Muz., 2022(63): 165-172 Annual, eISSN 2391-4815

received – 08.2022 reviewed – 09.2022 accepted – 09.2022

DOI: 10.5604/01.3001.0016.0224

WITHDRAW FORWARD, PLEASE! ON PARTICIPATION POLICY IN ICOM'S WORKS ON THE 'PRAGUE MUSEUM DEFINITION'

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'Please, step forward to the rear!' (This is an approximate translation of a request I once heard on a tramcar in Warsaw) (L. Kołakowski, *How to be a Conservative-Liberal- Socialist?*, Encounter, October 1978¹)

Introduction

The attempt to adopt a new museum definition by ICOM (International Council of Museums) by the 2019 Extraordinary General Assembly in Kyoto failed. The majority of the participants (70.41%) decided to adjourn the vote and to continue consultation on the content of the new ICOM museum definition. The basic reason: lack of agreement to move in the direction headed towards by the 'Kyoto definition'. In that new perspective the institution which till then had focused on museum exhibits' amassing, studying, preservation, and making them available for public viewing, was to become space for political activism in a global dimension. The concept, brave and trying to face the 21st-century challenges, proved, however, excessively progressive, to the extent of being unrealistic.2 The weakness of the 'Kyoto definition' could also, first of all, be found in the way it was elaborated: insufficient consultations, ineffective cooperation

among entities responsible for working it out, and untransparent decision-making, accompanied by a limited access to documents. During the session itself doubts were also raised by: the voting format (six voting rounds brought about confusion and caused delays versus the time originally planned for the process), a limited time for debate, an unclear agenda, an unclear procedure of collecting votes plus of the selection of speakers, as well as agenda amendments. Finally, who failed at the Extraordinary General Assembly were the ICOM Board who at the crucial moment of the debate (as a matter of fact limiting each speaker's intervention to two minutes) did not present their opinion on the proposed new definition they had previously approved of.³

In order to avoid the same mistakes, at a meeting on 9–11 December 2019, the ICOM Executive Board decided to extend the number of members of the Committee on Museum Definition, Prospects and Potentials, MDPP, renamed MDPP2 in February 2020, and in December 2020

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given the name of the Standing Committee for the Museum Definition – ICOM Define.

Finally (after October 2020), MDPP2 had 20 individuals from different countries and continents. Such a numerous representation was created in reaction to the criticism that MDPP had not been sufficiently representative of the museum universe. Subsequently, MDPP 2 established a Methodology Subcommittee composed of 7 individuals whose task was to define the mode of processing the new ICOM museum definition, bearing in mind the conclusions drawn from the failure of the works on the 'Kyoto definition'. It was decided to make the whole process deeply participatory: to include the largest number possible of eligible entities in the decision-making process (in ICOM documents the collective term adopted to define them is 'Committees'), including National and International Committees, Regional Alliances, and Affiliated Organizations.

The basic research questions boil down to verifying how ICOM tried to comply with the participation principle in the work on the new museum definition, and also whether the fact that the 'Prague museum definition' does not essentially differ from the 2007 statutory definition questions the purposefulness of the proposed change and undermines the sense of the whole participation process.

The answer to the first question: a factual one, will be provided in the description (recreative and popularizing) of the adopted procedural solutions, while to the second: a question of a solution with a hypothesis, an attempt will be made to signal trails serving to explain elements of continuity and change in thinking about a museum within ICOM and in managing this institution, which owing to the topical character of the theme has not as yet been developed in literature.

