

Well-Being Report in Finnish Municipalities

Case Kurikka – From the Perspective of Sport Administration

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The aim of this thesis was to model the first sport development guideline for the town of Kurikka. The basic structure for the guideline is adapted from a well-being report. The well-being report is a concrete description which is assembled from number of administrative branches. It focuses on the population's health and well-being, the effecting factors and the current political situation regarding the well-being politics of the municipality. The well-being report provides a basic understanding of local service structure and the cost and effect of promotional operations.

The outcome of thesis can be implemented in conjunction to local needs and the circumstances of the town of Kurikka. The well-being report process was prepared together with a work group and a sport development guideline with sport administration. The project was an operational thesis based on real life to promote health, physical activity and sport in the town of Kurikka. The assembly and modelling of the report were conducted during Spring 2015.

In the theoretical section of this thesis well-being and physical activity are discussed. In addition, the theory considers the concept of well-being and the promotion of physical activity, the municipalities' role in it, and how municipalities benefit from sport development. Furthermore, there is information about the town of Kurikka, specifically, is considered, from which the final product of this thesis has been developed.

The result of this thesis was the first sport development guideline model that functions as a foundation for future sport development models. The town government and officials can utilize the guidelines in their operations and financial planning, as well as in future decisions regarding physical activity and sport of the people in the town. The report explores the well-being needs of the people in the town, and evaluates the realized resources and functions. The ultimate aim being to promote the health and well-being of the people in the town.

The thesis, with its theories and products, developed the author's professional expertise in respect to well-being and physical activity, communication skills, administration and Health economics.

Keywords

Health promotion, Sport Development, Well-Being Report

Figures

Figure 1. Health promoting sports' stakeholders.	3
Figure 2. Characteristics of good practice.	5
Figure 3. A life course perspecti.....	6
Figure 4. An example of the life-cycle model in municipal organization	7
Figure 5. Timetable of the thesis process	10
Figure 6. The economy of municipalities	16
Figure 7. The relationship between of revenue, cost and real economy in a tax-funded public sector.....	17
Figure 8. The positive spiral of effective management	20
Figure 9. Key determinants of well-being.....	23
Figure 10. Health Promotion in its entirety.....	24
Figure 11. Physical Activity Pie	27
Figure 12. The beginning of sport participation	29
Figure 13. Potential sport participants)	30
Figure 14. Sport and physical activity through life-cycle	32
Figure 15. Sport Culture in Society.....	33
Figure 16. The population forecast Of Kurikka	47
Figure 17. Municipalities of Southern Ostrobothnia region	48
Figure 18. Operating costs and incomes of Sports Department	55
Figure 19. Model of interrelationships of data, information, knowledge, intelligence and wisdom	57
Figure 20. The DIKW hierarchy and information systems.....	58
Figure 21. Novice-to-Expert Scale	58
Figure 22. Afsoff's Observation filters.....	59
Figure 24. Evaluation concepts	65
Figure 24. Electronic Well-Being Report and Municipal Strategy.....	69
Figure 25. Well-being management in municipalities.....	71
Figure 26. Population at year end	76
Figure 27. Intermunicipal net migration 1000 inhabitants	76
Figure 28. Demographic dependency ratio	76
Figure 29. Families with children, as % of all families	77
Figure 30. Single parent families, as % of all families with children	77

Figure 31. Unemployed people, as % of labour force	78
Figure 32. Measure of educational level.....	78
Figure 33. Kela's morbidity index, age standardised	80
Figure 34. Offences against life and health recorded by the police per 1000 inhabitants	81
Figure 35. The general low income rate.....	81
Figure 36. The Health Promotion Activity Indicator of Kurikka	82
Figure 37. Children aged 3-5 in child day care, as % of total population of same age..	83
Figure 38. Has no close friends, as % of all pupils in 8th and 9th year of comprehensive school.....	83
Figure 39. In moderate or poor health, as % of all pupils in 8th and 9th year of comprehensive school.....	84
Figure 40. Overweight, as % of all pupils in 8th and 9th year of comprehensive school	84
Figure 41. Less physical exercise than one hour a week, as % of all pupils in 8th and 9th year of comprehensive school.	85
Figure 42. Has no close friends, as % of all pupils in 1st and 2nd year of vocational school.....	85
Figure 43. Has no close friends, as % of all pupils in 1st and 2nd year of upper secondary school.....	86
Figure 44. Disability pension for mental and behavioral disorders, recipients aged 16- 24, % of population of same age	86
Figure 45. In moderate or poor health, as % of all pupils in 1st and 2nd year of vocational school.....	87
Figure 46. In moderate or poor health, as % of all pupils in 1st and 2nd year of upper secondary school	87
Figure 47. Less physical exercise than one hour a week, as % of all pupils in 1st and 2nd year of vocational school.....	87
Figure 48. Less physical exercise than one hour a week, as % of all pupils in 1st and 2nd year of upper secondary school.....	88
Figure 49. Sickness allowance for mental health reasons, recipients aged 25-64 per 1000 persons of same age.....	88

Figure 50. Entitled to special refunds on medicines in those aged 25-64, as % of total population of the same age.....	89
Figure 51. Population aged 25-64 receiving disability pension, as % of total population of same age.....	89
Figure 52. Long-term unemployed, as % of unemployed population	90
Figure 53. Entitled to special refunds on medicines in those aged 65 and over, as % of total population of the same age.....	91
Figure 54. Full national pension, recipients aged 65 and over, as % of total population of same age.....	91
Figure 55. Living at home among those aged 75 and over, as % of total population of same age	92
Figure 56. Support for informal care, clients aged 75 and over, during year, as % of total population of same age.....	92
Figure 57. Regular home care, clients aged 75 and over on 30 Nov, as % of population of same age.....	93
Figure 58. Service housing with 24-hour assistance for older people, clients aged 75 and over on 31 Dec, as % of total population of same age	93

Tables

Table 1. The evidence-based recommendation of health promoting sports	31
Table 2 The number of sports facilities in Finland	36
Table 3 Public sports administration budget in year 2015.	36
Table 4. Justifications of sports.....	39
Table 5. State’s inputs to health promoting sport and physical activity in Finland	42
Table 6. Financial figures of Kurikka	48
Table 7. The Success factors of Kurikka	49
Table 9. Relative amounts of human resource capacity)	50
Table 10. Sports facilities and areas of the town of Kurikka	53
Table 11. Different types of expense in municipal sports departments	53
Table 12. Key financial figures of Sports Department of Kurikka	54
Table 13. Developing observation filters.....	60
Table 14 Manifestation of information filters	61
Table 15. The preparation process of the well-being report.....	71
Table 16. Categories of a well-being report.....	72

Table of contents

1	Introduction	1
2	Key Concepts.....	3
2.1	Best practices	4
2.2	The Live-Cycle Model	6
3	Method and Objective	8
3.1	Timetable.....	10
4	Finnish Municipalities	12
4.1	Evaluating municipalities through different perspectives	13
4.2	Municipalities and Economy.....	14
4.3	Strategy and municipalities	17
4.4	Management and municipalities.....	19
4.5	Finnish Municipalities and health promotion.....	20
5	Health, Health Promotion and Well-Being Management.....	22
5.1	Health Promotion in Finnish legislation	25
5.2	Health, Sport and Physical Activity Promotion.....	26
6	Municipalities, Sports and Physical Activity	33
6.1	Sport for municipalities and municipal sport department	35
6.2	Sport development's contribution to municipalities policy objectives	37
6.3	Job Description of Sport Administration officer	41
6.4	Effective Sport Administration Officers	44
7	Town of Kurikka	47
7.1	Sport Department.....	49
7.1.1	Personnel.....	50
7.1.2	Sport Administration.....	52
7.1.3	Sports facilities.....	52
7.1.4	The Economy of the Sports Department	53
8	Evidence-based management.....	56
8.1	Health Promotion's Economic evaluation in municipalities	62
8.1.1	Input and Cost.....	65
8.1.2	Outputs and Outcomes	65
8.1.3	Effectiveness.....	66
8.1.4	Productivity	66
8.1.5	Efficiency	66
8.1.6	Cost-Effectiveness and Cost-Consequence	67
8.1.7	Criticism against Economic Evaluation.....	67
8.2	Electronic Well-being Report.....	68
8.3	The Practical Use and Visibility of Well-Being Report.....	72

8.4	A Well-being Report of the Town of Kurikka.....	73
9	The State of Health and Well-Being of Kurikka.....	75
9.1	The municipal structures, the economy and vitality	75
9.2	Children, Teenagers and Families with children	82
9.3	Young people and young adults.....	85
9.4	Working age adults	88
9.5	The Elderly.....	90
10	Proposal for Sport Development of Kurikka.....	94
10.1	The municipal structures, the economy and vitality	97
10.2	All Age Groups.....	99
10.3	Children, Teenagers and Families with children	100
10.4	Young people and Young Adults.....	101
10.5	Working Age Adults	102
10.6	The Elderly.....	104
11	The Future	107
11.1	Pragmatic aspects of public sport management	108
11.2	Definition of the concepts.....	109
11.3	The importance of co-operation	109
11.4	Every person a sport and physical activity promotor	110
12	Criticism	111
13	Conclusions	112
13.1	Reliability	113
13.2	Development of individual skills and learning review.....	113
14	References.....	117

1 Introduction

A Finnish municipality is an organization that is able to reach every age and socio-economic group. Municipalities have a strategic role to play in promoting physical activity. Municipalities provide opportunities to be physically active to all demographics, a scale that reaches from top athletes all the way to daily commuters. Most of the interaction with inhabitants occurred in a variety of public institutions, e.g. nurseries, schools, social and health services and sport facilities. (Hakamäki, Aalto-Nevalainen, Niemi & Ståhl 2015, 5.)

Nowadays physical activity, or the lack of it, is a key issue in public health. Physical inactivity is now the primary factor for poor health in western countries. According to the World Health Organization (WHO) physical inactivity is fourth biggest factor leading to death. (WHO, 2010). The Finnish state has focused a lot of attention on physical activity promotion in municipalities during the last decade. In 2013 nationwide guidelines for health-promoting physical activity was published under the title "On the move! The objective is to emphasize of the role of physical activity in municipalities as part of health and well-being promotion. (STM 2013.) The reasons for this are the perceived high values physical activity and sport play in public health. First, physical activity can have a significant positive impact on a wide range of health conditions. Second, national surveillances of physical activity suggest that a large portion of the population is not active enough to gain any health benefits. It concludes that the "population's attributable risk" of physical inactivity is very high and physical activity could have a significant impact on public health (Biddle & Foster 2011, 501.) However, the strategic role of the sport administration is often questionable when municipal strategy is being considered. Because of this, it is essential that the physical aspect is noticeable in other strategic policies. In municipalities, sport issues are discussed along with local infrastructure, yet well-being factors and investment and these other factors are frequently in competition with each other. (OPM 2008, 35.)

The new approach to supporting the role of sport administration is based on economy and evidence-based management. The theory is that politicians want to provide the best possible value for taxpayers, i.e. to provide effective services (effectiveness) at the lowest possible cost (cost efficiency) (Meklin 2009, 61). The well-being report includes both evidence-based management and economic factors. It is the operational strategy and also the basis for evaluation. National and local health promoting objectives and goals provide a theoretical framework for evaluation. Strategic evaluation is based on the strategic monitoring of the operations for the specification of desired milestones. Strategic evaluation does not work without advanced strategic planning and guidance. (Silvennoinen-Nuora, Lumijärvi & Sihvonen 2005, 66.)

The well-being report is a useful tool in being able to better understand local circumstances and requirements. All the key indicators of the inhabitants' well-being are collated into one electronic platform and regularly updated. The electronic well-being report includes general and age-specific indicators. The local well-being report also contains a description of the municipality, the service structure, and conclusions. The outcome of this thesis is to formulate sport development guidelines for the town of Kurikka. The fundamental planning philosophy is to view the physical activity and sport from the perspectives of "health and well-being management and structures" and "the life-cycle model". The chosen structure is based on the information and structure of the well-being report. The structure is ideally suited to the current situation, because it offers a clear perspective on physical activity and sports within a broader framework of health and well-being. The inhabitants' well-being is a very complex entity, based on subjective experience. Due to limited resources, sport administration has an indirect role as a facilitator of cooperation and deliverer of fulfilment to everyday life. The plan, however, focuses on the more physical aspects of the fundamental value of sport.

The well-being report and the sport development guideline have a very strong relationship to each other. The far-reaching objective of the sport development guideline is to implement a life-cycle orientated around sport at the municipal administration level. The proposed model of this life-cycle orientation could have a great impact on inhabitants' health and well-being. It could help in the development of services to inhabitants across administrative borders. The well-being report of Kurikka is still the middle of preparation. It will be presented to the city Board in May 2015. The sport development guideline is a proposal for the official sport development plan, which will be prepared during Spring 2016.

2 Key Concepts

In this thesis, the focus is not on sports administration by itself, but its role as part of the municipal organization. The underlying aim of this thesis is not only the focus on the perspective of sports department's own service delivery and the internal policies, but also include other public administration related to sport and physical activity. These perspectives were chosen in order to clarify sports administrations' environment and interaction. By incorporating the model (figure 1.) from Vuori (2011, 32) it makes the interaction between organizational environment and health promotion more clear. The core of this is the sport development perspective towards health promotion. Sport development has to be considered from a sport administration point of view. Strategic partners are defined as, e.g. other administrations. If co-operation is viewed only from the side of sports services and the internal practices, it would not offer a complete description of municipal sport and physical activity. The public sport development is only marginally based on sport departments own power and autonomy.

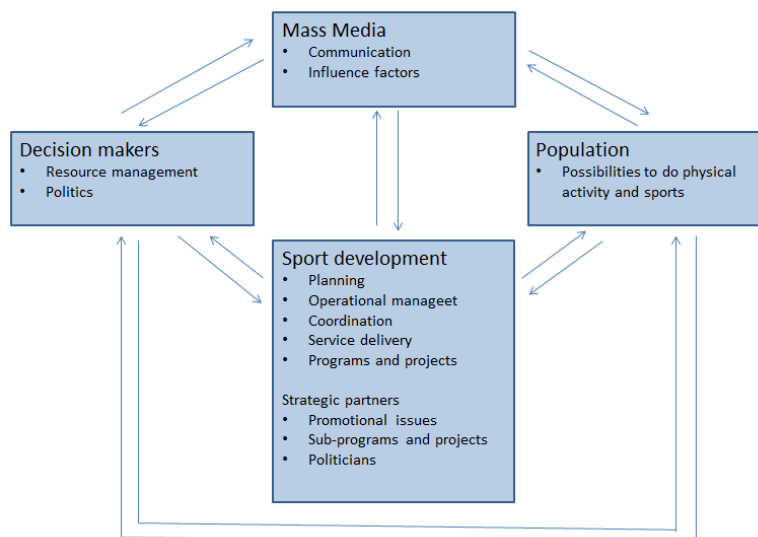


Figure 1. Health promoting sports' stakeholders (Vuori 2011, 232).

System theories have been strongly influenced by functional theories. Sport and public society, like municipality, can be seen as an organized system of interrelated parts seeking a balance. The entire social system functions properly if these interrelated parts work in cooperation with one another. (Delaney & Madigan 2009, 23). Although it should be noted, however, that successful health promoting sport interventions and organizations are specific to situation and circumstance (Vuori 2011, 231.) The framework of this thesis

is largely based on the compatibility and synergy between administrations and other stakeholders.

2.1 Best practices

In this thesis the author gives proposals for best practices for promoting sport and physical activity in municipalities. In some cases best practice is a synonym for good policy that allows organizations' core operations to work smoothly. It states what should be done and by whom. (The University of Sydney 2012). The term "best practice" is usually perceived to have a positive image; it is the commonly understood and accepted method of doing. Notwithstanding, there are no universally accepted definitions for best practices. The concept "best practice" belongs to the same category of concepts as, for example, health. Best practices are always unclear and dependent on the person who is defining the concept. Definitions are always subjective and perceived through personal values, needs and contexts. The field of sport development is no exception to the general trend. Therefore, the available definitions for best practices are based on individual cases or projects. (Rikala 2012, 47.)

The concept of best practices is reliant on the view that data cannot be viewed as stored information that can be transferred to one individual to another. Human knowledge is generated through interaction; when people have the opportunity to meet each other. Therefore, the intermediate goal is attract a critical mass of the interaction between different stakeholders, who are in different stages of the developing process to obtain support and ideas from common experience. (Korhonen & Julkunen 2007, 16.) Best practices are organizational developments in the working methods of organizations that improve the overall performance (Paju 2007, 21). The definition of best practices is dependent on the operational environment, time and place. The substantive definition of best practice is related to, for example, focus groups. For this reason best practices, or interventions, are not suitable other projects, etc. Best practices should always be implemented by local people, and adapted to local circumstances, because generally the problems requiring the best practice are unique. Therefore, it is logical that the best practice is also unique. (Rikala 2012, 46.)

In contrast to the previous assertion Paju (2007, 21) composed a scale for different practices. At the one end is a small idea (a "trick") that will improve some very small detail of an individual's life, e.g. a new idea for the use of pantyhose. At another end of the scale are social innovations which are considered to improve societal performance. Social innovations are related to political, organizational or regulative standards. As the practice goes higher on the scale it chance of being more complex more stakeholders are included. Yet

at the same time the potential risks increase, so does the potential benefits. (Paju 2007, 21; Rikala 2014, 47.) In the public sector best practices are considered to be public goods or assets. Paju (2007, 21) considers that, in municipalities best practices should be the standards of operation, if the best practice could produce the desired change in overall well-being. Rikala (2014, 48) suggests that best practices have certain characteristics. See the figure 2.

