles with footnotes in anthologies and journals, announced presentations at conferences, textbooks or their chapters, catalogues or collections, exhibitions or expositions, eventually also editions of documents which include a critical apparatus, librettos or screen scripts of exhibitions or expositions by individual artists, manuscripts of research reports or conservators’ reports which meet the criteria of original work, adopted projects, or proposals of new technologies.” This clearly demonstrates a different understanding of the subject than that endorsed by the valid governmental Methodology 17+ and its definition of research and development results. For instance, according to Methodology 17+, textbooks or their parts do not meet the criteria of research and development results and with respect
to contributions to anthologies, such anthology should be included in the Scopus database, the Web of Science, or some similar platform. A comparison of what qualifies as research according to NIPOS and according to Methodology 17+ clearly shows that some items included in the NIPOS do not meet the more stringent governmental criteria. This implies that some Czech museums engage in research according to ‘lower standards’ or ‘lower quality’ and may not even be aware of it. The NIPOS statistics neither motivates nor demands the production of higher-quality research output.

The third subject we deal with is the reporting of museums’ economic self-sufficiency. The self-sufficiency of museums is calculated as the ratio between income and total non-investment expenses. In general, it tends to be around 20%. The problem with calculating economic self-sufficiency in this way is that this formula includes:

- Income from ticket sales (which is unproblematic);
- Income from services provided by the museum, for instance for renting of spaces, sales in a museum shop or other services provided by the museum, such as consultations. This item is not reported separately and income under this heading thus cannot be checked.
- Income from entering investment funds in the accounting, especially if the museum’s investment fund is used for repairs and maintenance of museum property. This item is problematic.

This last item is basically an accounting operation which increases museum income and a museum director can, by deciding to use a museum investment fund for repairs and maintenance, significantly increase museum income and thereby improve its self-sufficiency results. It could very well be argued that true economic self-sufficiency should be calculated only from the first two items listed above.

Alternatives

When evaluating alternatives, we focus on museums whose statutory authority is the state, regions, or municipalities. There seem to be two alternatives. First of all, there is the “do nothing” option, which seems to be quite popular in the Czech environment. No steps need to be taken and the status quo is preserved. The second option, however, is to modify the reporting and consequently the statistics in one, two, or all three proposed areas.

To evaluate the alternatives, we shall first apply the three Es, i.e. economy, efficiency, and effectiveness, and secondly, we shall apply the criterion of data reliability.

Economy in this context is to be understood as:
• Total non-investment spending on museums in the Czech Republic;
• Total contribution by the state, regions, and municipalities to all museums.

Effectivity will be evaluated using the following set of criteria (given the nature of available data, the choice is rather limited):
• Cost per visitor;
• Per visitor contribution by the statutory authority;
• Number of scientific results per museum.

Efficiency will be evaluated using the following set of criteria:
• Self-sufficiency according to NIPOS statistics;
• Self-sufficiency based on income from ticket sales;
• Visitor numbers.

The choice of criteria was influenced by consideration of what data are available and in relation to the governmental museum policy. The governmental policy emphasises the desirability of an increase in visitor numbers and museums’ ability to increase economic self-sufficiency. Currently applied statistical methods do not, however, motivate steps that would lead to these results.

Reliability of statistical data will, in the following, be understood as the degree to which the data listed above can be manipulated by museum directors or other relevant persons. We shall express it using the following scale of 1 to 3:
• Value 1 means that the data are difficult or impossible to manipulate or report in a misleading manner. They can be manipulated only by a violation of existing rules, i.e. by lying. Such a statistical item is reliable.
• Value 2 means the data are difficult to manipulate or report in a misleading manner, but manipulation is possible.
• Value 3 means data can be reported in a misleading manner, i.e. existing rules permit alternative interpretations or methods. Such statistical input is unreliable.

To calculate the effect of the do-nothing option, we use data from 2017 (data for 2018 have not yet been published). With respect to the second option, i.e. modification of statistical reporting, we assume – based on previous investigations and structured interviews with museum directors – that in the first year, implementation of the recommended measures would have no effect on total income and spending. What will happen, however, is a decrease in reported visitor rates by approximately 20%, which would have a negative effect on the calculation of effectivity.
Comparison of the alternatives

Impact on the economy is outlined in the following Table where economy is calculated based on two criteria.