Post-Kyoto governance crisis and reform attempt

The year 2020 brought about resignation of a part of ICOM executives, this resulting from the 'Kyoto definition failure'.4 The first to resign from the ICOM Executive Board, also being its representative in MDPP2, was Léontine Meijer-van Mensch (2 June 2020). After her resignation, Chair of MDPP/ MDPP2 Jette Sandahl and five Committee members resigned. In the statement dated July 2020 four of the resigning members (Sandahl, George Abungu, Margaret Anderson, and W. Richard West Jr.) pointed to the breach of procedures (e.g., the definition never coming to a vote, since the vote on the resolution to postpone the vote was conducted)5 and to the Executive Board, defining them as silent, passive, and indecisive, not wanting to assume the responsibility for the project, as the source of the failure of the 'Kyoto definition'.6 They also criticized the dominating influence on the Executive Board by lobbying National Committees from European countries (mainly). Among the remarks of epistemological nature related to the content of the 'Kyoto definition', the letter authors refuted the criticism of those who regarded the content of the museum definition as including elements which were fashionable, too political, or divisive, since even if so, they were meant to reflect the challenges museums faced in the 21st century.7

Ten days after Meijer-van Mensch had resigned, ICOM President Suay Aksoy did, and she was followed by Hilda Abreu de Utermohlen, member of the Executive Board. Resignation of the active president, unprecedented in ICOM history, was defined as governance crisis. ⁸ Concern about the organization condition and demand to account for the resignation reasons by leading executives was expressed in an open letter dated 25 June 2020 by presidents of 23 International Committees, 21 National Committees, 2 Regional Alliances, 1 Working Group and 2 Affiliated Organizations. ⁹ In reply to these demands and as a result of the situation in the decision-making bodies ICOM Executive Board wrote on 23 July 2020 a letter informing that it has also resolved to assess itself, by examining its own history of decision-making and working methods with the intention of implementing immediate improvements. ¹⁰

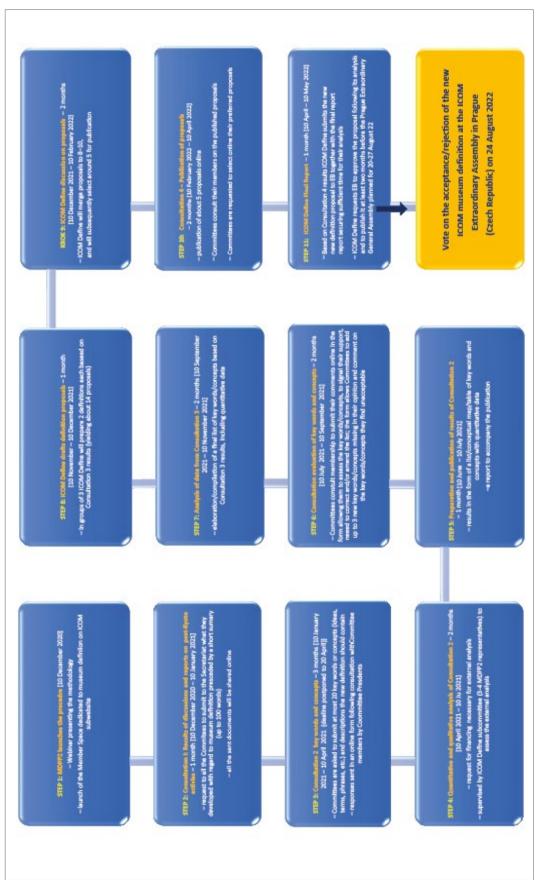
As the audit demonstrated the 'Kyoto definition' problem consisted in implementing undemocratic governance standards by the Executive Board. Additionally, there were gossips about a conflict between ICOM President and Director General over the sale of ICOM building, which incited speculation on the illegal character of the transaction and additionally decreased trust in the Executive Board's decision-making bodies.¹¹

In order to reform the decision-making process, in September 2020, MDPP2 instructed the Methodology Subcommittee it formed of some of its members to elaborate methodology to work on the new ICOM museum definition in 2020–2022. The timetable adopted by MDPP2 on 19 October and endorsed by the Executive Board on 30 October 2020 assumed four consultation rounds to be conducted over 18 months divided into 11 steps (Scheme 1; eventually there were 12 steps, since Step 11 was amended to: Analysis of Consultation 4 results and preparation for the Advisory Council Extraordinary Meeting). At the same time, MDPP 2 was renamed ICOM Define.