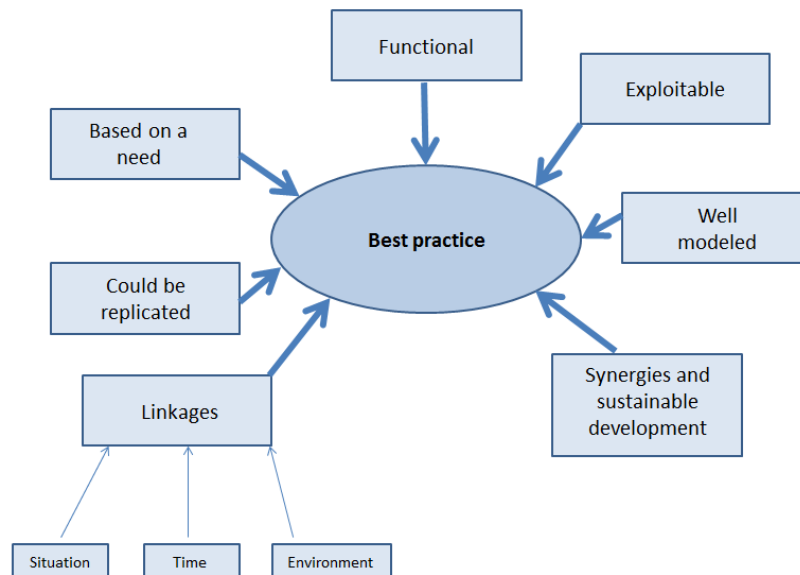


Figure 2. Characteristics of good practice (Rikala 2012, 48).

For a project the good practice is also a project's outcome or unit. If the objective of the project is to produce a high volume of units, it is tempting to design projects that promise to do so. The hypothesis for the scenario is that the level of quality is not well defined. (Paju 2007, 21.)

Other vital perspective towards the use of best practices in leadership was presented by Axelrod (2005). "Launching a quest for the best model in reaction to dissatisfaction with the status quo is putting the cart before the horse" (Axelrod 2005, 132-133). During the last few decades a diverse variety of models, projects and tools have emerged for building effective leadership. Although differences in mission, stage of organizational development, the strengths and weaknesses of staff and board leaders, and critical issues facing organizations minimize the effects of best practice templates, and therefore, are inadequate for most organizations. Typically the use of a mix-and-match approach assumes there is a 'best way', certain preconditions are in place, and there is a relative consensus of opinion in existence on what is seen as success. It is tempting to use the list of benchmarks advocated by others, but organizations would be better served if leaders determined which

practices were, and are, consistent with the organization's mission, vision and how these locally tested practices can be further improved. Governance models and development interventions can be helpful once the criteria of evaluation and effectiveness have been defined. (Axelrod 2005, 132 - 133.)

The marginal status of sport in both national and local policy probably exacerbates problems already evident in sport policy. The more general argument from Weiss (2007) is that in relative marginal policy areas, it is common to have "inflated promises, goals lacking the clarity and coherence that evaluation should have" (Coalter 2011, 563). Some central policy processes, like lobbying and alliance-building, provide some explanation for the generation of ambiguous and vague claims. These processes of policy formulation have implications for the core evidence, both in terms of program design and outcome evaluation. New approaches to monitoring and evaluation should therefore bridge the gap between health promotion research and policy. (Coalter 2011, 563.) These arguments should be remembered, if designing a project to implement best practices locally.

2.2 The Live-Cycle Model

World Health Organization (WHO 2000, 2–4) has considered the importance of the life-course perspective. A life-course perspective (figure 3) is a temporal and social perspective. "A life course approach provides an essentially optimistic approach to health and raises questions for policy.... The advantage of using a life course model to study adult health is that it is interdisciplinary and integrates social and biological explanations" (WHO 2000, 6). The life-course model could help to identify factors of unhealthy behavior during the life cycle. The author uses the live-cycle model and the life-course model as similar theoretical approaches and synonyms.

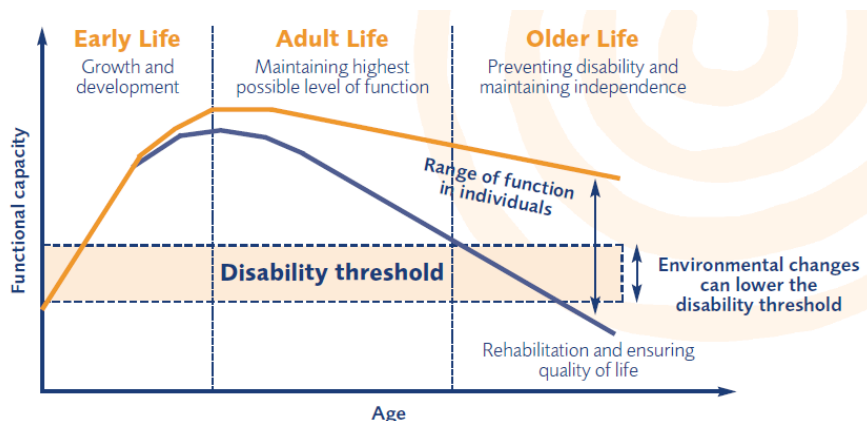


Figure 3. A life course perspective (WHO 2000, 7)

The traditional model to organize municipal management is organization according to administrations. Administrations and their related boards can be divided into, for example,

social and health services, education and culture, and technical services. Nowadays, municipalities have begun to organize their management according to the life-cycle model (or life-course model) (Kuntaliitto 2013c). Kokko et al. (2009, 80) reported that 15% of Finnish municipalities were organized according to the life-cycle model in 2009. The objective of the life-cycle model is to provide customer-oriented municipal services to the target population groups as a coordinated single entity. In municipalities, a life-cycle model (figure 4) could be organized according to the target population's need to use municipal services. Administrations provide services according to age groups and/or statutory services of an administration (Kuntaliitto 2013c).

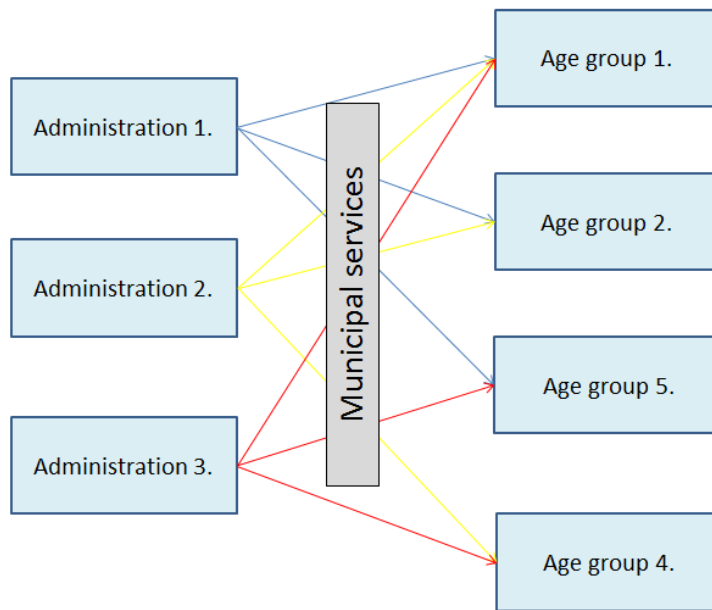


Figure 4. An example of the life-cycle model in municipal organization

3 Method and Objective

The overall purpose of this thesis is to devise a sport development guideline for to town of Kurikka and its sports department. The guideline is a roadmap on how to prepare an official sport development plan. The guideline is the proposal on how to promote sport and physical activity in conjunction with other administrations, in the area of health and well-being promotion. The thesis is divided to four main stages:

1. To prepare a conceptual framework for health and well-being promotion.
2. To summarize from literature the benefits of sport and physical activity. How are municipalities benefiting from sports and physical activity? How are sport and physical activities benefiting municipalities?
3. Prepare a well-being report for the municipality of Kurikka in conjunction with other municipal administrations (Central administration, Health and Social services, Education and Culture and Technical services).
4. By using information gathered from the well-being report the ultimate objective is to prepare a sport development guideline for the town of Kurikka. The guideline will used to prepare their official sport development plan. The plan will then coordinate overall public sport in Kurikka, not only operations related to sport department of Kurikka

This thesis is action-based. The research report focuses on the ways how in which an idea or product is devised. The reason for using a research report is to produce customer oriented product or service, but, in this instance, the focus customer or their needs aren't known. The main subject for the research part of the thesis could be to determine the focus group or collect the needed information to support the functional parts of the thesis. Usually, in an action-based thesis only illustrative information is needed. (Vilkka & Airaksinen 2003, 56-58.)

The quality of used information is confirmed by using basic research methods. The qualitative data collected from professionals in the specified field can be used as reference material to give more depth to the theoretical framework. By using qualitative methods, facts and quantitative indicators can be ensured. Quantitative research methods could be used when basic questions are "How much" or "To what extent". The collected data can be numerically notified so that the researched subject or detail could be explained, described or argued. The premise for quantitative research is that data can be measured. (Vilkka & Airaksinen 2003, 56-58.)

This thesis is action-based and the author has an assignment from the subscriber organization, the town of Kurikka. With the assignment, it is easier to develop and convey broader professional competencies. The need for the thesis increases the level of responsibility to ensure the project is completed in time and also to develop project management and team working skills. An action-based thesis the overall picture is created through

communicative or visual means and desired goals should be easily identified from the overall picture. It is important to recognize the focus group in order to serve their needs and understand their circumstances (Vilkka & Airaksinen 2003, 16-17, 51.)

This thesis is mostly theoretical, but is also based on the author's own working experiences in the field of public sport administration. The product of this thesis is sport development guideline. The sport development guideline includes proposals for the official sport development plan, which will be prepared during Spring 2016. The reason why it is not actual plan is because of the innovation processes and the scale of this thesis. Firstly, according to Thompson (2003) creativity is a "valuable necessity for the new economy and to organizations that inhabit it" (Thompson 2003, 96). Challenges facing organizations and their networks call for creativity, but not all members of these organizations are creative. Good ideas are those that are realistic and connected to current ideas and knowledge. The best ideas are realistic and connected, but are also often indirect and non-obvious. (Thompson 2003, 96-97.) Solitary thinkers, such as the author himself, are creating more ideas than traditional brainstorming in organized groups. Solitary brainstorming does not involve similar problems to brainstorming in teams. The problems of collective brainstorming are individual malingering, conformity, production blocking and downward norm setting. While performing individual brainstorming an individual can more easily experience a state of "flow". The idea of this 'flow' is that activities are challenging enough to be interesting and rewarding. (Thompson 2003, 100-101.) Secondly, the scale of the thesis was sufficient without official strategy meetings. According to Haaga-Helia University of Applied Sciences (Haaga-Helia ammattikorkeakoulu, 2014b), a master's education includes a thesis (30 ECTS, 810 hours).

The thesis will be action-based and was implemented as a project. Project is clearly limited and manageable. The project is usually unique and has valid goals that come from the requirements of working life and society. Generally, the aim is to create something new or change something. Projects may be divided to phases including orientation, planning, organizing, implementation, follow up (measuring), documentation and evaluation, and reporting and publishing the result. A successful project required solid preparation, planning and systematic effort, and resources from the individuals involved. Without sufficient input of effort and resources the effects of this output are minimal. (e.g., FTP International Oy & Finnconsult Oy 2000.) Different phases of the thesis project gave the author valuable professional experiences. In this project, the municipal Well-Being Group works as a support group. Differing views and human resources from professional specialists were widely available. Cooperation was needed to better understand local needs, resources and circumstances.

3.1 Timetable

The plan was to start the preparation of the thesis and its related projects, the electronic well-being report and sport development guidelines, by developing the idea (figure 5). On February 2014 the Mayor of Kurikka made the decision to organize an electronic well-being report as a project for the town of Kurikka. A national well-being project, named Kaste, along with regional well-being work-groups gave support and guidance, when needed, at the preparation stage. The initial stage was to gather scientific information and literature. At the beginning it was important to study literature from the overall area of health promotion. The well-being report had been already prepared in many Finnish municipalities and, moreover, The Regional Council of South Ostrobothnia coordinated a regional health promotion workgroup. The workgroup provided regular contacts and meetings with experienced people who were from a national level. In other word the main benefit of this was to be able to garner practical advice.

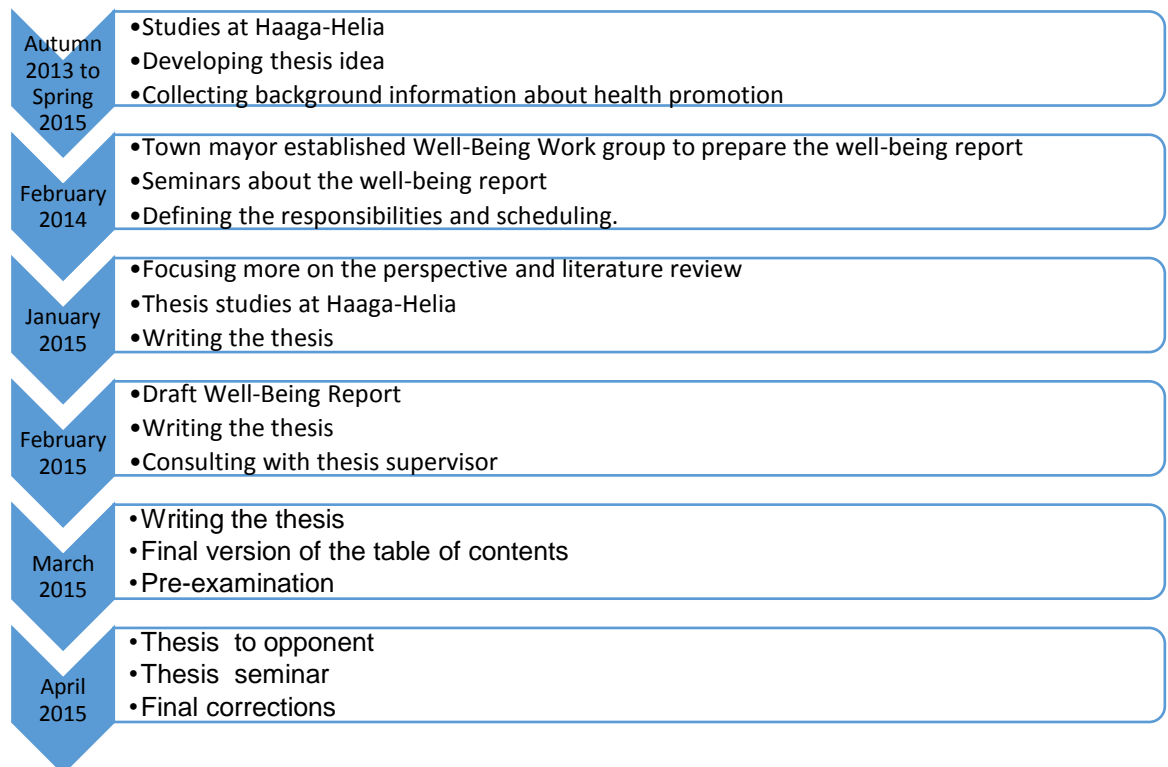


Figure 5. Timetable of the thesis process

Because the author's employer had been the city of Kurikka since 2010, the author had been able to forge good contacts with key personnel related to sport development. In Kurikka, health and social services were separated from other administrative departments in 2015. Notwithstanding, the municipal strategy was the fundamental plan for the organization and its administrations. The sports department had only limited resources available to

create the possibility for inhabitants to be involved in sport or physical activity. For this reason it was important that the sport department gains the necessary position of influence towards the municipal strategy. Sports and physical activity should be highlighted in the new well-being report. In order to implement the well-being strategy in a field of physical activity and sport promotion, the sport development guideline was prepared. The guideline could be described as a roadmap towards preparing an official sport development plan, which will be prepared during Spring 2016. The guidelines include some proposals for how sport and physical activity should be promoted collectively with other administrations and stakeholders.

4 Finnish Municipalities

Finland is divided to municipalities that are the basic territorial and administrative units of the country. As of 2015, Finland has a total of 317 municipalities, 16 of which are located in the Åland Islands. In addition to the municipalities, Finland is divided into larger sub-regions, provinces and counties. In Finland, the municipalities are important parts of everyday life. Public healthcare, education, nursery, street maintenance, and many other services are provided or financed by these municipalities. Generally speaking, all services that the municipalities provide promote the citizens' well-being and sustainable development. (Finnish Local Government Act 365/95.)

The Finnish Local Government Act (365/1995) delegates to the municipalities both administrative and political leadership power. Division of public leadership and administrative power makes public management, like municipalities, more flexible and less bureaucratic in comparison with centralized leadership from a state level. Municipalities can better take into account the variable needs, wishes and resources while offering services to residents and other customers. (Oulasvirta & Brännkärr 2001, 8.) The municipality may be seen as a product offered to customers who are residents, local entrepreneurs, their employees, local institutions and organizations, the representatives of local political lobbies, tourists, visitors, potential residents, highly qualified workers, domestic and foreign entrepreneurs, the state authorities, organizations and government departments, as well as national and foreign institutions or investors. (Kolbus 2012, 52.) It is problematic to determine who the specific customer of public services would be. Local government serves more than just the immediate client. In government, considerations of fairness and equity are important values in service delivery. These higher-level values are more important considerations than the desires of the immediate customer. It must be remembered "because some customers of local government have greater resources and greater skills in bringing their demands forward than others" (Denhardt & Denhardt 2000, 554.)