Table 2
Comparison of the alternatives: the economy criterion

<table>
<thead>
<tr>
<th></th>
<th>“Do nothing” option</th>
<th>Option including modification of statistics</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-investment spending (in millions of EUR)</td>
<td>203.15</td>
<td>203.15</td>
<td>A change in statistical reporting methodology will have no impact on non-investment statistics or subsidies from statutory authorities.</td>
</tr>
<tr>
<td>Subsidies from statutory authorities (in millions of EUR)</td>
<td>166.21</td>
<td>166.21</td>
<td></td>
</tr>
</tbody>
</table>

Source: author

This comparison shows that from the perspective of economy, the two options are equal both in terms of non-investment spending and in terms of subsidies received.

Impact on effectiveness is compared in the following Table, which is again based on 2017 data. Where the visitor number reporting is adjusted, we estimate a likely decrease in reported visitor numbers by 20%, i.e. instead of the reported 11 million visitors for 2017, it would be 8.8 million visitors. Effectiveness is seen as a ratio.
Table 3
Comparison of the alternatives: the effectiveness criterion

<table>
<thead>
<tr>
<th></th>
<th>“Do nothing option”</th>
<th>Option including modification of statistics</th>
<th>Comment on the option which includes a modification of reporting and statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-investment spending per visitor (in EUR)</td>
<td>18.4</td>
<td>23.0</td>
<td>Effectiveness will seemingly decrease and both spending and subsidy per visitor increase. Yet nothing will change since the number of museum visitors will not change. A decrease in effectivity is, however, undesirable which is why modification in reporting criteria has so far been rejected.</td>
</tr>
<tr>
<td>Subsidies from statutory authorities per visitor of exhibitions or expositions (in EUR)</td>
<td>15.0</td>
<td>18.8</td>
<td>If the governmental methodology of reporting research output is applied, effectiveness will significantly decrease. Reporting according to NIPOS enables reporting of ‘research results’ which do not meet the criteria of governmental Methodology 17+. Modification of reporting is opposed because it would lead to apparent decrease in effectivity.</td>
</tr>
<tr>
<td>Number of research outputs per museum</td>
<td>7.3</td>
<td>2.4</td>
<td>Source: author</td>
</tr>
</tbody>
</table>

From the effectiveness perspective, it seems that the “do nothing” option, i.e. preservation of the status quo, is more effective, but that is merely the result of the reporting methods, a consequence of over-reporting of the actual data.

Impact on efficiency is compared in the following Table. To compare the impact of the two alternatives on efficiency, we used three criteria: economic self-sufficiency according to current NIPOS statistics, economic self-sufficiency in relation to income from ticket sales, and the number of visitors.
Table 4
Comparison of the alternatives: the efficiency criterion

<table>
<thead>
<tr>
<th></th>
<th>“Do nothing” option</th>
<th>Option including modification of statistics</th>
<th>Comment on the option which includes modification of reporting methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic efficiency according to NIPOS statistics</td>
<td>18.2%</td>
<td>18.2%</td>
<td>According to the NIPOS statistics, economic self-sufficiency includes not only income from ticket sales and from services provided, but also accounting operations linked inclusion of investment funds where those moneys are used for repair and maintenance. One can thus use accounting to significantly increase reported efficiency. Self-sufficiency in relation to actual income from ticket sales stands at about one half of the currently reported figure. Museums have few incentives to increase self-sufficiency and statistics obscures the actual state of affairs.</td>
</tr>
<tr>
<td>Economic self-sufficiency of museums in relation to income from ticket sales</td>
<td>Is not reported, in fact stands at 9.9%</td>
<td>9.9%</td>
<td></td>
</tr>
<tr>
<td>Number of visitors of expositions and exhibitions (in millions)</td>
<td>11.056</td>
<td>8.848</td>
<td>Increase in visitor numbers is one of the main goals of museum’s activities. Objective reporting would lead to lower reported visitor numbers, i.e. to a decrease in efficiency. The decrease would, however, be merely apparent since actual visitor numbers would not change.</td>
</tr>
</tbody>
</table>

Source: author

From the perspective of efficiency, it seems that the “do nothing” option is more efficient, but that would merely be the effect of change in reporting methodology, that is, of ending the current practice of over-reporting.

Reliability of data in the two alternatives is compared in the following Table. The “do nothing” option enables data manipulation, which is why, according to the proposed evaluation; its reliability is set at value 3. The option which includes a modification of reporting criteria is proposed so as not to enable data manipulation and receives therefore value 1.
Table 5
Comparison of the alternatives: criterion of data reliability

<table>
<thead>
<tr>
<th>Evaluation on scale of 1 (reliable) to 3 (unreliable)</th>
<th>“Do nothing” option</th>
<th>Option which includes modification of statistics</th>
<th>Comment on the option which includes modification of statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3</td>
<td>1</td>
<td>Statistical overviews and description of items can be modified to make the data unequivocal and so as not to enable alternative readings. That is the goal of measures proposed here.</td>
</tr>
</tbody>
</table>

Source: author

An overall comparison of the two options is presented in the following Table.