The timeline for the ICOM Define project was launched as of 10 December 2020 with an open webinar conducted by MDPP2/ICOM Define Vice-Chairs, as well as members of the Methodology Subcommittee: Lauran Bonilla-Merchav and Brunon Brulon Soares, and participated by ICOM President Albert Garlandini (successor to President Aksoy). The completion of the work complemented with the presentation of the final report was planned for May 2022 (it proved to be June). The proposal of the new museum definition was to represent the unity of the museum community within the great diversity of ICOM members¹² and to be voted on at the ICOM Extraordinary General Assembly in Prague in the last week of August 2022. It was planned for the vote to take place on Wednesday 24 August at 12.30-2 AM (CEST). Moreover, all the documents reflecting the work on the 'Prague definition' (as well as on the 'Kyoto definition') were to be made available in a Member Space page dedicated to the Museum Definition.¹³

Participation policy as a new ICOM paradigm

A part of the ICOM community saw the sources of the governance crisis and the failure of the 'Kyoto definition' in the fact that the governing bodies were not representative, meaning they favoured one cultural circle disregarding others. A remedy to this default can be found in the



Author's own study after: Advisory Council Report, ICOM Define (study), November 2020, pp. 3–4, https://www.icom.org.br/wp-content/uploads/2021/ICOM-Define-Advisory-Council-Report-Nov-2020.pdf [Accessed: 5 July 2022];
Defining the museum in times of change: A way forward, ICOM Webinar, 10 December 2020, https://icom.museum/wp-content/uploads/2020/12/ICOM-Define-Methodology.pdf [Accessed: 10 February 2021].

Diagram 1. Methodology of work on the new ICOM museum definition in 2020–2022

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modern management of the participation policy consisting in redistributing authority and involving the individuals affected by the decisions in the process of decision-making.

As the audit demonstrated, *ICOM leadership does not reflect diversity of its global membership*. ¹⁴ There are two different approaches present in the organization: one *open to include other parts of the world*, the second *Eurocentric and colonial* represented by *the old school* dominating in ICOM governing bodies and controlling the others, resistant to change (also to the use of modern communication technologies), and *not seeing beyond the immediate*. ¹⁵

Identifying the need to increase participation of other than European communities of museum curators and museologists forming ICOM was reflected in the ICOM Define Final Report of 2022. There we can read the following: The new process, based on innovative ways of participation, invited members and committees to engage in the elaboration of a new museum definition, and its success largely depended on the involvement of the greatest number of committees possible. 16 At the same time, those innovative ways of participation were in the aspect of technologies applied forced by lockdowns introduced as the result of the COVID-19 pandemic, limiting travelling and in person meetings. Hence, based on the amended French Act on Association serving as the grounds for ICOM operation, it became possible to adopt the Internet on an unprecedented scale, for example to hold online sessions, file forms remotely, conduct webinars, etc. It is highly likely that online communication contributed significantly to the participation of 126 of the 178 Committees which at least once participated in the four consultation rounds conducted in 2020-2022 (Table 1).17

The target group eligible for consultation participation included: National Committees, NCs (118), International Committees, NCs (32), Regional Alliances, RAs (7), and Affiliated Organizations, AOs (21). The basic language of the work on the new definition was English. The webinars and consultations were conducted in English, and also the first document drafts were in English, following which they were translated into the remaining two ICOM official languages, namely French and Spanish (however, more effort was made than before for the translations to boast high quality and to be available rapidly).

Consultation 1 in which 34 responses were received in total expected the Committees to inform about what they had developed in 2019–2020 in relation to the museum definition.

In Consultation 2 dedicated to the key words which should be contained in the new definition the number of responses grew almost 3-fold amounting to 97 (in reality, there were 96 of them, since one survey sent in was empty), this translating into 54% of all the possible answers. The highest percentage of answers came from ICs (27%), while the smallest (4%) from AOs. 18 Using the regional criteria, the participation of NCs from North America stood at 100%, LAC at 68%, Europe at 61%, Asia-Pacific at 45%, Arab States at 33%, and Africa at 30%. 19 At the same time it was emphasized that among the eligible Committees which failed to submit their answer there some being reorganized or inactive in 2020. 20