Government also serves those who may be waiting for a service, those who may need the service even though they are not actively seeking it, future generations of service recipients, relatives and friends of the immediate recipient, and on and on. There may even be customers who don't want to be customers such as those receiving a speeding ticket. (Denhardt & Denhardt 2000, 554.)

Organizations within a municipality are political or administrative. A political organization has a political function and an administrative organization has service, development, or governmental functions. (Anttiroiko, Haveri, Karhu, Ryynänen & Siitonen 2007, 15-16.)

The municipalities have their own organizational structure. Every organization, including municipalities, has a set of principles and rules that it uses in an everyday action. Municipalities include, as an organization, formal and informal cultures inside the administrations, carrying out tasks based on cooperation, structures, people, and procedures. Conflicts and alliances occur among administrative and political organizations, among that the municipalities operates. Municipal managerial design is formed by objectives, structure, people, and procedures. (Kolbus 2012, 49.) In Finland, local authorities have broadly offered a mandate as regards the well-being of the residents' and the community and economic conditions, as well as the environmental issues. The local and regional government offers residents a channel for largely-autonomous local democracy, and implementing services and decisions. In addition to these fundamental tasks, many municipalities are those as indicated by the state administration and public authority. (Anttiroiko et al. 2007, 19-20.) In the year 2012, Finnish municipalities had 535 legislative tasks and almost 1000 other duties, which regulated how legislative tasks should be executed (Kuntaliitto 2015).

4.1 Evaluating municipalities through different perspectives

The basic idea of the municipal research is to look at the municipal government status and the various municipal activities from differing perspectives. The perspectives may be divided into political, legal, economic, municipal operations strategy and socio-political and regional issues. The perspectives of municipal local government represent the status of the basic ideas and concepts. Together, the different perspectives will form the structure for a wide-ranging and comprehensive picture of the status and activities of municipalities. Anttiroiko et al. (2007, 28-30) suggest that different perspectives also provide tools for the assessment of municipal operations and future developing lines as follows:

1. Political studies focus on the status of municipalities, municipal self-government, social democracy, the political leadership and the achievements of local communities in developing the basic services in a municipality. Visions, values and objectives are formulated through local self-government and a community mandate.
2. Legislative study focuses on the subject of legal norms that regulate municipalities and governmental relations, municipal statutory functions, as well as the position of the residents. Legal reviews may be subject to local government institutions and officials for the decision-making process or various contracts among stakeholders. New methods of organizing local services and service strategies include public law issues. From a legal point of view the evaluation criteria for local governments operate according to various laws and in order to implement citizens' legal rights.
3. Economic evaluation is focused on labor and the competitiveness of, firstly, the entire national economy and (secondly) to different regions, as well as (thirdly) the functioning of the local economy. Economic evaluation also underlines the importance of the global economy to the local economy. The attention is on economic growth, employment, resource allocation, service efficiency, and the economic well-being of the population. The economic perspective requires a local government to strengthen the competitiveness and productivity of public services. Because resources are limited, the importance of efficiency and equity is

highlighted. The financial analysis of public services and the private market is an addition to the evaluation of social, functional, humanistic and political issues.

4. Local governments may be viewed from a perspective of organizational management and administration. Organizational management research focuses on the activities of the organization and its management and effectiveness. An example of this could be how well public administration carries out the authority activities. In addition, the focus is on personnel, workplace issues, varied networking, partnerships and cooperative relations. In theory, management should be based on equality among stakeholders and for the coordination of those relationships. Organizational research evaluates local governments through the effectiveness and legitimacy.
5. The purpose of municipal operations and effects may also be approached from a socio-political perspective. The state of the local society and the differences in the population's living conditions and related social concerns. According to the mandate given to municipalities to promote well-being, the main purpose of local government is to develop the well-being of the residents and decrease the level of social and economic difference. The ways to implement public work are through the statutory education, public healthcare and social services to, as a last-resort, social assistance in the form of social services and preventive interventions.
6. The regional perspective focuses on the changes in regional division of labor and the development of the region. Inequality among municipalities is threatening to expand, and the development of globalization and the information society may lead to the higher production and a concentration of work possibilities into the bigger developing cities and their surrounding regions. Challenges and used measurements are associated with improving employment and competitiveness of the regions to promote research, product development and labor training.
7. Civil engineering focuses on municipalities as regional environment agency. Municipalities have a public duty to govern and oversee the physical environment, land use and public service facilities.

These perspectives also define the term 'environment' from the municipalities' point of view. In this thesis the use of this is all-inclusive and it is meant to incorporate economic, political, sociological, technological, geopolitical, psychological, etc. forces in the area that a municipality and the related public sport administration operate. Perspectives are also used to define some dimensions of municipal management.

4.2 Municipalities and Economy

According to Local Government Act (365/1995) municipalities' core tasks are to promote their residents wellbeing and the sustainable development of the territory. This norm refers to the procedure of public services in promoting the health of the residents and saving environmental resources in order to leave a viable environment to later generations. (Oulasvirta, & Brännkärr 2001, 37-54.) The Local Government Act provides a basis for the municipality's economy, because municipal economy is created from implementing obligatory and optional well-being services. Anttiroiko et al (2007, 20) have listed municipalities' public tasks, which include well-being and service tasks, advocacy & development and the management, state indicated management and administrative tasks, as well as democracy and its role as a political leader:

Well-being and service tasks

- Broad responsibility for the well-being of the residents
- Providing legislative basic services, or arranging them for the residents
- Other optional tasks

Advocacy and development tasks and the management

- The municipal organization and the development of strategies for service
- The local community advocacy
- Co-operative relations, networks, and partnerships
- Business, competitiveness, and skills development

Democracy and the role as a political leader

- Residents' self-government and the realization of democracy
- Political power-sharing and the election of persons for political office
- Coordination of the values and interests, formation of the political will of the municipality
- The municipality's strategic management, monitoring, and control
- Allocation of resources, definition of local government and service strategies
- The political responsibility of the municipality and the management

Government indicated management and administrative tasks

- Functioning as a local law officer and the use of public authority under the control of the state
- Environment, infrastructure, education, health, social affairs etc.

Local government economics is a part of the public economy, which includes the State, municipalities and joint municipal boards and the mixed social funds economy. Each municipality is an independent economic unit, whereby city council is the highest authority. The municipality's capacity to impose revenue and expenditure is based on local taxation and the municipality's right to determine and carry out different charges, and the right to decide the municipality's own expenditure. (Oulasvirta & Brännkärr 2011, 105.) Local government economy is based on the economic balance, in which revenue and expenditure must be stable in the long term. A situation in which the income is higher than expenses is not always desirable, although it is considered as an economically healthy situation. Municipal economics form a single unit. Certain sources of income are not tied to certain executions of expenditure. All incomes and expenses are municipal revenue and expenditure, despite where the administrative sector revenue and expenditure originates from. (Oulasvirta & Brännkärr 2011, 106 – 108.) Expenditures in municipalities come from operational expenses. According to Suomen Kuntaliitto (2014) municipality expenditure consists of 10 % investments and 90 % operation expenses. The relative share of personnel salaries is 35%. The economy of municipalities and clusters of municipalities include expenditures of 45, 81 billion € and income of 46, 6 billion € (Suomen Kuntaliitto 2014.). Figure 6 is composed by Suomen Kuntaliitto (2014). The first two columns indicate expenses and third column indicates sources of income.

The Economy of Municipalities 2015

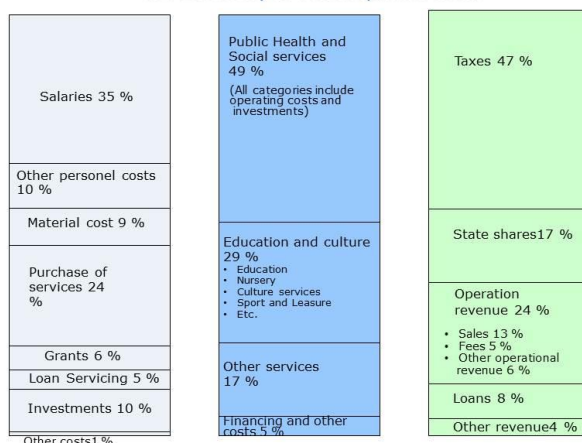


Figure 6. The economy of municipalities (Suomen Kuntaliitto, 2014)

Tax-financed, or subsidized, operations differ in many respects from market-based operations. First of all, the fundamental starting point is the substantive purpose, not the economic purpose. Local inhabitants elect the policy makers who do not select or start functions for the purpose of generating a profit. The purpose is to provide services to inhabitants and decrease uneven income distribution in the population. The economic purpose is secondary. From an economic perspective the purpose is to provide the best possible value for the tax money, e.g. to provide effective services (effectiveness) at the lowest possible cost (cost efficiency). The profitability is structured differently in tax-funded services. It must be considered that, from a tax payer's point of view the revenue side mostly consists of taxes (see figure 7.). The quality of service does not appear in the information of a financial report. For example, a municipality can produce poor value for the tax-money, but still its revenue and expense are in balance - or vice versa. (Meklin 2009, 61-62.)

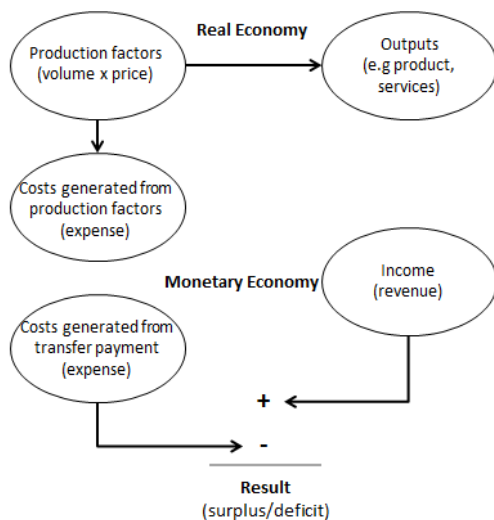


Figure 7. The relationship between of revenue, cost and real economy in a tax-funded public sector (Meklin 2009, 61-62).

Notwithstanding, it should be emphasized that the users (of both the market-based or tax-funded services) expect outcomes from the organization. The users buy the products or services if they perceive that they're getting adequate value for their money. The employees use their labor towards the organization's operations in exchange for reasonable salaries and a decent social workplace. Investors may invest in an organization, if they expect sufficient return of investment (ROI). While paying taxes inhabitants receive the right to use tax-funded services, regardless of their need to use those services. In reality, public services are designed for long-term needs and circumstances. Although taxes should not be considered as investments, because taxes do not directly have a rate of interest. (Meklin 2009, 61-62.)

4.3 Strategy and municipalities

This strategy is often described as a plan that aims for a desired objective. The primary objective of strategy is to achieve a competitive advantage over competitors. Strategy is the key to organization management. An example of this could be the placement of troops during warfare. A general definition for the word strategy does not exist. (Näsi 2001, 8.)

Porter asserts that the essence of strategy is to offer different activities than rivals or to perform similar activities differently (Porter 1996, 64). Strategy can be understood as an industry structure and dynamic. Strategies are formed to determine the organization's relative position in that specific industry. Strategies take action to change the organization's structure or position to improve organizational results in a changing business environment. More important strategic planning helps an organization to choose a relevant

business alternative. Strategy focuses the organization on critical strategic analysis, fact and selecting the optimum strategy. (Oliver 2001, 9.) Strategy gives a meaning and scale of evaluation for organizations' operations. It creates originality and stability in the longer term. Strategy renders choices about what to do as being as important as choices about what not to do. It sets the limits for strategic leadership. Fundamental to developing a strategy is deciding which target groups of customers, varieties, and needs the company should serve. Strategy provides the discipline towards deciding which customer needs and industry changes the organization will respond to, while avoiding organizational distractions and maintaining the company's distinctiveness. (Porter 1996, 64-68.) Strategy helps organizations to cope with environmental uncertainties by adopting, not by drifting. In the public sector, the meanings for developing strategies can be perceived as clearing core values and operations, goal-setting functions, promoting prioritization and clarifying decision-making processes between administrations. (Denhardt & Denhardt 2000, 549-560.)

The vision can be described as the desired state of the future or objectives for the future. The vision guides a present organizational orientation towards the future and is a standard for evaluation. Strategic plans and their implements can be defined as roadmaps on how the objectives would be achieved. Strategies define where the focus is on and also closes off some options. (Silvennoinen-Nuora et. al. 2005, 66.) The strategy also includes the plan for monitoring and the evaluation of strategy implementation (Perttilä et. al. 2004, 14).

Bruce Mayhem Consulting (2010) defines values as "qualities that define people, organizations and products/services at their most basic level. They establish a foundation onto which expectations and trust (or distrust) is built." Values have become a basis for organizations' strategic decisions. Values allow organizations to design and implement their strategy with confidence. An organization's values can be divided into three categories: physical, organizational and psychological. Defining and adopting organizational values must be prepared with common organizational commitment, and integrating values must be a key function for everyone. (Bruce Mayhem Consulting 2010.)

"The leadership challenge is to see that decisions and actions in one realm are not only consistent with those in other realms but also mutually reinforcing" (Herman & Heimovics 2005, 153). The choice of organizational mission depends on the reality of having sufficient resources to carry out the mission. The type of resources can influence the mission an organization chooses to implement. Decisions about strategies for acquiring resources

must be in line with the mission and the ethical values of the organization. (Herman & Heimovics 2005, 153.)

Municipalities strategies must be based on the needs of the residents and objectives have to be realistic and unambiguous. There is also a need for strategic evaluation, for instance of the present situation. These issues, together with the mission and strategy can reflect the organization's *raison d'être* and the common expression of will for the desired future. Critical success functions are the core of the strategy. Critical success factors concretize the strategic orientations and raise the factors where the organization is, at the very least, needed to be successful. (Silvennoinen-Nuora et. al. 2005, 66.)

4.4 Management and municipalities

Local authorities, including municipalities, can organize administration and management relatively freely. The aim is to promote the well-being of the entire local population. Management can be defined as engaging in proactive decision making and organizing, staffing, directing, and controlling and evaluating the organization and its functions. Effective management in the municipality requires the management of co-operations. For example, elected officials and officials should have good cooperation and mutual trust, as well as the participation of staff, residents, and other stakeholders of the municipality (e.g., figure 1) (Kuntaliitto 2013c; Kuntaliitto 2008).

The Local Government Act (365/1995) provides the framework for municipal management. The supreme authority concerning decision making and strategic planning is the municipal council, which is elected by residents. According to the Local Government Act, obligatory municipal institutions in the municipality are the municipal council, the municipal board, an auditing committee, and an election committee, which is responsible for organizing elections. A municipality must also have a municipal mayor, elected by the municipal council. The Association of Finnish Local and Regional Authorities (Kuntaliitto 2015c) summarizes the role of the municipal board in Finland according to the Local Government Act:

The Municipal Board is responsible for municipal administration and financial management. It prepares matters to be decided by the council, executes the decisions, and ensures their legality. The board's responsibilities are more practical than those of the council. Municipal boards hold a strong administrative position in Finland. (Kuntaliitto 2015c)

The municipal board prepares and implements the decisions of the municipal council and guides municipal administrations. Local authorities can also set up other organs, for ex-

ample, school boards and recreational boards. Different branches of administration are responsible for management decision making in their respective field of work. Other municipal administrative organs operate under the authority of the municipal board and municipal council. Municipal subboards could be grouped together in way that similar municipal services are under the same subboard, for example, social and health services, education and culture, and technical services. (Kuntaliitto 2013c; Kuntaliitto 2015c.)

For the municipality of the future, it is important to consider what kind of management culture the municipality has. According to the Association of Finnish Local and Regional Authorities (2008, 8–9), in the near future the municipalities will have to compete more intensively for skilled personnel in the labor market. The functionality of management and an attractive management culture are important values as municipalities seek qualified municipal managers, supervisors, and other employees. Good governance is also an incentive for new municipal politicians. A good reputation could attract skilled and qualified personnel, businesses, and residents. Effective management could generate confidence, give a positive signal about the quality of municipal services, and offer free positive publicity. The positive chain of effective municipal management is presented in figure 8.

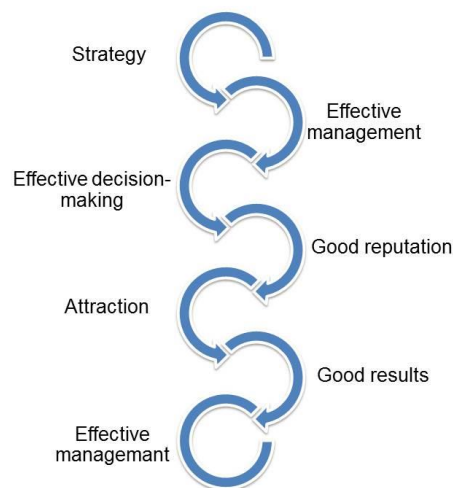


Figure 8. The positive spiral of effective management (Kuntaliitto 2008, 8-9)

4.5 Finnish Municipalities and health promotion

Health promotion in municipalities is not necessarily a question of developing new services or the creation of new support organizations. The issue is to take health and well-being into considerations at different administrative levels, setting common objectives and the systematic implementation of these objectives. Similarly the monitoring and assessment of process and outcomes should form the base of conclusions. According to Health

Promotion Quality Recommendations (STM 2006 17-18) successful health promotion requires local or regional structures and practices, which include:

- Supportive legislation
- Availability of information and information systems related to well-being
- Comprehensive management system and responsibility across administrations' borders, and commonly agreed management practices
- Organizing of services and operating practices
- Resources
- Know-how
- Co-operation and participation

Hämäläinen (2014b, 1) argues that the Finnish society and its traditional understanding of well-being and the influencing factors of well-being are evolving. Economic growth and the Nordic welfare state are no longer able to guarantee the well-being of a highly developed society. This is due to health and well-being issues and the state of the public economy. The greatest problems relate to mental well-being and unhealthy lifestyles. In Finland only a minority of people still suffer from traditional problems related to absolute material deprivation. Modern problems originate from the fact that people's lifestyles and social behaviors have not yet adapted to rapid changes in the global environment. According to Hämäläinen (2014a, 55-57) an uncertain and complex world requires the decentralization of governance mechanisms, otherwise individual needs and local circumstances cannot be integrated into decision making. Individuals should take responsibility for their own actions and consequences, but people must not be left alone with their increased responsibilities. New health promotion mechanisms should support the decision-making of individuals and empower them towards reaching more coherent and sustainable decisions.