Table 6
Comparison of the two options: all criteria

<table>
<thead>
<tr>
<th>Economy</th>
<th>“Do nothing” option</th>
<th>Option including modification of statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Equal</td>
<td>Equal</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Effectivity</th>
<th>“Do nothing” option</th>
<th>Option including modification of statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seemingly higher – all three criteria are higher</td>
<td>Seemingly worse, actually equal – apparent decrease is due to modification of reporting</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Efficiency</th>
<th>“Do nothing” option</th>
<th>Option including modification of statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seemingly higher – two criteria higher, one equal</td>
<td>Seemingly worse, actually equal – apparent decrease is due to change in reporting</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Data reliability</th>
<th>“Do nothing” option</th>
<th>Option including modification of statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lower</td>
<td>Higher</td>
<td></td>
</tr>
</tbody>
</table>

Source: author

If our aim is to evaluate the two options by the three Es (economy, effectivity, efficiency), reliability of data is of key importance. If data are not reliable and can be manipulated, we could, based on the three Es, erroneously conclude that preservation of the status quo (the “do nothing” option) is preferable due to higher effectivity and higher efficiency. In reality, however, it is not so: higher effectivity and efficiency are due solely to data manipulation in the sense of their over-reporting both with respect to visitor rates and the number of research results. Over-reporting of research output, while not violating NIPOS reporting criteria, does have a significant effect: less efficient museums cannot be distinguished from the more efficient ones. This implies less pressure on change in the sense of transformation of a museum towards an open, service-oriented institution (higher visitor rates), less pressure
on producing better-quality research results, and less motivation to transform into an economically more self-sufficient institution.

In the context of museum economy and financing, this discussion should be set within a wider framework of suitability of the existing legal definition of ‘subsidised organisation’, which is, within the EU, used in effect only in the Czech and Slovak Republic. This legislation determines the way in which state, regional, and municipal museums manage their finances. Such discussion could help speed up work on the act on public cultural institution as an alternative to current ‘subsidised organisations’. Preparation of such a law is included in the current government’s programme statement.

**Stakeholder Analysis**

As part of the stakeholder analysis, the following stakeholders have been identified. As noted above, many museums are established by regions and municipalities. According to Czech legislation, museum directors are appointed by the statutory authorities of subsidised organisations. In many cases, a museum director is a local politician; for instance a current or former representative of the municipality or region in question. The choice of museum director is thus not always guided by expertise but by political allegiance, which has a significant impact on the functioning and efficiency of museums.

An overview of stakeholders and their interests:

- **Stakeholders Group 1**: **Progressive museum directors and staff**. These persons who wish to change the current state of affairs and improve reporting accuracy and reliability tend to form a minority.

- **Stakeholders Group 2**: **Non-progressive museum directors and staff**. Persons belonging to this group are in favour of maintaining the status quo. This can be due to various reasons, including fear of the unknown, fear of the inability to meet higher demands, the conviction that a museum’s statutory authority ought to pay subsidies no matter what, lack of interest in visitors, etc. These persons are in favour of the “do nothing” option, i.e. preservation of the status quo. Since they form a majority, this view is also shared by the professional association of museums and galleries.

- **Stakeholders Group 3**: **A minister of culture, his or her secretaries, relevant staff** of the Ministry of Culture. They could implement the recommended changes but given the prevailing stakeholder opinion, i.e. the attitude of Group 2, they do not wish to. Moreover, a decrease in the efficiency of museums, albeit slightly apparent, could be viewed as politically undesirable. This is a key group and if they can be convinced, changes could be quickly implemented.
• Stakeholders Group 4: Politicians of regions and municipalities which are the statutory authorities of museums. In most cases, they are unaware of the problem and if they know of it, it usually seems unimportant to them. If, moreover, they are locally responsible for culture, they may view the implementation of the recommended measures as undesirable because they would have to explain the decrease in museums’ efficiency.

Consultations

Various consultations on this subject have already taken place, both with representatives of the Ministry of Culture of the Czech Republic and with representatives of the Association of Museums and Galleries (the professional organisation of museums and galleries in the Czech Republic).

Especially important are the discussions with the Ministry of Culture: if the minister wished to, the manner of reporting could be modified quite easily. In this context, timing is also important. To address changes in reporting, consultation with representatives of the Czech Statistical Office would also be needed, because the proposed changes would affect museum statistics.