Consultation 3 provided 88 responses, meaning a fall by 5% (49%) in total as compared to Consultation 2. Additionally, the regional share of NCs altered. The highest increase

accounted for with ICOM's particular efforts to boost participation in the regions of the lowest participation share in Consultation 2,²¹ was observed in Africa (up to 55%, namely by 25%), LAC (to 84%, meaning by 16%), and the Arab States (up to 40%, meaning by 10%), however, with a simultaneous substantial fall of the indicator of the responses received from Asia-Pacific (to 27%, i.e., by 18%) and a lower fall from Europe (to 54%, i.e. by 7%). A case apart in Consultation 2 can be found in North America represented by 2 NCs: American and Canadian, constituting 100%, so no response from the latter in Consultation 3 meant a fall by 50% of the responses from the region, translating statistically into the highest drop.²²

In the last consultation: Consultation 4, apart from NCs, fewer responses were received than in two previous consultations. In total, there were 85 of them, i.e. 48%. The number was unsatisfactory, since it was not representative of the whole 'ICOM family'. The percentage participation of NCs was slightly more positive, standing at 54%. Regionally, the responses were as follows (beginning with the highest): North America 100%, LAC 84%, Europe 61%, Asia-Pacific 45%, Arab States 44%, Africa 25%.²³

To conclude, the total participation indicator for all the Committees which participated at least in one of the four consultations in 2020–2022 stood at 70.7%.²⁴ This was a positive change in the till-then decision-making process in ICOM, giving the organization leadership a democratic mandate to present the proposal of a new museum definition at the coming ICOM Extraordinary General Assembly.

A way forward²⁵(?)

Ever since the establishment of ICOM in 1946 the way of understanding what a museum is has hardly changed: it is a permanent and not-for-profit institution, acquiring, conserving, researching, communicating, and exhibiting a collection of museum exhibits.²⁶ This was expressed in the definition adopted in 2007 in which the impact of social, political, and economic changes on a museum remained 'unnoticed'. That situation was criticized by a group of progressive ICOM members and activists, asking for elaboration of a new statutory definition, reflecting what a museum is (or rather, should be) in the 21st century. For example, the Danish curator Sandahl, MDPP/MDPP2 Chair (until 2020) claimed that 'it does not speak the language of the 21st century' and that it does not reply to current demands of 'cultural democracy'. 27 At the same time, a part of the community of museum curators and museologists did not see a need to alter the current definition, or was of the opinion that ICOM's work on the new definition was excessive philosophy or poetics.²⁸

The 'Kyoto definition' was an attempt to revise the so-far museum definition. The decision of the Executive Board of 20 July 2019 selecting the proposal which was to be voted on at the Kyoto Extraordinary General Assembly introduced a division into ICOM, not just in procedural terms. The problem was also the very content of the 'Kyoto definition'. As observed by Vincent Noce in *The Art Newspaper*, this conflict could be interpreted as a debate between the old guard and the younger generation, or between the Latin tradition and the Anglo-Saxon aspiration to a more 'inclusive' model'.²⁹ Juliette Raoul-Duval, President of ICOM France protested against the presented definition as being an *ideological*

Table 1. Number of responses received from entities participating in consultations on the new ICOM museum definition in 2020–2022

Consultation	National Committees (118)*	International Committees (32)*	Regional Alliances (7)*	Affiliated Organizations (21)*
I**	24	8	_	1
***	62 (53%)	26 (81%)	5 (71%)	4 (19%)
III	63 (53%)	18 (56%)	5 (71%)	2 (10%)
IV	63 (53%)	16 (50%)	4 (57%)	2 (10%)

^{*} number of eligible committees

Author's own study after: ICOM Define Report on Consultation 4, document of the Advisory Council Extraordinary Meeting, 5 May 2022, p. 7, https://icom.museum/wp-content/uploads/2022/05/EN_EXAC_May2022_Item1_ICOM-Define_Final.pdf; Final Report from the Standing Committee for Museum Definition, ICOM Define (study), 2022, p. 4, https://icom.museum/wp-content/uploads/2022/07/EN_EGA2022_MuseumDefinition_WDoc_Final-2.pdf; The Museum: Report on the ICOM Member Feedback for a new museum definition, ICOM Define (study), 22 June 2021, p. 16, https://icom.museum/wp-content/uploads/2021/07/ICOM-Define-Consultation-2-Results-Report-en-VF.pdf; The Museum: Second Report on the ICOM Member Feedback for a new museum definition, ICOM Define (study), 9 November 2021, p. 10, https://icom.museum/wp-content/uploads/2021/12/ICOM-Define-Consultation-3-Results-Report-VF-ENGLISH-1.pdf.