5 Health, Health Promotion and Well-Being Management

Developing clear goals for health promotion depends on how health is defined. Descriptions what constitutes 'health' are often conflicting and socially constructed. It is difficult to provide a precise definition because health is an abstract word that means different things to different people. To develop a method for promoting health we need to acknowledge the complex nature of health and have a solid understanding of the determinants of our preferred conceptualization of health. In the end, utopian visions of health are unattainable, because people are always engaged in a problematic process of adapting to their environment. (Green & Tones 2010, 8-10.) The concepts of health and well-being are often used in parallel, and definitions of health are dependent on who is defining health and about the specific scientific perspective towards health (Perttilä, Hakamäki, Hujanen & Ståhl 2009, 11-12).

In Ottawa Charter for Health Promotion (WHO 2015) the conceptualization of health as a "resource for everyday life, not an objective of living" and in the Declaration of Alma Ata (WHO 1978) health as a means of achieving a "socially and economically productive life" are encapsulated in the idea that health is not an end in itself, but it is instrumental for the achievement of the other goals. As regards how desired goals are defined, the respective emphasis may be on the self-actualization of the individual, or the responsibilities of the society. For practical purposes health is defined as having both positive and negative aspects. The term "well-being" is used as a synonym for the positive dimension. (Green & Tones 2010, 11.) A holistic understanding (figure 9) is presented by Hämäläinen (2014a, 23). The new holistic approach to well-being would ideally include the "objective" and "subjective" as well as the "physical" and "psychological" aspects of well-being. New approaches also pay attention to the short-term feelings and long-term sustainability of well-being.

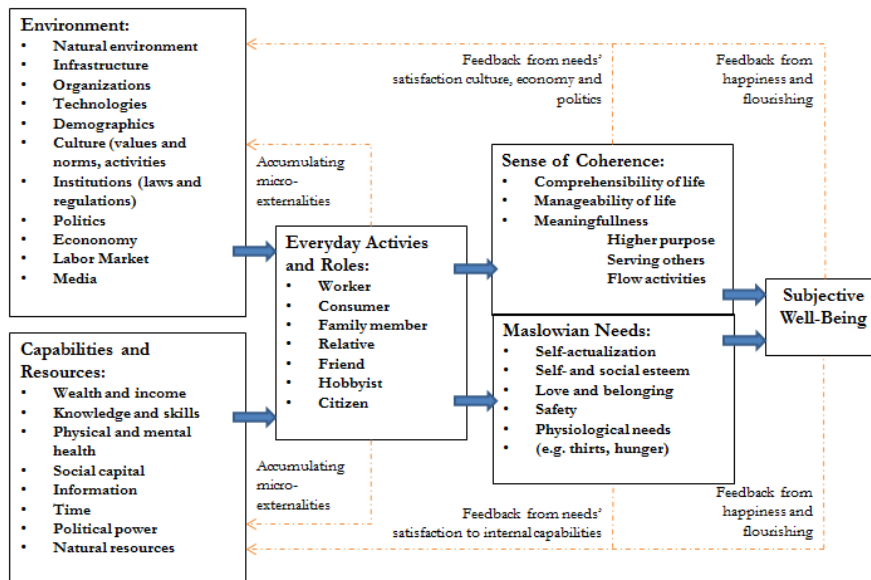


Figure 9. Key determinants of well-being (Hämäläinen 2014a, 23)

Health promotion is value-based and goal-oriented and has an instrumental value which seeks to influence and provide both individuals and societies with better health and well-being and also to prevent diseases. Health promotion should not be seen as a routine intervention which can be repeated in a variety of situations. The appropriate health promotion interventions and approaches should instead be assessed according to the situation and the environment. (Perttilä et. al. 2009, 11-12.)

The Health Promotion Association defines health promotion as a continuum between creating opportunities and rehabilitation (Figure 10). Preventive health promotion, by creating opportunities, is, from a municipal point of view, the least costly activity. Health promotion generally consisted of: creating opportunities (promotion), disease and risk prevention, treatment and rehabilitation (prevention). Selection of interventions and allocation of resources to conduct health promotion is based on two different assumptions. The starting point for health promotion could be to increase the capacity of individual health promotion. Notwithstanding, the aim is to decrease health-related risks and prevent diseases. (Terveyden edistämiskeskus, 2.) The definitions of health promotion show the health as the comprehensive well-being, including the physical, psychological and social dimensions. The promotional perspective and focus on positive health are emphasized. (Savola & Koskinen-Ollonqvist 2005, 39.)

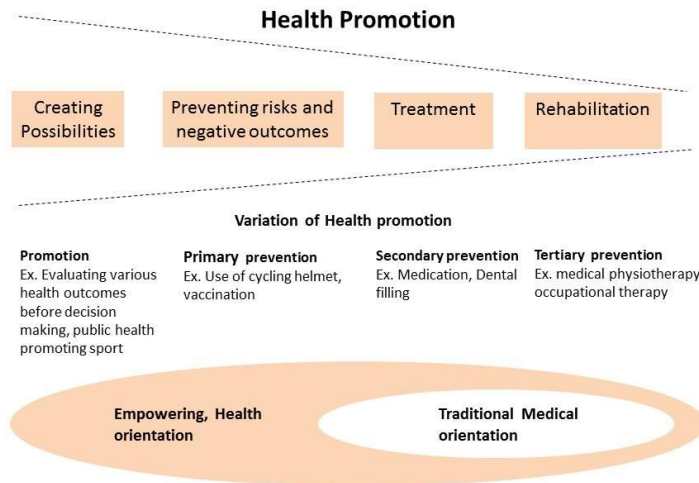


Figure 10. Health Promotion in its entirety (Terveyden edistämiskeskus)

Well-Being management, as well as Health promotion management, can be defined from the perspective of strategic management and the implementation of the chosen strategies. Well-being management is characterized by the fact that the well-being challenges are considered as being as important as economic challenges. Administration officers and elected politicians operating in the municipality take responsibility for the well-being of the residents. (Uusitalo, Perttilä, & Rimpelä 2003, 52-53.) In terms of municipal management, health promotion is a conscious reallocation of resources to promote residents' health and well-being, as well as all the obligatory duties aimed at improving residents' well-being, health and social capacity, the prevention of diseases and social exclusion and the empowerment of inhabitants. The results of a successful health-promotion are lifestyle changes to healthier behaviors and the development of public health services and other public services. (Savola & Koskinen-Ollonqvist 2005, 39.) Health promotion activities can be viewed from four different orientations: content, focus groups operation environment and operation practices. The use of different orientations is dependent on the situation. Content orientation is used when setting the goals and objectives. Content issues are, for instance, substance abuse, nutrition, physical activity, accidents, social exclusion, healthy environment, security and socio-economic health differences. (STM 2006, 17-18.)

Focus group (or target group), orientation is used to define certain focus groups that will benefit from the content of a health promotion activity. The group could be selected by, e.g. activities designed to encourage entire population (population strategy) or certain high-risk groups (high-risk group strategy). On the other hand, a focus group could be defined according to age groups (children, young people, working age adults, the elderly). One possibility is to choose focus groups by gender, persons with special needs or on a

regional basis. Operation environment orientation is used, for example, to develop different policy sectors (public health, family policy, health promotion activities). The operating environment can be physical, social or cultural. A cultural environment can include living environment, schools or workplaces. The fourth approach to health promotion is to look at ways to evaluate working and operating practices. Orientation is towards, for example, political influence, communal activities, practices and cooperation in preventive services or the implementation of health communication. (STM 2006 17-18.)

5.1 Health Promotion in Finnish legislation

Renewal of the Constitution of Finland (731/1999) confirmed the health status and public administrations' responsibilities in regard to health promotion. Finnish constitution law obliges municipalities to take health promotion into account through various actions.

Chapter 2, section 19 of the Constitution of Finland (731/1999) states

The public authorities shall guarantee for everyone, as provided in more detail by an Act, adequate social, health and medical services, and promote the health of the population. Moreover, the public authorities shall support families and others responsible for providing for children so that they have the ability to ensure the wellbeing and personal development of the children.

Chapter 2, section 20 of the Constitution of Finland (731/1999) states

Nature and its biodiversity, the environment and the national heritage are the responsibility of everyone. The public authorities shall endeavor to guarantee for everyone the right to a healthy environment and for everyone the possibility to influence the decisions that concern their own living environment.

The renewed laws have brought more weight in respect to grounding health promotion in municipalities. According to the Finnish Health Care Act (1326/2010), a municipality needs to give enough resources to strengthen health care, well-being and health promotion and to promote availability and the efficient production of health services. The law points out health promotion's multidisciplinary need to set strategic goals for health and well-being and their improvement. The Health Care law also highlights that health promotion is a way to cut costs in the public sector.

According to Finnish Primary Health Care Act municipalities must monitor the health status of residents and the factors influencing their development to different population groups. Municipalities must take health issues into account in all municipal operations and co-promote health issues with other municipalities and other public and private stakehold-

ers. (Primary Health Care Act 66/1972; renewed Primary Health Care Act 928/2005.)

Chapter 14, section 1a of the Primary Health Care Act states that municipalities shall:

...monitor developments in the health of municipal residents and factors contributing to that by population group, see to it that health considerations are taken into account in all activities of the municipality as well as cooperate with other public and private bodies in the municipality to strengthen health promotion

According to Chapter 1 of the Finnish Local Government Act (365/1995) municipalities must seek to promote the well-being of their citizens and the sustainable development of the municipality. "Municipalities shall strive to advance the well-being of their residents and promote sustainable development in their respective areas." (Local Government Act 365/1995.)

Chapter 5, section 32 of Local Government Act states "Elected officials must promote the best interests of the municipality and its residents and act with dignity in their position of trust in a manner befitting the task."

Child Welfare Act (417/2007) emphasizes early intervention and the importance of preventive protection of children. The Government Act (380/2009) of prenatal care and school and student health care also defines preventive services, content and implementation. Chapter 1 of Child Welfare Act (417/2007) states "The objective of this Act is to protect children's rights to a safe growth environment, to balanced and well-rounded development and to special protection."

Health promotion is also included in a number of laws, for example Finnish Sport Act (2015/390) which emphasizes that the municipality must create the conditions for the development of sport for the residents with local and regional cooperation, health-promoting physical activity, supporting civil society activities, providing sports facilities, as well as the organization of physical activity, taking into account the needs of special groups.

5.2 Health, Sport and Physical Activity Promotion

In medical terms, "Physical inactivity" refers to a limited use of the muscles, causing the deterioration of organ systems, structures and functions and an increase of the risk of many diseases. "Physical activity" refers to the conscious use of muscles while the muscles' energy consumption increases. Physical activity is usually used for generating movement. Physical exercise refers to any kind of physical activity carried out for certain causes or effects, and usually as a hobby. (Duedecim, 2012.) Health-promoting sport promotes health and well-being at different stages of the life course. Health-promoting

sport includes all physical activity whose aim is to maintain and improve health and well-being (Finnish Sport Act 2015/390.) In this thesis “sport” is defined as “physical exercise”.

Physical inactivity is the world's one common determining factor for poor health in Western countries. According to the World Health Organization, physical inactivity is fourth biggest factor leading to death. (WHO, 2010). In general, physical inactivity is defined as a failure to achieve the minimum recommended amount of physical activity (figure 11.), which, for adults, is 150 minutes of moderate aerobic exercise or 75 minutes of vigorous aerobic exercise per week, or an equivalent combination. In addition to aerobic training, a person should have two training sessions per week which include strength and coordination exercises. (Husu, Paronen, Suni & Vasankari 2011, 16.; UKK Institute.)

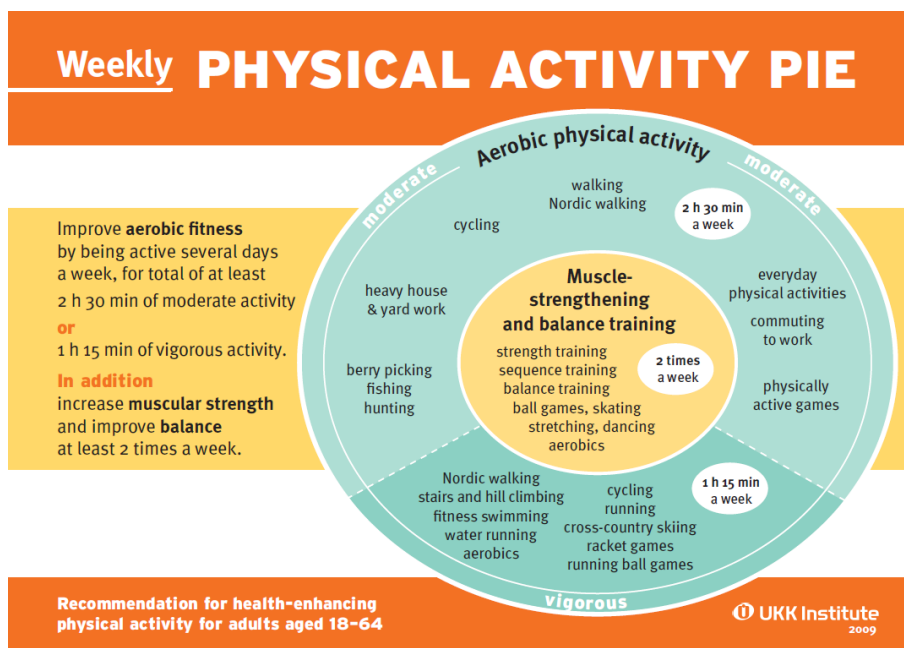


Figure 11. Physical Activity Pie (UKK Institute)

The objective of a public health scheme is to increase the level of participation in regular, moderate-intensity physical activity. When considering this at a population-wide level, walking is the behavior of most relevance. According to National Physical Activity Surveys in 2009 -2010, walking is most commonly reported physical activity of adults aged 16 – 65 years. (Suomen Kuntoliikuntaliitto 2010, 16.)

Sallis and Owen (Biddle & Foster 2011, 501-513) suggest a behavioral epidemiology frame in physical activity. Behavioral epidemiology focuses on the population level and is concerned with distribution and etiology of behavior that may be associated with disease outcomes and how these outcomes relate to the occurrence of disease. Sallis and Owen

(Biddle & Foster 2011, 501-513) describe their framework, in relation to physical activity, as follows:

- 1) To establish the link between physical activity and health
- 2) To develop methods for the accurate assessment of physical activity
- 3) To identify factors associated with different levels of physical activity. Studies related to physical activity usually use terms like "correlates", which could also mean association, or "determinants", which assume some measure of causality.
- 4) To evaluate interventions designed to promote physical activity. Once a variable is identified as a correlate of physical activity (e.g. family support) then interventions can manipulate this variable to test if it is, in fact, a determinant.
- 5) To translate findings from research into practice. If the intervention works, it is appropriate to translate such findings into an ecologically valid setting.

Phases 2 and 3 study the types of behaviors identified as being closely associated with health in phase 1. Research conducted in phase 4 aims to change the influencing factors and behaviors identified in phase 3, which are the most strongly related to physical activity. "Each phase of the behavioral epidemiology framework is intended to build upon the previous phase or phases, so that evidence-based approaches may be adopted more widely, with confidence." (Owen, Spathonis, & Leslie 2005, 4.) Although it should be mentioned that "the basic assumption in exercise science is that the observed responses to training are causal to training. The effect of prescribed exercise intervention on total physical activity has been most often overlooked" (Wasenius 2015, 94).

The information and knowledge gathered from the behavioral epidemiology frame, and especially phases 4 and 5, can help to formulate evidence-based public health policies that can influence large parts of population at a low cost. Studies and interventions conducted in recent years reinforce the knowledge regarding preventive benefits and the range of disease outcomes that may be avoided or postponed by being regularly physically active. (Owen et al. 2007, 4-5.) There is a growing interest in public-health policy towards the environmental factors that may have influence on physical activity (Nummela, Hätönen, Saaristo & Helakorpi 2014, 388).

"We have changed the way we live to create different health problems" (Biddle & Foster 2011, 501). In theory, we should, individually, be able to easily change our sedentary lifestyles and consequently improve our physical and mental health, and quality of life. In recent times a great deal of investment has gone towards promoting physical activity for health and it has now become a very high priority in public health. Reasons of the perceived high value of sport in public health are first, that physical activity can have a significant impact on a wide range of health conditions, and secondly, national surveillances of physical activity suggest that a large portion of people are not enough active to gain any health benefit. This concludes that the "population's attributable risk" of physical inactivity

is very high and the benefits of successful physical activity could have significant impact on public health. (Biddle & Foster 2011, 501.)