Policy Recommendations

Recommendations are relatively straightforward: to modify the NIPOS museum statistics (form including commentaries) in the following areas:

1. With respect to visitor numbers

Modify the definition of visitor numbers so as not to allow any manipulation of numbers by museum representatives. Visitor numbers are a key criterion in assessing museum efficiency. It is proposed that the NIPOS form for data collection, including explanations pertaining to specific form items, be modified and instead of the term ‘visitors of expositions and exhibitions’, the term ‘museum visitors’ be used. The relevant explanation would also clearly spell out impermissible ways of reporting museum visitor rates. In the first year after implementation, this modification would probably lead to a decrease in reported visitor numbers in museums which do manipulate this figure. One can, however, assume that it would eventually lead to positive changes in museums’ attitudes to visitors.

2. With respect to research and development

Criteria for museums’ reporting of research and development output should be adjusted so as to correspond to governmental Methodology 17+. In the first year, this would lead to a decrease in reported output by approximately two-thirds. In the longer run, however, it would motivate museums to improvements
in the quality of research undertaken by them. At present, museums may not even be aware that they do research by ‘lower standards’ or ‘lower quality’. In the long run, the proposed modification of what counts as a research output would be an important step leading to an increase in professionalism and the improved quality of research undertaken by museums.

3. With respect to reporting museum self-sufficiency

Self-sufficiency should be reported:

(a) According to the current method used by the NIPOS, i.e. as income/total non-investment spending;

(b) Economic self-sufficiency in relation to income from ticket sales, services, and sale of goods (in museum shops), i.e. income from ticket sales + income from services + income from the sale of goods/total non-investment spending;

(c) Economic self-sufficiency in relation to income from ticket sales, i.e. income from ticket sales/total non-investment spending.

Current reporting criteria enable artificial over-reporting of economic self-sufficiency by accounting operations and do not therefore motivate museums to try and increase either real income from visitors (both for ticket sales and sales in museum shops) or income from rents and services.

Conclusions

This policy paper discusses certain shortcomings in the statistics pertaining to museums, which are part of the foundations upon which policies with respect to museums and their functioning are created. It is shown that a seemingly minor problem creates an obstacle to a more comprehensive change in museum efficiency because data that can be manipulated (and are thus unreliable) do not indicate the need for changes in museum management. This state of affairs thus contributes to the fact that museums in the Czech Republic (1) are not sufficiently oriented towards the needs of their visitors (the issue of over-reporting of visitor numbers), (2) report as research results in work that does not meet the necessary standards (the issue of reporting in science and research), and (3) museums are not motivated to increase income from ticket sales, museum sales, rents, and services (the issue of reporting economic self-sufficiency where the figure can be increased by accounting operations). Progressive museum directors have been trying to change this state of affairs, but a much larger group of ‘non-progressive’ directors is satisfied with the status quo. They can decide to legally improve reported statistics by implementing a few relatively simple organisational or accounting steps. In this way, however, the difference between efficient and well-functioning museums and museums that are average or even poor is lost.
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Appendix

Methodology, Methods, and Data

This text is structured as a policy paper and further subdivided according to a prescribed format. That is why space for methodology, methods, and data is only in the appendix. With respect to methods, this text applies a mix of normative and positive methodology. **Positive methodology** was used in the description and analysis of the subject, i.e. to outline the subject both on a theoretical and a practical level (data analysis, analysis of interviews, etc). Positive methodology was also used in desk research of available sources, legislative framework of the subject, and other useful sources. When applying positive methodology, the following were viewed as the core criteria questions: ‘What actually took place in relation to our subject, i.e. in relation to museum statistics?’ or ‘What is the current state of affairs with respect to the main subject of this contribution?’ Once these questions were answered, a solution was formulated which could, given certain selected criteria, be considered optimal. That process took place on a **normative level**, since it could be viewed as answering the question: ‘What would be the desirable state of affairs with respect to museum statistics within the areas of our interest?’ In his research, the author used a combination of methods, whereby of crucial importance was analysis, which was applied to the investigation of legislation currently in force in the Czech Republic, of literature and other available sources relevant to museum statistics or formulation of alternatives and recommendations. The author also used deduction, for instance when drawing conclusions from existing approaches to the subject of this paper, but also analogy and induction (for instance when drawing conclusions from analysis of particular primary and secondary sources and data).

The paper relies on statistical **data** of the Ministry of Culture of the Czech Republic (especially the NIPOS statistics), data on research and development results in the RIV and ANV databases, financial data from the MONITOR database (information portal of the Ministry of Finance of the Czech Republic, which enables access to budgetary and accounting data on all levels of state administration and lower administrative levels), and internal data of the National Museum of Agriculture.

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