manifesto, published without consulting with NCs, while President of ICOM Germany Klaus Staubermann objected that it did not contain such key words as 'education' or 'institution', which could produce problems with implementing it into the German legal system.³⁰

The failure of the attempt to introduce a new statutory definition in 2019 was regarded as a triumph of the traditionalist circles, reluctant to the change of the paradigm in thinking about a museum. According to one of *Museums Journal'* s sources, some people feel under threat from new thinking and the new definition is alarming them.³¹ This alarm needs to be understood in a broader context: of the recently intensified debate on the restitution of African art robbed in the colonial times by European countries.

In order to avoid criticism of not being representative, the 'Prague definition' was made sure to have been maximally consulted. This very well exemplified by the statistics in Step 4, namely the quantitative and qualitative results of Consultation 2 (based on surveys mainly, debate was less used), as a result of which in total 1.659 words/concepts were collected: 1.231 (74%) of them described what the new definition should contain.³² Following revision, the analysts came up with 2.085 terms which they divided into 7 Dimensions as follows:

- Entity (pointed to in total by 66% of participants), with the highest percentage of respondents choosing 'institution' (39%), 'space' (22%), and 'place' (14%);
- Entity qualifier (85%) 'non-profit' (55%), 'permanent' (30%,) 'transparent' (15%);
- Object/Subject (89%): 'heritage' (72%), 'tangible and intangible' (46%), 'culture/cultural' (43%);
- Action/Function (95%): 'researches' (96%), 'conserves' (76%), 'collects' (74%);
- Experience (97%): 'education' (71%), 'knowledge' (31%), 'dialogue' (31%);
- Social values (96%): 'inclusivity' (66%), 'sustainability' (47%), 'accessibility' (45%);
- Target/Relationship (81%): 'public/open to public/ society' (52%), 'community/society' (51%), 'participatory' (27%).³³

On the grounds of the above, an online survey for Consultation 3 was prepared with the recommendation for constructing more unambiguous final terms. Following the Consultation 3 report, ICOM Define divided itself into five groups with four members each in order to phrase five proposals for the new definition. They were the subject of the last consultation when on 21 February 2022 ICOM sent out an online survey, asking for the definitions to be prioritized beginning with the best, while also giving opportunities for commenting on them. The highest score was given to Nos. 2 and 3 definition proposals, and these were revised and processed further. On 5 May 2022, a slightly revised proposal B (previously No. 3) turned out to be the final choice. It was first approved by the Advisory Committee and the Executive Board, following which, on 24 June 2022, it was submitted by ICOM President to be discussed and voted on at the Extraordinary General Assembly in Prague reading as follows: A museum is a not-for-profit, permanent institution in the service of society that researches, collects, conserves, interprets and exhibits tangible and intangible heritage. Open to the public, accessible and inclusive, museums foster diversity and sustainability. They operate and communicate ethically, professionally and with the participation of communities, offering varied experiences for education, enjoyment, reflection and knowledge sharing.34

The proposal of the 'Prague museum definition' yielded as the result of moths of work and involving the majority of ICOM Committees, in the essentials, i.e., responding to the question 'what a museum is', repeated the 2007 statutory definition (non-profit permanent institution). The new elements, closer to the sensitivity of the authors of the 'Kyoto definition', actually boiled down to adding that a museum interprets and offers experiences for reflection, and those which are open to the public and accessible, and inclusive foster diversity and sustainability [not only progress, as before – M.L.]. They operate and communicate ethically, professionally and with the participation of communities, offering varied experiences. However, in this case, too, certain editing controversies were not spared. If interpretation

^{**} one Working Group, not included in the Table, participated in Consultation 1

^{***} in this Consultation one survey was empty

is a research method, 'research' would have sufficed, while 'accessible' implies open to the public, which makes the latter phrase redundant. Importantly, the proposal twice applied synonyms of 'pluralism' (diversity and varied), which means how much significance is given to this value by the authors of the 'Prague museum definition'.