Participants who want to become more physically active go through the stages described in figure 12. Rodgers' theory (Puronaho 2014, 10) gives a frame or path for an individual deciding the sport participations: initiation, continuation, or termination. Each described factor affects each person's decision, but the scale of the strength of impact varies. Personal experiences toward discipline are important. Since physical activity also depends on the participants, their families and the overall experience within the framework of physical activity: family support, encouragement and general interest in, or the lack of, are the essential determinants. Nonetheless, the quality of communication with the instructor also affects participants and the actual value of doing sport. (Puronaho 2006, 93; Puronaho 2014, 10.)

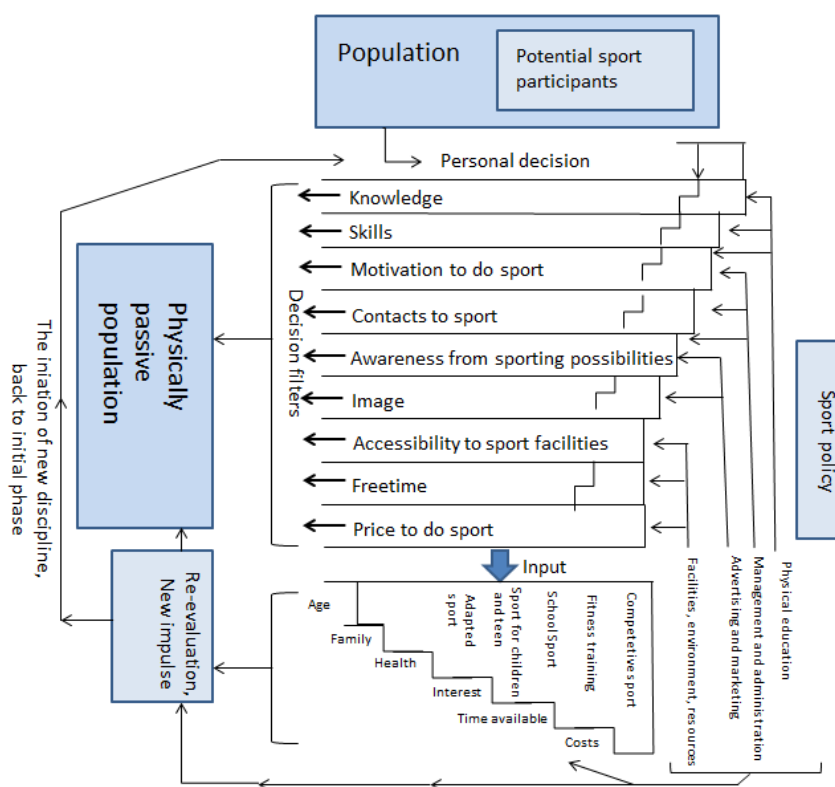


Figure 12. The beginning of sport participation (Puronaho 2014, 10)

It is suggested that physical activity varies within the population through age, gender, education, social class and disposable income. Rogers (Puronaho 2014, 9-10; Puronaho 2006, 94) argues that these factors are the only influence on background, which changes slowly according to national social policy (figure 13.). The influence of the social environment helps sport either to flourish or wither. Rodgers believes that these social factors are not causal at an individual level. These factors should only be considered as obstacles to

the activity. They describe the likelihood of physical activity and could also be termed filters. Factors that influence the decisions between physical activity and sedentary behavior are different, but these factors can also be affected by physical activity policy. Nonetheless, these filters are not objective, and are based on personal perceptions. (Puronaho, 2006, 93; Puronaho 2014, 10.)

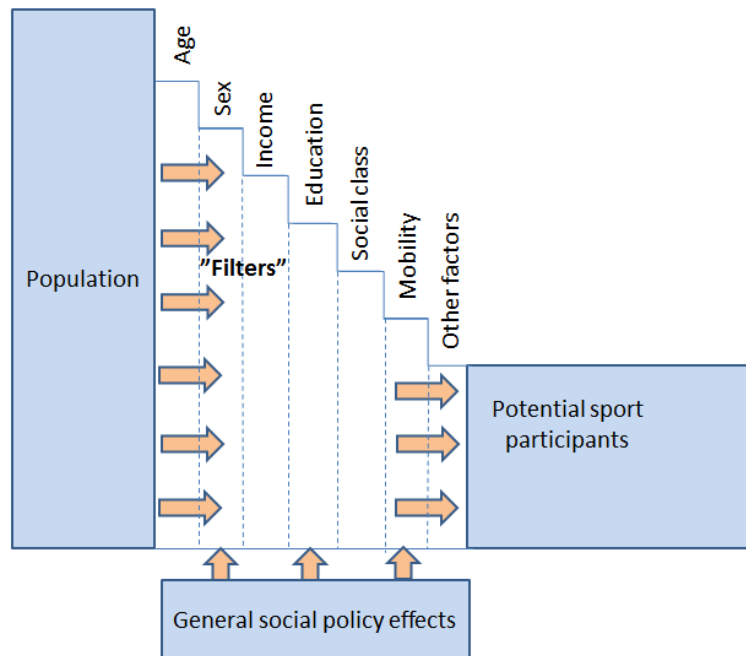


Figure 13. Potential sport participants (Puronaho 2014, 9)

Although many studies still suggest that the most important factor towards physical activity are related individual and personal attitudes (Barreto, 2013, 390). Recommendations for the amount of physical activity and suitable form of doing it have been prepared for different population groups. Health and sport are the most visible in the media. Public awareness of the importance of physical health and well-being factor has increased and the majority of inhabitants take responsibility for their health and living behaviors. Sport and physical activity are important instruments in delivering the experience, fulfilment and the positive content of well-being. Doing sport as a hobby has increased, and the amount of money spent on sport has also grown. Despite this, the total amount of physical activity on a population level has declined. Regular physical activity has been reduced more than its occurrence in sporting activities has grown. Everyday life movement has changed to it being a non-compulsory activity that requires a conscious decision. (OPM 2008, 62.)

New approaches to promote physical activity are focusing more on personal experience. What does a person experience when physically active? In her thesis, Besenski (2009) concludes that association between physical activity and perceived level of individual

health is not dependent on the level of physical activity but rather a person's experiences during physical activity and afterwards (Besenski 2009, 66). From this approach regular physical activity is defined as "a challenging and potentially interesting activity with the flexibility of being adaptable to a person's circumstances (rather than vice versa)" (Barreto, 2013, 390). Furthermore, health benefits from physical activity are sustained only through regular physical activity (Husu et. al. 2011, 8 -10; Barreto 2013). Although people who perceive their personal physical activity levels to be high appear to overestimate it in relation to more objectively measured levels of physical activity (Husu et. al. 2011, 75).

The overall objective for a municipality is to increase the physical activity of its inhabitants. To have a certain confidence in implementing interventions related to sport and physical activity, it is necessary to use scientifically recommended methods and practices (table 1.). Health promoting sport interventions should not be implemented in the same manner to different focus groups. But the general conclusion is that those interventions that have increased regular physical activity are cost-effective in comparison to other preventive interventions to reduce illness. (Vuori 2011, 231.)

Table 1. The evidence-based recommendation of health promoting sports (The Community Guide; Vuori 2011, 231)

Intervention	Recommendable
Behavioral and Social Approaches to Increase Physical Activity	
Individually-Adapted Health Behavior Change Programs	Recommended
Social Support Interventions in Community Settings	Recommended
Family-Based Social Support	Insufficient evidence*
Enhanced School-Based Physical Education	Recommended
College-Based Physical Education and Health Education	Insufficient evidence
Campaigns and Informational Approaches to Increase Physical Activity	
Community-Wide Campaigns	Recommended
Mass Media Campaigns	Insufficient evidence
Classroom-Based Health Education Focused on Providing Information	Insufficient evidence
Environmental and Policy Approaches to Increase Physical Activity	
Community-Scale Urban Design Land Use Policies	Recommended
Creation of or Enhanced Access to Places for Physical Activity Combined with Informational Outreach Activities	Recommended
Street-Scale Urban Design Land Use Policies	Recommended
Transportation and Travel Policies and Practices	Insufficient evidence
Point-of-Decision Prompts e.g. to Encourage use of Stairs	Recommended
* This does NOT mean that the intervention does not work. It means that additional research is needed to determine whether or not the intervention is effective	

To be able to give conclusive evidence regarding the effectiveness of health promoting sports and physical activity, the focus should be on multiple factors and positive outcomes maintained through long periods of time. The possible outcome could be reached if many stakeholders are taking part, and also different stakeholders include promotional functioning in their operations in normal circumstances. (Vuori 2011, 233). As individuals goes through their life-cycle changes (figure 14) the perception how individuals experience the benefits of physical activity also changes. Moreover the type of physical activity is usually changed, as is the organization arranging sport and physical activity. (Mertaniemi & Miettinen 1998, 11.)

	Children and teens	Young people and young adults	Working age adults	Elderly
Sports benefits	To support individual growth and development Learn sporting skills Adapt to physically active lifestyle	To promote health and well-being To develop work-related abilities Maintaining and developing of physically active lifestyle	To promote health and well-being To maintain work-related abilities Maintaining physically active lifestyle	To promote health and well-being To maintain performance capability Increase the will to life
Type of physical activity	Physical education Sports for hobby Competitive sports Spontaneous physical activity	Sports for hobby Worksite sports Everyday sports	Sports for hobby Worksite sports Everyday sports	Sports for hobby Sports related Rehabilitation Everyday sports
Organizer of sport	Family Spontaneous physical activity Nursery Schools Sport clubs Private sport services Friends etc.	Spontaneous physical activity Friends Sport clubs Worksites Private sport services Public sport department	Spontaneous physical activity Friends Sport clubs Worksites Private sport services Public sport department Community College	Spontaneous physical activity Friends Physiotherapy and rehabilitation centers Public sport department Public geriatric services

Figure 14. Sport and physical activity through life-cycle (Mertaniemi & Miettinen 1998, 11; Kurikka 2015c)

6 Municipalities, Sports and Physical Activity

The development of society affects how much and in what way a person is naturally active. Currently, our sedentary lifestyle and work is not enough to satisfy the need for sufficient physical activity. Sporting culture is, at least partly, dependent on the state and municipal support for investment in sport and health-promoting physical activity. Investments can include e.g. financial resources, sporting facilities and other specifically built environments to support physical activity and knowledge sharing as presented in figure 15. (Mertaniemi & Miettinen 1998, 8-9.) At present, the Finnish public sector is facing financial difficulties and, for that reason, the author argues that ‘support’ means mostly political support. The political frame assumes the existence of an “ongoing conflict or tension over the scarce resources or resolution of differences” (Herman & Heimovics 2005, 164).

In order to ensure both national and local support, sporting culture and its cultural representatives need show a substantive purpose for society. By doing so, sporting culture could achieve political acceptance. In theory, the society would allocate more resources to the development of sporting culture in relation to the positive outcomes of sport development towards the well-being of the individual and society. Sporting culture should have a strong moral base and a positive contribution to the public’s good objectives and output. (Mertaniemi & Miettinen 1998, 8-9.)

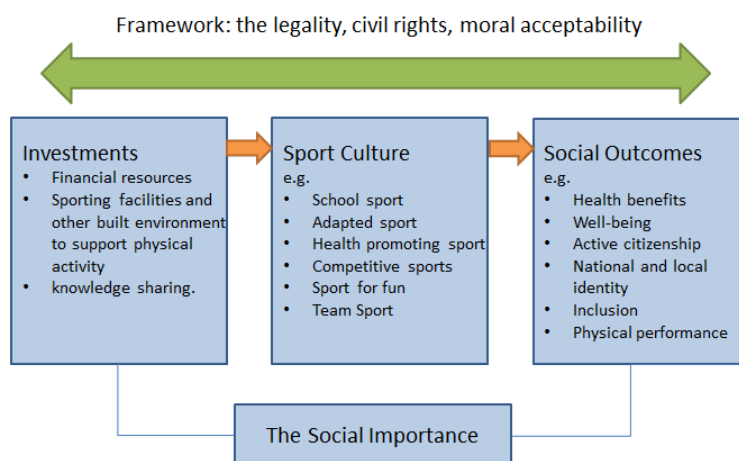


Figure 15. Sport Culture in Society (Mertaniemi & Miettinen 1998, 9)

In Finland municipalities have an important role in supporting sport and physical activity. Municipalities are locally responsible for promoting residents' well-being. This is partly covered by the municipality’s own service delivery, but primarily by influencing and creating the conditions for households, non-profit organizations and the private businesses to promote their both own and the community’s well-being. Municipalities are investing in

well-being in a longer-term. Municipalities' health promotion services, as related to promote physical activity, affect most widely at the start and the end of an individual life cycle. Appropriate investments in sports' facilities and other conditions have one of the highest impacts in a long-term. (OPM 2008, 34.) For physically inactive people, the immediate living environment is a major factor in regulating the amount of physical activity. Municipalities are the main local organizations for the creation of opportunities for individuals to take responsibility for their own health behavior. Nonetheless, sports administration has only marginal role in developing the overall conditions for physical activity. It is essential that the aspect of physical activity should be evident in other administrations' strategies. (OPM 2008, 15.)

The actual rate in which sporting facilities are owned by municipalities is 70 %. Sport departments are also a producer of sporting activities in organized sports alongside sport clubs. (OPM 2008, 15). Adapted sport for special groups is coordinated and instructed for over 150,000 Finnish people. According to a recent survey, 117 full-time and 70 part-time adapted sports instructors are working in municipalities (Ala-Vähälä & Rikala 2014, 19, 32). Finnish people are mostly physical active in places constructed and maintained by municipalities. Demand for sporting possibilities has increased in almost all age groups. For example, the percentage of children who would like to do sport in clubs was 47 %, but for those children it is not an option for some reason. In actual terms, the 47 % equates to 200 000 children across Finland. Similarly adult participation in sport has increased. In particular, the amount of gym users has increased the most. (Suomen Kuntoliikuntaliitto 2010, 16.)

Municipalities finance their own sports services mainly through their own tax income. The significance of customer payments in municipality sports services is relatively low. The municipalities receive state subsidies for sporting activities operating costs in terms of population. Municipalities can also apply for the financial support of sporting facilities construction and renovation. The main responsibility for the construction of sport facilities is on municipalities. The amount and quality of physical activity services is decided by municipalities themselves. (OPM, 2008, 15.) Similarly, an increase of prices in sport has particularly affected children's sporting and physical activity opportunities. High prices create polarization and inequality by widening the gap between socio-economic groups. For some, families' competitive sport is simply not an option anymore. The total cost to the end user is comprised of direct and indirect costs. Municipalities could influence the trend towards the increase in customer cost by, for instance, developing payment and grant policies or by promoting voluntary funding. Municipalities could influence the trend towards the increase in price by, for instance, developing payment and grant policies or by

promoting voluntary funding. In this case, the proportion of money households pay from overall costs would decrease. (Puronaho 2014, 14, 72-75.)

The scale of the sporting business ecosystem in Finland has been estimated to be 5,5 billion euros. The most noticeably growing segments in the field of sport business are health and well-being related products and services, sports tourism and sports events, sport based communication, entertainment and lifestyle products and services. Technology and innovations also have a strong presence in all growth segments. There is a higher level of young companies involved in the sports' business than in other sectors. Despite the recession, the area has shown a strong upward trend for many years. The growth and success of the sporting business is beneficial for both the national and local economy: the state or municipality receives tax revenues, new business creates jobs. And, of course, users feel themselves healthier and more active. Growth in the health and wellness sector is particularly affected by an increased awareness of health, the emphasis on social and spiritual needs and an increase in the number of senior citizens. New health promotion implementations are offered to people who have the most serious health problems. This polarization causes an increase in both segments to "those who have" and "those who do not have". Health and well-being related differences between populations are widening. Sport and physical activity is a functional and cost-effective form of 'treatment'. (TEM, 2014, 4-5, 13.)

6.1 Sport for municipalities and municipal sport department

Municipalities spend annually approximately 146 euros per inhabitant in promoting physical activity (table 3.). Public sports services employs about 5 000 employees. The basic service of municipality is to offer sports facilities to inhabitants to use. The importance of the service is underlined. According to Kuntaliitto 32961 sports' facilities and areas are located in Finland (table 2), and 70 % of them are owned, operated, or maintained by municipalities. (Kuntaliitto 2015b; Valtion liikuntaneuvosto 2013, 6.)

Table 2 The number of sports facilities in Finland (Lipas 2015, categories are checked in 19.3.2015)

The type of sport facility	kpl
Outdoor sport field and sports parks	13 704
Cross-country sport facilities	6 382
Indoor sports facilities	6 471
Water sports facilities	2 824
Boating, aviation and motorsport	305
Recreational destinations and services	2 543
Animal sports arenas	732
Total	32 961

Table 3 Public sports administration budget in year 2015. (Kuntaliitto 2015b)

	Sport
Operation costs bilj. €	690
Investments bilj. €	170
Total bilj. €	860
State share / inhabitant	12 €/inhab.
State share% from operation costs	2,9
Amount of facilities	33 000
Personal total	5 000

The Finnish Sport Act does not specifically describe how municipalities should arrange sporting services. Nevertheless, municipalities cannot delegate their legal obligations to a third party. Puronaho (2015) gives examples of municipal sport services as follows:

- Coordinating and instructing sport (e.g. adapted sport, family sport)
- Operating, maintaining, supervising sport facilities (indoor and outdoor facilities, swimming halls, gyms etc.
- Grants allowance (e.g. general grants, sporting events, education)
- Consulting
- Planning, constructing, renovation of sport facilities
- Advocacy related to sport and physical activity
- Sport-related education (Seminar related to club development, events, sport facility maintenance)
- Sporting development projects (Sport for: adults, children, teens, special groups etc.)
- Coordinating cooperation between public administrations and private businesses to develop sporting opportunities

- Coordinating health and well-being promoting sports in a municipality
 - Swimming instruction (e.g. children, adults, special groups)
 - Personal low-level sport consultation
 - Twinning cities
- (Puronaho 2015)

According to Finnish Sport Act, the state and municipalities have obligatory duties to create general opportunities for inhabitants to do sport or be physically active. Sporting clubs and other non-profit sport organization have the main a responsibility to organize coaching and sport instruction. In reality, municipalities are taking responsibilities not only through creating possibilities, but also the operational conditions for sport clubs. Municipalities are also generating sport and physical activity opportunities for individuals excluded from sport clubs or private services for whatever reason. (Puronaho 2015; Duedecim, 2012.)

6.2 Sport development's contribution to municipalities policy objectives

Sporting and public society, like municipalities, can be seen as an organized system of interrelated parts that seek balance. The entire social system functions properly if these interrelated parts work in cooperation with one another. (Delaney & Madigan 2009, 23.)

The theory of structural functionalism has two basic postulates. The first is the concept of interdependent parts, where all of society's social institutes are linked together... With this reasoning, a change in one institution inevitably leads to changes in other institution. (Delaney & Madigan 2009, 24.)

Because social systems wish to run smoothly they are constantly seeking a balance, but certain behaviors can cause disruption to the system. Similarly certain system may be functional with another, but not some others. For example, it is common that public sporting arenas stay open during holidays. This is convenient for the users, but not for employees who would like to spend time with their families. Functionalism argues that social systems prefer stability over changes. Any change in the system should be introduced and implemented in such a way that it allows plenty of time, and progressively planned actions are conducted for a smooth transition. (Delaney & Madigan 2009, 24.)

The second postulates of functionalism are centered on the idea that individual members of the social system generally endorse the same basic values and beliefs. A common agreement on issues of right and wrong, basic values, and morality allows for the system function appropriately (Delaney & Madigan 2009, 24.)

The person who is included in the social system is also inside the system's boundaries. Boundaries which may involve physical space, or time and distance. The functionalist reason is that social systems benefits from stability in order to function in the top levels and that social system naturally tends towards stability rather than disorder. Also social sys-

tems are, or should, be designed to maintain themselves even if individual members leave. (Delaney & Madigan 2009, 24.)

Despite the criticism towards functionalism, the author of this thesis feels that a functional perspective is useful in depicting some potential social benefits of sport to municipalities. (Delaney & Madigan 2009, 25.) In 1972 Stevenson and Nixon (Delaney & Madigan 2009, 25) document five general functions by which sport helps social systems, like municipalities, maintain balance and operate smoothly and efficiently:

1. Socio-emotional Function: Sport provides opportunities for conflict and tension management, camaraderie and community bonding, and ritualistic behaviors that people find comforting”
 2. “Socialization: People learn society’s expectations through the socialization process. Sport provides opportunities to transmit cultural values from one generation to the next.
 3. Social Integration. Sport provides opportunities for diverse groups and individuals to interact with one another”
 4. Political Functions: The role of politics and sport is both functional and dysfunctional. Sport provides opportunities to manifest the function of politics, such as the national flag or anthem within the sporting world.”
 5. Social mobility: Sport provides the individual with opportunities to improve their socio-economic status. Sport provides both direct and indirect social mobility.”
- (Delaney & Madigan 2009, 25.)

In Finland the majority of people feel that sport and physical activity is compatible with their values. The knowledge, attitudes, values and norms are generally positive towards sport and physical activity. (Vuori 2011, 231.) To see a summary of contributions and justifications, see table 4. Information for the table is compiled from Puronaho (2006, 54–56), Vuori (2011), and Kolu et al. (2014). Puronaho (2006) has compiled studies from Li et al. (2001), Cantell (1993), Howard and Crompton (1995), and Seeley (1997). The following table is not conclusive, but it provides examples of the justification of sport in municipalities.

Table 4. Justifications of sports (Puronaho 2006, 54 – 56; Vuori 2011; Kolu et. al. 2014)

	Reason	Example
1.	Municipalities obligatory duty is to meet the needs of its inhabitants	As the need for physical activity and sport is one of these
2.	Take care of equality of inhabitants', despite of socio-economic status	Municipalities must provide their inhabitants equal opportunities for physical activity despite of income and wealth. Financial support is justified because sport and physical activity is a collective asset, e.g. all municipality inhabitants can enjoy it.
3.	The role of municipalities as a long-term player in a field of physical activity	Private companies come and go according to the economic success of the business trends. Municipality brings perseverance area of physical activity
4.	Municipalities can use city planning as an instrument to support physical activity	Municipalities are in a good position as regards land use issues. Municipalities own land and municipalities can be redeeming more land, if necessary.
5.	The potential role of local government as a liaison between different interest groups in a field of physical activity	The municipalities are considered to have the opportunity to take the initiative, for example, with third sector organizations in cooperation with them Because size of the organization and political influence municipalities can be empowering the co-operation of private and third-sector actors
6.	Municipalities have the possibility of preventing the private, restrictive, measures that are seen as unhealthy to inhabitants.	E.g. if fitness entrepreneurs agreed cartel pricing. Municipalities can provide the same services under then market prices. It is very difficult for the private sector to act disruptively competition and the increase prices.
7.	Physical activity also affects the persons who are otherwise excluded or left outside from social support network.	Sport and organized physical activity will also benefit and support marginalized citizens.
8.	Physical activity can be considered to increase the tolerance of the community	Sport as a common hobby brings together different backgrounds and cultures, individuals from different background and cultures
9.	The sports and leisure services can be considered to increase the image and attractiveness of the municipality	Leisure-related services are often included to local image measurements as indicators. By investing in these services, municipalities may bring their own image and at the same time affect the inhabitants or companies' decisions to move to the region
10.	Physically active population is considered to make saving from the	In developed countries direct health care costs account for 1.5–3.8% of total health care costs. (Lack of physical

	primary health care cost	activity)
11.	Sporting activities have also an educational perspective	Children and young adults will have a meaningful pastime and stay out of harm's way
12.	Support of the competitive sport can be justified as raising the community's common spirit	If there is a successful team in the municipality, the success will have impact also to individuals who are not participating sports. A successful team is easy to identify with, and thereby it is improving municipal identity.

When considering the role and status of sport more critically, it is common to highlight the instrumental value on sport in relation to the role of government and the motives for governmental involvement in sport development in general. Governments have a relative lack of recognition of justification for the investment of public money directly in sport. Governments have varying levels of cynicism in exploiting the properties of sport and sporting institutions for non-sporting objectives such as health improvement, the development of social capital or the tackling of complex social health issues. Sport is not seen as "good in itself", yet is being routinely incorporated in order to serve broader health or diplomatic objectives. (Houlihan 2011, 51 -52; Bloyce & Green 2011, 480 - 481.)

...The volume and profile of sport development is the outcome of, on the other hand, the recognition by governments not only the malleability of sport as a response to some complex social problems, but also of the high visibility and relatively low cost of sport interventions and, the necessity of broadening the coalition of interest supporting public investment in sport by claiming a universality of beneficial outcomes of sports participation and/or sporting success (Houlihan 2011, 52).

To gain more public funds for sport, focusing on nonsporting purposes might be a necessary condition. It could be argued that the strong instrumental value of sport is partly due to the absence of a powerful mediating interest and because sport has only a sectional interest (Houlihan 2011, 51–52.) The marginal status of sport in national and local policy probably exacerbates problems in the area of sport policy. The more general argument from Weiss (2007) is that in relative marginal policy areas it is common to have "inflated promises, goals lacking the clarity and coherence that evaluation should have". (Coalter 2011, 564). Coalter suggests that public policy for sport has been characterized by two intentions of providing sport and physical activity to the population: as a social right of citizenship and assumed benefits associated with a physically active population.

Notwithstanding, Coalter (2011, 563) suggest that the large range of benefits of sport is accompanied by an increased concern about accountability and evidence. The wide-ranging claims for sport's contribution to social and economic development can be characterized, as with the majority of health policy interventions as, "ill-defined interventions with

hard-to-follow outcomes". Some central policy processes, like lobbying and alliance-building, give some explanation for the formulation of ambiguous and vague claims. These processes of policy formulation have implications for the core evidence, both in terms of program design and outcome evaluation. New approaches to monitoring and evaluation should bridge the gap between health promotion policy and research. (Coalter 2011, 563 – 564, 575.) Coalter argues that subsidies to support sports at a local level create an artificially high demand among groups who could afford to fund their own consumption. Sport development programs are failing to attract focus groups for which programs are intended to, and, as a consequence, are failing to demonstrate any convincing evidence in terms of increased sports participation. This is partly due to the lack of monitoring and evaluation. (Coalter 2011, 561 - 577). To summarize the previous arguments: There are no magical properties of sport. Interventions might lead to desired outcomes for some participants in certain circumstances. We do not know the social processes or mechanisms well enough to be fully sure whether the intervention will be successful in the long run.

6.3 Job Description of Sport Administration officer

In chapter 6.1 were examples of a municipal sport department's services. The sport administration officer has the responsibility to manage and supervise all the services of the sport department. Municipal sports departments' administrative employees can include sports administration officers, sports secretaries, other secretaries, project workers, office workers and other similar municipal sports personal involved in administrative work. (OPM 2011, 18). Municipal managers, as sport administration officers, have an important role regarding human resource management, safety management, implementing health promotion practices in daily operations etc. The administration officer is a representative of the employer while performing their duties and is assigned to manage and supervise the operations. The administration officer must take into account the public interest in all their activities. The officer must also be fair and consistent. An administration officer's most important duty is to plan and organize the work of organization in the most effective and appropriate manner. Therefore, the objective is to maximize results and minimize costs. Officers have a functional as well as financial responsibility. (Kuntatyönantaja 2013, 1-6.)

The strategic role of the sports administration officer is often questionable when the municipal strategy is prepared. For instance, it is essential that the physical aspect is evident in other administrations' strategic policies. In municipalities, sporting issues are discussed in conjunction with other infrastructure and well-being factors and investment, and those factors are in competition with each other. The sports' administration officers do not generally have a position at municipality steering groups. As a consequence of this, the offi-

cial focus is on the preparation of the municipal general development, health and social services, education and cultural, technical aspects of the organization. (OPM 2008, 35.)

The Ministry of Education and Culture is mostly in response to administrate the finance of operations mentioned in the Finnish Sport Act. The ministry's actions are related mostly to sport clubs and public sport administrations. Huhtanen and Pyykkö (2012, 12-13) explored the entity of health-promoting sport in Finland at the state level. The author adapts their study to municipality level. Different municipal administrations have their own obligatory or assigned tasks and, frequently, issues that support physical activity are accidental or by-products (table 5.). For example, the technical administration is primarily committed to city planning and environmental objectives. The implementation of these objectives also supports the aim of increasing physical activity. Large assortments of administrations are more committed to health and well-being than physical activity promotion. Promoting physical activity is not automatically included in the promotion of well-being. Correspondingly, those who do sport as a hobby are more dependent on the decisions of other administrations than sports administration.

Table 5. State's inputs to health promoting sport and physical activity in Finland (Huhtanen & Pyykkö 2012, 13)

	Potential amount x 1 000 000	Ministry of Education and Culture	Other Ministries	
Organized and physically active	1	70 %	30 %	Sports
Non- organized and physically active	2,5 - 3	25 %	75 %	
Casually active	5,3	5 %	95 %	Casual activity (Other physical activity)

Physical activity interventions in co-operation with other administrations have been studied to improve effectiveness. For instance, unemployed individuals with insufficient physical activity would benefit more if they were engaged also in other interventions, for example, to improve the quality and safety of the living environment. The results of interventions that focus only on increasing sport and the physical activity of the population have generally been only modest and temporary (Huhtanen & Pyykkö 2012, 12–13; see Ferkel, Judge, & Stodden 2014.)

Sport development practitioners and officers usually love sport -it is their passion. They are entrusted with the mission of providing safe sport and recreation opportunities in a good and welcoming atmosphere by their communities. Nonetheless, risks related to sport and recreation activities are viewed and interpreted through a legal perspective. The legal

perspective could be defined as a system to simultaneously protect the health and safety of participants and sport workers. (Gray & O'Leary 2010, 474.) The legal principles applied to sport are gaining increasing attention as regards the sport development officer position. As sport development covers a wide range of social activities, it is subject to many legal principles. (Gray & O'Leary 2010, 464, 474.)

Many studies and education programs are confirming the value of sport and physical activity; empowering sport development practitioners to realize their professional potential. Sport development practitioners are fulfilling the legal duties owed to their communities and organizations. However, to someone unfamiliar with the law, legal liability issues might seem frightening and overwhelming. The support and supervision of sport managers is vital in maintaining a legal sport and recreational-based risk management strategy. Effective leadership could cultivate the employee's ability to identify problems before they occur while using the safety manual and processes for the basis of their analysis. Similarly, leadership should encourage a type of communication, which could be described as routine, between and amongst sport and recreation providers, employees and participants. When a spirit of cooperation is present, legal problem solving is augmented. (Gray & O'Leary 2010, 464-474.)

The effective management of a participant's health and safety during sport and recreation activities is one of the most significant issues facing sport development. It is common (e.g. Pasanen, 2009) to gain sport and recreation-based injuries during or after physical activities, and it is vital to sport development practitioners to be aware of their legal duties and responsibilities. For sport development practitioners, it is a question as to whether any physical activity is worth the risk. Legal liability could be avoided or reasonably managed through the decisions that confirm the value of sport within society. For sport development officer, the Consumer Protection Act (38/1978) can be understood in the context of risk of financial loss. Criminal laws can be seen more as a government method of punishing wrongdoing. Accidental injury and illness are usually related to the Consumer Protection Act. Legislation is generally designed to protect the health and safety of people engaged in sport and recreational activity. (Gray & O'Leary 2010, 464 - 465.)

A survey conducted to sport business professionals in Central Finland showed that skills that were perceived to be positive were such as verbal communication, service concepts and organizational skills. (Keski-Suomen Liitto 2013, 15) These are the kind of skills needed in order to manage and develop processes in a complex environment. It may be that because of marginal size of sport administration, we have become accustomed to augmented cooperation with many different stakeholders.

6.4 Effective Sport Administration Officers

Through the author's own experience, the public sport administration officer has similar management processes as the chief executive in a nonprofit organization, although for the chief executive in a nonprofit organization, financial issues are on the agenda year-round, but for the sport administration officer, financial issues are seasonal. But similarities also exist. Both jobs are usually demanding and difficult and are typified by marginal economic status. In case of Kurikka, the total budget of sport administration is around 1.3% of whole city's budget. But similarities also exist. Both jobs are usually demanding and difficult and are typified by marginal economic status. Though organizational culture and rules, a public sports administration officer is perceived to be centrally responsible for what happens in a sport administration. The author uses references related to chief executives of nonprofit organization to depict some realms of a public administration officer.

Developed by Bolman and Deal (2003), a multiple-frame analysis for understanding organizations identifies four distinct organizational perspectives, which the authors label as structural, human resource, political, and symbolic frames. An understanding these frames and their strengths and weaknesses helps executive use them appropriately to understand their organizations better. It must be said that most effective leaders use multiple frames to deeper their understanding about the complicated and fast-changing environment their organization faces. (Herman & Heimovics 2005, 166; Bloyce & Green 2011, 479.) In this thesis, the author will focus on explaining the political frame and its relationship with sports' administration, because the author argues that the political frame helps to explain the importance of good management in municipalities.

An organization is "a powerful vehicle to achieve political agendas of whoever is in control" (Bolman & Deal 2008, 190). Those executives, who use political frame to exercise their personal and organizational power and are sensitive to external chances, may influence internal decision and policies (Herman & Heimovics 2005 165). The political frame assumes the existence of "ongoing conflict or tension over the scarce resources or resolution of differences" (Herman & Heimovics 2005, 164). Executives need conflict resolution skills to build alliances and networks with core stakeholders. These are then used to influence decisions about the allocation of resources. (Herman & Heimovics 2005 164.) Alliances and networks, formal and informal, work inside the administrations while administrations carry out their tasks. They are based on cooperation, structures, people, and procedures. (Kolbus 2012, 49.)

Herman & Heimovics (2005) attach significant importance to distinguishing differences in executive leadership between board and the staff. Executive leadership, in relation to the board and staff, is an independent and distinct factor. Their study indicates that there is very little difference between effective and ineffective executives in leading their staff more noticeable findings were that more effective executives took more responsibilities to support and provide for their boards. They see their boards as at the center of their work. (Herman & Heimovics 2005, 157.) In contrast, if the board is not actively engaged in considering the strategic position and direction decisions about policy, developing projects and budget has little consistency with the significant strategic issues facing the organization. Priorities will be based on perception, past practices and politics during the annual budgeting process. (Tecker, Frankel & Meyer 2002, 7.)