Conclusion

What was a museum yesterday? Most briefly speaking, a museum was a space of *sacrum* in which things were watched instead of being used amidst monumental décor. This uselessness according to Krzystof Pomian, or 'musealization' as phrased by Zbyněk Stránský, meant the change of the status of things. A museum selected, treasurized, and made available in the course of which a cup from which espresso was drunk the day before, yesterday became a musealium: a museum object, since it had undergone 'musealization'.

What is a museum today? Still the same thing, yet this is not enough. Contemporary museums, apart from turning the above cup into a museum object, should also ask where it had come from, whether it was legally acquired,

and this is not only about the usual provenance study, but the right to amass such objects, study, conserve them, and exhibit, e.g., at the National Museum which, firstly, has remained 'national' only in name, since the citizens of the state who finance it come from different ethnoses; secondly, it has a dilemma whether the adjective 'national' does not imply limiting itself exclusively to the heritage of the nation which produced it. This is also related to a number of issues connected with the mission of museums which, according to some, should be pluralistic, participatory, inclusive, egalitarian, dialogical, ethical, professional, etc. In view of the multitude of such challenges ICOM decided to elaborate a new museum definition. After the failure of the 'Kyoto definition' and the subsequent governance crisis, it introduced a reform, and worked out a new methodology based on authority redistribution and transparency of rules. After a months' long participatory process a proposal was worked out which was a 'golden mean': the 'stepping forward to the rear' from the title. Being a compromise between the 2007 statutory definition and the 'Kyoto definition' it will most likely be adopted at the Prague Extraordinary General Assembly on 24 August 2022.³⁵

Abstract: ICOM's decision to revise the museum definition valid as of 2007 was accounted for with the need to adjust the existing statutory phrasing to meet the challenges museums face in the 21st century. Having adjourned the vote on the new definition at the Extraordinary General Assembly in Kyoto in 2019, the organisation suffered a governance crisis. In late 2020, in order to reform the management, a new methodology of working on the definition was introduced. Its foundation was to be sought in participatory policy, namely redistribution of authority. Interestingly, this approach was facilitated by the application of remote communication forced by the COVID-19 pandemic. In harmony with the adopted time schedule the extensive and multi-stage process was to

climax with the vote on the adoption/rejection of the new museum definition during the subsequent Extraordinary General Assembly in Prague on 24 August 2022. As a result of the participation in consultations of 126 out of the 178 eligible Committees, the 'Prague museum definition' was phrased as a compromise between the 2007 statutory definition valid until then and the 'Kyoto definition'. On the essential issues, i.e., answering the question: 'what is a museum?', it actually retained the earlier regulation: a museum is a not-for-profit permanent institution. This yielded the question about the purposefulness of the works conducted in 2020–2022, based on the new participation paradigm, which the present paper attempts to answer.

Keywords: museum definition, ICOM museum definition, Prague definition, Kyoto definition, ICOM.

Endnotes

- $^{1} \ \ \, \text{The English version at: file:///C:/Users/Acer/Downloads/Kolakowski%20How%20to%20be-1.pdf [Accessed: 2 October 2022].}$
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- 35 The paper was completed on 23 August 2022: a day before the planned vote on the new museum definition at ICOM Extraordinary General Assembly in Prague.

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Word count: 4297; Tables: 1; Figures: 1; References: 35 Received: 08.2022; Accepted: 09.2022; Published: 09.2022

DOI: 10.5604/01.3001.0016.0224

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Competing interests: Authors have declared that no competing interest exits.

Cite this article as: Lorenc M.; WITHDRAW FORWARD, PLEASE! ON PARTICIPATION POLICY IN ICOM'S WORKS ON THE 'PRAGUE MUSEUM DEFINITION' Muz., 2022(63): 165-172

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