Herman & Heimovics (2005) have studied two implications of reinforcing executives for more effective leadership. Once executives are going to be held responsible, they should take full control and leadership. Controversially, executives can take a manipulative role if the role of the board has become a combination of rubber stamp and cash cow. A more positive alternative is; if executives are going to be held responsible and they accept they're responsible for the mission's accomplishment and the role of local public figures, they should see that staff and board fulfill their legal, organizational and public roles. Positive leadership is consistent with legal and ethical duties and is also has more potential to enhance organizational effectiveness. With the help of the board of sport, organizations' executives can position the organization in its environment. Special effort should also be put into extending boundaries outside the sport organization. Dependence on the external factors that determine the availability of the resources is crucial as a way to commit to the mission and to crystalize the legitimacy of the organization. The direction of the organization is shaped through boundary-span and the search of opportunities in the environment. Effective executives use political orientation (frame) towards external events. The political orientation helps to explain why effective executive are perceived as effective. They use a political frame to understand and deal with the challenges of the dependency on scarce resources that marginal sporting organization have. (Herman & Heimovics 2005, 156, 164; Bloyce & Green 2011 481-482.)

Notwithstanding, the complexity and unpredictability of the environment in which a sports' administration officer operates is wide, and ever-increasing. The challenge of obtaining resources and integrating the mission and strategy make the role of the sport administration officer an important one. It requires that sport administration officer engage in leadership across administrative boundaries and towards political representatives. A sports' administration officer must learn to delegate the management of internal affairs and focus on

the external. It is important to know and evaluate what have happened in the past from e.g. financial statements, but is even more important to gather information about what might happen in future. It is this kind of information which is, usually, scattered and partial. To acquire, evaluate and integrate this information a sports' administration officer must communicate with a wide array of stakeholders (see figure 1). The most important and useful information is likely to flow when the parties know each other well. 'Close and personal' communication helps to build organizational credibility and trust. Different kinds of information are available from different part of organization as the whole organization has an important role in defining emerging issues and in directing the way to new program practices. (Herman & Heimovics 2005, 159-160).

7 Town of Kurikka

Kurikka is a town and municipality of Finland. It is located in the province of Western Finland and is part of the Southern Ostrobothnia region. The town's strength lies in an environment in which a wide range of entrepreneurial activities and living opportunities for all ages are located. Kurikka is also known to have long traditions on sport and culture. (Kurikka 2015a.)

According to Statistics Finland and the population forecast of Kurikka the population of Kurikka is 14,639 (1.12.2013) inhabitants (Kurikka 2015c). As figure 16 shows the percentage of population under 14 years of age is approximately 16%, from 15 to 64 years of age around 59% and over 65 years of age is over 25%. General trend in coming years is that population is aging. The decline of population in recent years is due to the fact that the mortality rate has been higher than the birth rate. The job self-sufficiency of Kurikka was 85% in 2012. (Kurikka 2015a.)

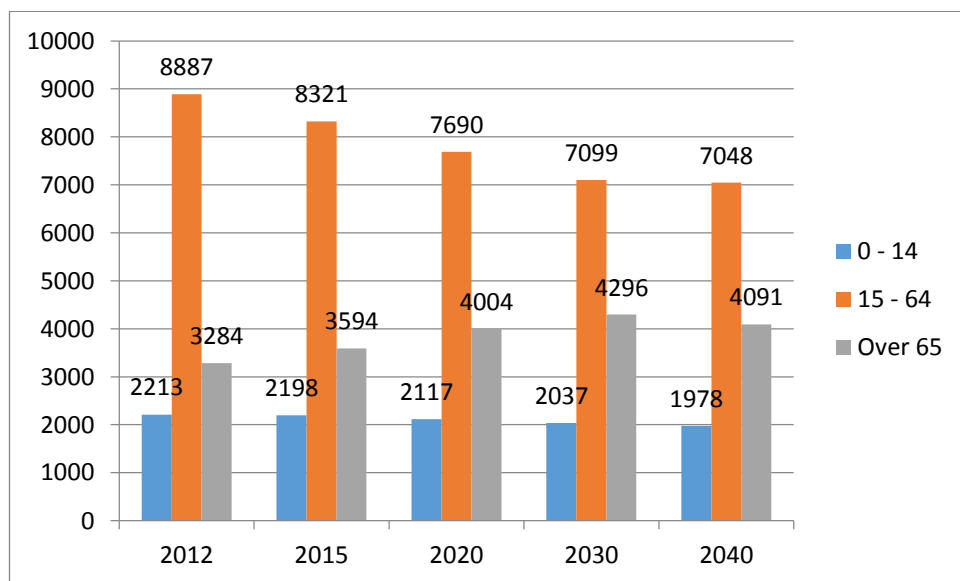


Figure 16. The population forecast Of Kurikka (Kurikka 2015b)

Neighboring municipalities (figure 17) are Ilmajoki, Laihia, Maalahti, Närpiö, Teuva, Kauhajoki ja Jalasjarvi. Kurikka covers a land area of 960 km² and 70 % of the population conurbations. About 4391 people live in rural areas.



Figure 17. Municipalities of Southern Ostrobothnia region (Etelä-Pohjanmaan maakuntas-
strategia, 2014)

The branches of administration include central administration, accounting and financing, office services, education and culture, and technical services. Health and social services are provided and delivered by Limited Partnership Company, called JIK, which is administered by the town of Kurikka and the municipalities of Ilmajoki and Jalasjarvi. Over half of the budget of Kurikka consists of Health and Social services (table 6). Those services are bought from the local JIK, which delivers of public health services to the inhabitants of the town of Kurikka and the municipalities of Jalasjarvi and Ilmajoki. (Kurikka, 2015b). The category “Central administration” also includes accounting and financing. Sport and Youth administration is located hierarchically under Education and Culture, in which The Sport Department is one of five branches of administration. (Yritystaito Oy 2014, 22.)

Table 6. Financial figures of Kurikka (Kurikka 2015b)

Organization of Kurikka			
Financial Figures			
	2014	2015	
Central administration	4 960 000	5 057 772	6 %
Health and social services	50 347 000	50 862 620	55 %
Education and Culture	23 670 000	23 556 205	26 %
Technical Services	13 595 000	12 435 896	14 %
Total	92 572 000	91 912 493	100 %

The effectiveness of decision making can be evaluated from the perspective of municipal strategy. The strategy of Kurikka defines five success factors (table 7) that should be taken into account in all decision making: (1) stable financial state, (2) regional cooperation,

(3) diverse municipal services, (4) successful entrepreneurship, and (5) increasing the attractiveness of the town. Success factors are the future development priorities and should be considered in all actions and decision-making. Health promotion is mentioned in the strategy. All municipal administration branches should both individually and collectively promote health and well-being and include health promotion in decision-making processes. Historically, sport and physical activity have been important parts of the image of Kurikka and those activities can contribute a lot to selected core competencies. (Kurikka, 2013).

Table 7. The Success factors of Kurikka (Kurikka, 2013)

		Examples of implementations	
1.	Stable economy	City expenditures will be adapted to incomes.	The primary objective is to strengthen cooperation and increase the effectiveness of municipal service delivery
2.	Regional cooperation	Cooperation is based on perceived benefits and legal obligations	The impact of co-operation are adequately evaluated from overall economic and effectiveness point of views
3.	Versatile services	The primary objective is to provide and develop obligatory municipal services.	Human resource management ensure high quality services provided by skilled personnel.
4.	Successful entrepreneurship	Kurikka co-operate with entrepreneurs and entrepreneurial organizations.	The aim is to improve workplace self-sufficiency and generate new workplaces.
5.	Increasing the attractiveness and image	The town of Kurikka will have more dialogue and interaction with the local residents.	Health Promotion will be implemented as Well-Being Strategy.

7.1 Sport Department

The town of Kurikka and its Recreation Department includes both sport and youth services. High-quality sports facilities are provided to inhabitants to enable them to be physically active throughout the year and exercise in whatever way and at what level they want. Sport facilities and services are designed in a way that they provide an effective and stimulating sports' service network. Technical services are responsible for the construction and maintenance of sporting facilities. (Kurikka 2015b.)

The Recreation Board and its subordinate Sport Administration's activities are regulated and controlled by organizational regulations and operating rules. The city board has accepted the relevant regulations and rules relating to Sports' administration, in 2009 and 2013. According to Recreation Board's organizational regulations (Kurikka 2013b; Kurikka 2009) the object is to:

- Develop and supervise both Sport and Youth administrations, to monitor development projects and to prepare initiatives, proposals and statements
- Decide development objectives for subordinate administration and evaluate the success of the implementations.
- Decide regarding customer payments and compensation criteria, if not delegated to the administration officer
- Decide on the opening hours of sports' facilities
- Decide the grants related to e.g. sport clubs, accept the purchase of service agreements and other related contracts
- make a proposal on the budget and financial plan
- Make operational plans for the related facilities and use of the equipment
- Other legal and assigned duties and functions

According to organizational regulations (Kurikka 2009), the Recreation Board can delegate decision-making power to administration officers. The possibility for delegation has been widely used. The goal has been to decrease bureaucracy and to increase the efficiency of customer services. The main functions delegated to administration officers are the daily operations of sporting facilities and temporary human resource issues. The operation rules of Kurikka determine the management of town's organization and the roles of administration officers. These rules are the model of interrelationships between low and top level management and also interrelationships between political and operational functions in town of Kurikka. (Kurikka 2013b.)

7.1.1 Personnel

The Sports' Department of Kurikka conducted survey (Savinainen 2014) to uncover a basis for human resource management (table 9.). The study focused on local public services perceived to be engaged directly in promoting sport and physical activity. The aim of the survey was to provide quantitative information from the Sport Department of town of Kurikka and municipality of Jalasjarvi. The current state of both municipalities was calculated according to a study ordered by the Finnish Ministry of Education. (OPM 2010, 20.) The hypothetical state of human resources was also calculated in the case of the town of Kurikka and municipality of Jalasjärvi merging and present human resource capacity being directly combined. After the survey was presented, politicians decided that Kurikka and Jalasjarvi would indeed merge in 2016. After merging with municipality of Jalasjarvi, Kurikka will then have a population of over 22200 inhabitants. (Jalasjarvi 2014.)

Table 8. Relative amounts of human resource capacity (OPM 2010; Savinainen 2014)

	Indicator	Present			Future
		Ostrobothnia	Kurikka	Jalasjärvi	Kurikka 2016
	Inhabitants		14299	7965	22264
Category					
Administration	Working years/1000 inhabitants	0,18	0,16	0,04	0,10
Sport Instruction	Working years/1000 inhabitants	0,26	0,16	0,06	0,12
Maintenance	Working years/1000 inhabitants	0,58	0,41	0,22	0,34
Other	Working years/1000 inhabitants	0,11	0,37	0,04	0,25
Total	Working years/1000 inhabitants	1,13	1,10	0,36	0,81

The personnel of the Sport Department was divided into four categories: sports' administration, sports' instruction service, maintenance workers, and other support workers. Similar categories had been previously used in the official report (Ministry of Education, 2010.) Savinainen (2014) surveyed eleven municipalities around Finland. Result were that over twenty different administrative job titles were named, these included, executives, sports' secretaries, other secretaries, project workers, office workers, and other similar. Sports' instruction service personnel include sport instructors, adapted sports instructors, leisure instructors, swimming instructors, club instructors and other similar physical activity instructors. The third group, maintenance workers, has duties and responsibilities to operate and maintain sporting facilities. Other support workers categories are involved in delivering secondary customers services, not primarily related to the provision of sporting activities. This group includes customer service personnel, cashier, trainees, assistants and summer workers etc.

In order to be able to compare different sized municipalities, relative indicator working years per thousand inhabitants was chosen. Crucially, the indicator is speculative, because it was based on subjective data gathering and human error is possible at some point of the process. From a human resource perspective the town of Kurikka and its human resource capacity was estimated to be 15.36 working years, in autumn 2014. It should be said that 2 working years is temporary contracted employment. The relative capacity was 1.1 working years per one thousand inhabitants, which was quite a similar average to that of the Ostrobothnia region. Absolute and relative working years include all four categories. Human resource input is divided into administration (13%), sports instruction (15%), maintenance (38%), and other support services (34%). In 2013, the relative number (compared to whole of town's organization) of employees in the sports department was 0.86 %. Operational expenditures accounted for 0.67% of all the organization expenditure. (Savinainen 2014, 5-6.)

The challenge was, and still is, that a relatively large contribution of operational capacity is produced in the category of other support workers. Those services which are more directly

involved in providing sports had less capacity to operate than the averages in Ostrobothnia region. The bigger challenge is that municipality of Jalasjarvi has very little human resources in public sport services. After the merger the relative input to sport and physical activity will decrease, if more resources are not available.

7.1.2 Sport Administration

The overall contribution of human resources to Sport Administration in Kurikka is 1.95 working years, which consists of sport administration officer (0.5), Sport's coordinator (0.5), temporary project manager (0.75) and secretary (0.2). Sport administration is the response of the whole management of Sports Department. The Sports Administration has a role in preparing issues for the Recreational Board and for implementing all decisions made. The sports administration is responsible for monitoring the development of financial and economic objectives. The job description includes human resource management, marketing of sport services and events, preparation of customer surveys, preparing project applications and many obligatory safety issues. The Sports Administration officer could also delegate many assignments to employees. For example, Sports Administration's operations include the following:

- Organization of employee and customer safety and health
 - Transfer of information and knowledge
 - Guidance and support for personnel
 - Active and flexible management of resources and finances
 - Finding synergies between sport development strategy and customer needs
 - Cooperation with key health stakeholders promoting sports and physical activity in the long-term
 - Planning and approval of certain procurements
 - Lobbying, advocating and coordinating sport and physical activity
- (Kurikka 2013b; Kurikka 2009)

7.1.3 Sports facilities

Kurikka has more than 200 facilities or fields suitable for sporting purposes (table 10.). Most of them are owned by Kurikka. Sports administration manages and promotes these main sporting venues and the maintenance has been delegated to technical administration. Strategic issues of public sports have been managed in Sport administration. The main sports venues are Swimming Hall Molskis, Multipurpose arena Monnari, Indoor sport hall located in Jurva area, Gyms etc.. The ice rink of Kurikka is operated by Kurikan Jaahalli Ltd. Also sports administration gives technical assistance to other public administration with issues relating to sport and physical activity, e.g. planning pedestrian roads, schools and other city planning activities. (Lipas 2015)

Table 9. Sports facilities and areas of the town of Kurikka (Lipas 2015, checked 5.3.2015)

main objective of the municipality is to serve its inhabitants. (Kallio, et. al. 2005, 7-10; Oulasvirta & Brännkärr 2001,106-107.)

The Sports Department is a branch of the Education and Culture sector. The Sports Department uses a method of net budgeting. Net budgeting is defined as the difference between income and expenditure. A budget is a financial plan for the future concerning revenue and costs of a business. The net budget method gives public administration more freedoms to achieve financial objectives. (Kallio, Martikainen, Meklin & Oulasvirta 2005, 32.) The Sports Department accounts for only a marginal proportion (1.2 %) of the town's entire organization economy (Kurikka 2015b). Thus, it may be concluded that public sport is characterized by marginal economic status and relative high visibility intervention and action (e.g. Houlihan & Green 2013).

In 2013, operating costs were 683040.6 euros and net cost were 402944.1 euros (table 12). The high increase in investment in 2012 is due to the renovation and expansion of a large sports hall. Investment includes the purchase of equipment for the gym and other facilities. The Grants to clubs category was also increased, because the renovated sporting hall is operated by a local club. Sport department an annual grant to cover technical costs related to property. The level of service subsidy was 59 % in the year 2013. Overall cost 23% and net cost 24,8% in a time period of 5 years (figure 18). (Stenius 30 March 2015.) These figures do not include costs relating to maintenance or other support services, the actual subsidy is around 82% if maintenance, cleaning and other cost are included. It could be estimated that the customers paid fee for the right to use public sport facilities is 18 – 41 % from the actual operation costs. (Stenius 30 March 2015.) It should be mentioned that even though there are fewer inhabitants living in Kurikka, the operation income per inhabitant has been increased.

Table 11. Key financial figures of Sports Department of Kurikka (Kurikka 2015b; Stenius 30 March 2015)

	2010	2011	2012	2013	2014
Inhabitants (31.12.)	14597	14495	14395	14322	14186

The Financial figure of Sport Department (euro)

	2010	2011	2012	2013	2014
Operating cost	553374,79	574831,9	577426,72	600553,12	683040,6
Operation cost/inhabitant	37,91	39,66	40,11	41,93	48,15
Operating income	230527,32	228741,99	245802,36	252917,24	280096,5
Operating income/inhabitant	15,79	15,78	17,08	17,66	19,74
Net cost	322847,47	346089,91	331624,36	347635,88	402944,1
Net cost/inhabitant	22,12	23,88	23,04	24,27	28,40
Investment	391253,2	142044,44	1803703,1	595741,7	369758,4
Investment/inhabitant	26,80	9,80	125,30	41,60	26,07
Grant	157899,45	153289,82	134043,91	174749,9	174418
Grant/inhabitant	10,82	10,58	9,31	12,20	12,30

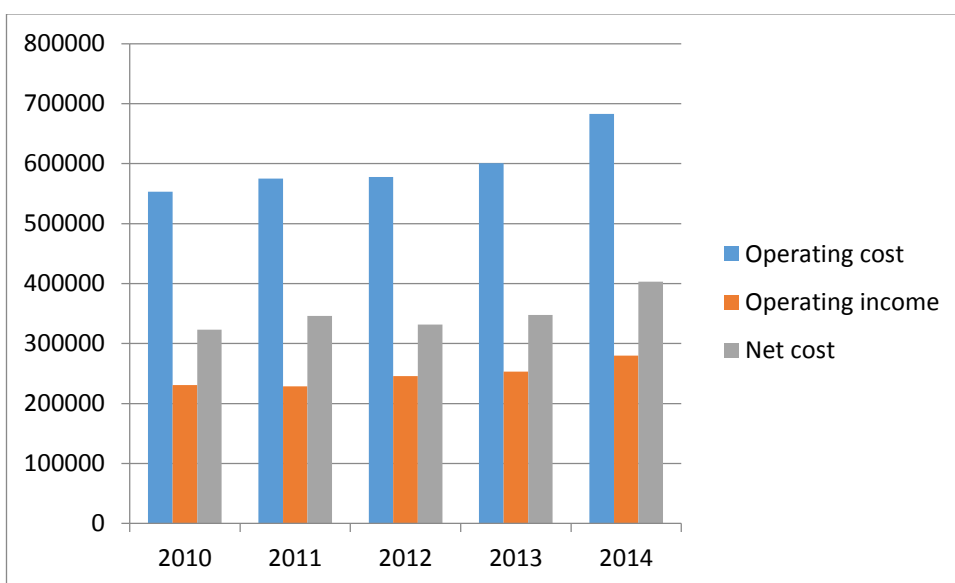


Figure 18. Operating costs and incomes of Sports Department

8 Evidence-based management

Evidence-based, or knowledge management is valuable to organizations, because it enhances the ability to make better decisions and actions on the basis of evidence. However, if evidence does not improve decision making, then there is no justification for evidence-based management. This said, circumstances where precise evidence is available are rarely present in real life. (Davenport & Prusak 1998, 170.) Evidence-based management is based on a need to create value from data, information or knowledge. Evidence-based management can be defined through five different concepts: Information systems, business intelligence, knowledge management, organizational learning and intellectual capital management. Evidence-based management has two dimensions: Knowledge management and management of information. Knowledge management refers to the multi-disciplined approach to managing human elements by making the best use of knowledge. It involves the sharing of information, learning, renewing and creating new knowledge and managing different streams of knowledge. (Käpylä & Salenius 2013, 7.)

Management of information is defined as the reasonable use of data in the decision-making processes. Decisions are based upon conscious and informed choices. The aim is to manage the process in which information is created and analyzed to the requirements of the decision makers. Decision makers also apply gathered data in their decisions. On a practical level, knowledge management and management of information overlap each other continuously (Käpylä & Salenius 2013, 7; Jääskeläinen, Laihonon, Lönnqvist, Pekola, Sillanpää, & Ukko 2013, 18 - 19, 26.) The perspective of perceived information is dependent on a person's position. For an administration officer, information is fact. But for the elected politician information is more like a process of defining an opinion. (Niiranen, Joensuu & Martikainen 2013, 67) To define evidence-based management, first we need to define the interrelationships of data, information, knowledge, intelligence and wisdom. The commonly used assumption is that "data can be used to create information; information can be used to create knowledge, and knowledge can be used to create wisdom." (Rowley 2007, 2). Liew (2013, 12) has illustrated interrelationships in the figure 19.

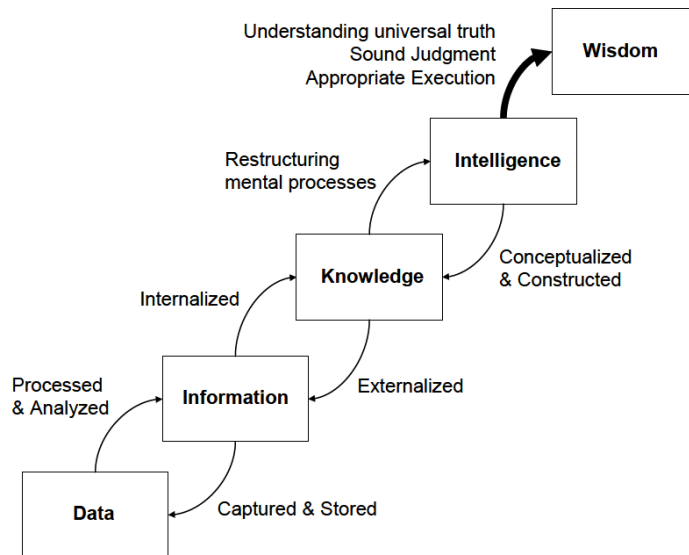


Figure 19. Model of interrelationships of data, information, knowledge, intelligence and wisdom (Liew 2013, 12)

Referring to Liew (2013, 1-11) related concepts are defined as listed below:

- Data is recorded (captured and stored) symbols and writing. The purpose of data is to attempt to capture the true picture of the moment or activity. (Liew 2013, 1)
- Information gives more relevance to data. It contains implications for data and input for decisions. The purpose of the information is to provide advice in making decisions.
- “Knowledge is the (1) cognition or recognition (know-what), (2) capacity to act (know-how), and (3) understanding (know-why) that resides or is contained within the mind or in the brain. The purpose of knowledge is to better our lives. In the context of business, the purpose of knowledge is to create or increase value for the enterprise and all its stakeholders. (Liew 2013, 2.)
- Intelligence contains more human elements: a way of sensing the environment to make decisions and to control processes. Intelligence gives aid towards successful reasoning for the future under a variety of circumstances. “Intelligence is the ability to increase efficiency.” (Rowley, 2007.)
- Wisdom is “(1) understanding of universal truth (2) sound judgment, and (3) appropriate execution.” (Liew 2013, 11.) Practical wisdom embraces practical problem solving in everyday life. Practical wisdom assumes that wisdom can be developed systematically and collectively. (Liew 2013, 11.)

Information and knowledge always have value to someone; and, especially in municipal management. It has strong interrelationships with power and politics (figure 20.). The concepts of evidence-based management are interpreted from the position of the person. Therefore, it is not enough to be interested in how things are; the primary interest should focus on how things are perceived. (Käpylä & Solonius 2013, 26; Jalonen 2010, 61.) A lot of data is available from an organizational environment, but all available information are not applied and utilized in decision-making process. Perspectives towards information could be divided to personal knowledge and collective operation. Studies have shown that individual activity for data acquisition has a correlation with the actual presentation of information. If information is presented in a clear form, it is more likely to be dealt with ac-

cordingly. One of the most effective ways of increasing the effectiveness of used information is data visualization. (Jalonen 2010, 59.)

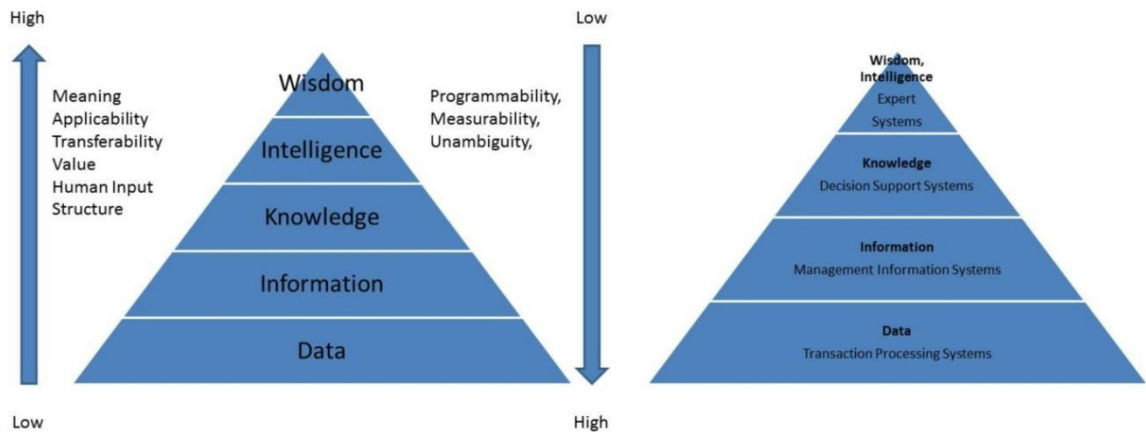


Figure 20. The DIKW hierarchy and information systems (Rowley, 2007)

The Novice to Expert scale (figure 21) could give an example how DIKW hierarchy could be implemented in daily life (Lester, 2005). The author’s perception is that the novice level is where most of the workers are situated and the relevant data is gathered. As we go up the scale the data is transformed to information, knowledge and so on. Nonetheless, the novice-to-expert scale is highly dependent on the issue, situation and circumstances. Similarly, every person from novice to expert should have, at least, high similarities in educational background. Without a common language present through different stages it is doomed to fail.

Novice-to-Expert scale (1)

Level	Stage	Characteristics	How knowledge etc is treated	Recognition of relevance	How context is assessed	Decision-making
1	Novice	Rigid adherence to taught rules or plans Little situational perception No discretionary judgement	Without reference to context	None	Analytically	Rational
2	Advanced beginner	Guidelines for action based on attributes or aspects (aspects are global characteristics of situations recognisable only after some prior experience) Situational perception still limited All attributes and aspects are treated separately and given equal importance	In context			
3	Competent	Coping with crowdedness Now sees actions at least partially in terms of longer-term goals Conscious, deliberate planning Standardised and routinised procedures		Present	Holistically	
4	Proficient	Sees situations holistically rather than in terms of aspects Sees what is most important in a situation Perceives deviations from the normal pattern Decision-making less laboured Uses maxims for guidance, whose meanings vary according to the situation				Intuitive
5	Expert	No longer relies on rules, guidelines or maxims Intuitive grasp of situations based on deep tacit understanding Analytic approaches used only in novel situations or when problems occur Vision of what is possible				

Figure 21. Novice-to-Expert Scale (Dreyfus & Dreyfus 1981; Dreyfus 1984 in Lester 2005.)

According to Ansoff (Käpylä & Saloniemi 2013, 36) data from the environment must pass three filters before the information and knowledge may be utilized in decision-making processes and put into action (figure 22.). The personal filters are the surveillance, mentality and power filters. Through the surveillance filter a person screens data from the environment. The perspective is always limited however, because personal values and interest prevent a person from observing the data as whole. The mentality filter filters out data which is not believed to be significant from the basis of personal experiences. Therefore, new and fresh perspectives may be excluded easily because they are not as essential from the viewpoint of past experience. The power filter determines what type of information is relevant to the organization in decision-making and operational processes. The power filter includes only the perspectives of people who are in a position to make decisions. Frequently strong beliefs or premises create preconditions on personal level as well. For this reason, diversity of interpretations and perception can be very broad while developing in the field, where various educational, professional and organizational people encounter each other's. Also contrasting perception can be easily excluded. (Käpylä & Saloniemi 2013, 35.)

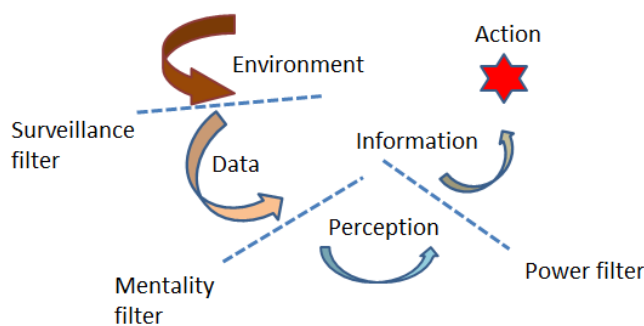


Figure 22. Ansoff's Observation filters. (Käpylä & Saloniemi, 2013, 36)

Käpylä & Saloniemi (2013, 35) assert that, although environmental observation is important, observations should start through observing personal activity and operations. It can be considered productive to start a discussion from the subject of the current state of information needs under which the organization operates. Different stages of filtering will evidently exclude a lot of data out of the conscious mind and consequently from decision making. If in organizational information mapping, the information perceived to be valid, is processed it is possible to conduct the filtering process consciously and methodologically. All past and present information used and implied in organizations has gone through different filters. The core of methodological filtering is knowledge of the limits and affecting factors of filtering. The key question is what kinds of information get (and not get) through

the filter. Table 12 is compiled from ideas of Käpylä and Salenius (2013, 35) in order to provide a few examples of how to understand and develop the personal filtering process.

Table 12. Developing observation filters (Käpylä & Salenius 2013, 35)

Surveillance filter	Mentality filter	Power filter
<ul style="list-style-type: none"> - What are the data sources and filtering (research question)? - How can I develop my knowledge from the field? - How can I benefit from my data sources? - What kind of questions I am looking for answers to? 	<ul style="list-style-type: none"> - Self Reflecting - Why do I think and act the way I do? 	<ul style="list-style-type: none"> - To develop common norms, values, structures (e.g. how the information is created from the data?)

The use of information is a way of decreasing uncertainty and ambiguity. Ambiguity relates to a lack of information and uncertainty regarding conflicting perceptions. The identification of uncertainty and ambiguity is information in itself. Sometimes a new piece of information is perceived to be increasing uncertainty and ambiguity. The challenge is to be more aware of lack of knowledge. (Käpylä & Salenius 2013, 35-37.)

New information can be perceived to add uncertainty and ambiguity to an organization. A possible reason for this could be that the information is not processed well enough and then applied to the benefit of decision-making. Ansoff (Käpylä & Salenius 2013, 37-38) notes four different states of information: 1) Available data from the environment 2) observed information 3) Interpretation of information 4) Information used in decision making. Unsuccessful information management is not necessarily due to the fact that the right information is missing, but may relate to the inability or unwillingness to process the right information. There may be contrasting interpretations and perceptions which are left unexploited, because the power filter is used. (Käpylä & Salenius 2013, 37-38)

Jalonen (2010) has presented a theory about information filters in the municipal sector. "The general perception is that a municipality's success depends on its ability to distinguish relevant knowledge from irrelevant information" (Jalonen 2010, 38). Information filters (table 14) are defined as cognitive, social, technological, cultural and economic. The presented framework of information filters has great relevance to municipal organizations, which are defined as systems. Systems interact with internal and external environments and forces. Information filters help to analyze and identify factors that are depleting or inhibiting the flow of information in daily life. This holistic theory combines individual factors and collective circumstances. (Jalonen 2010, 46 – 59.)

Table 13 Manifestation of information filters (Jalonen 2010, 60)

Information filters	The form of manifestation	The impact of the acquisition of information
Cognitive	Cognitive dissonance learned from the inability	Personal cognition limits the observation and understanding of information. Cognition seeks to avoid conflicting information.
Social	Group thinking Social identity and cognitive environment Pre-decided interests Opacity of administrative language The lack of trust and fear	The group dynamics favor consensus. Lack of trust, fear and the opacity of used language make it difficult to cooperate and conduct information gathering
Technological	Lack of skills and competences Negative attitudes Certain inadequacies in the information systems	Information technology is perceived as a burden - not as the knowledge facilitator. Information technology is not supported by the top managers, because of different and diverse information needs.
Cultural	Introversion The aim for consensus Municipal political self-censorship Deficiencies in municipal management systems	Introversion and the aim for consensus combined with deficiencies in municipal management systems make it possible to only superficially and formally meet the requirements of data acquisition.
Economic	Psychological costs of information acquisition Time used for information acquisition Direct costs related to information acquisition	Costs related to information acquisition are higher than the estimated cost benefits, with the result that local administration officers are more inclined to refrain from the acquisition of information.

Alvensson and Spicer (2012, 1213 -1214) defined a concept of functional stupidity to explain certain anomalies in evidence-based management. For example, a lack of recognition in the common understanding of the key concepts of health promotion and physical activity. The concept of functional stupidity allows the organization to function in a state of incomplete and uncertain knowledge and strategic goal setting. Positively, functional stupidity is supported by organizational norms and it facilitates smooth interaction within an organization. It saves time and costs and organizational anxiety and creates a sense of certainty. However, functional stupidity may create a sense of dissonance and gaps between shared assumptions and reality. These gaps may eventually lead to accident or disaster. The origin of functional stupidity is use of power, and not intellectual deficit. (Alvensson & Spicer 2012, 1213 – 1214.)

understanding of functional stupidity is that it emerges from the interplay between unwillingness and a (learned) incapacity to engage in reflexivity, a partial closing of the mind, freezing of the intellectual effort, a narrowed focus, and an absence of requests for justification (Alvensson & Spicer 2012, 1213).

It is not possible to tackle functional stupidity, but a person must be aware of the fact that a person may be simultaneously functioning on intelligent and stupid levels. Stupidity can be partly avoided by regularly examining the broader connections and consequences. Organizational approach, structures and culture and management's perceptions should also be critically assessed. (Käpylä & Saloniemi 2013, 39.)

Gray and O'Leary (2011, 473) noted that the challenges encountered in avoiding management pitfalls are simultaneously invigorating, frustrating, empowering, and unsettling for those involved in strategic planning. These issues could include:

- Top management assuming that it can delegate its planning function, and therefore not become directly involved.
 - Top management becoming so involved in current problems that it spends insufficient time on planning. As a consequence, planning becomes discredited at lower levels.
 - Failing to clearly define and develop enterprise goals as a basis for formulating long range goals.
 - Failing to actually use plans as a standard for assessing managerial performance.
 - Failing to create a congenial and supportive climate for planning.
 - Assuming that a comprehensive planning program is something separate from other aspects of the management process.
 - Creating a planning program that lacks flexibility and simplicity and fails to encourage creativity.
 - Top management failing to review and evaluate long-range plans that have been developed by department and division leaders.
 - Top management making intuitive decisions that conflict with formal plans.
- (Gray & O'Leary 2011, 473)

Because, there are numerous benefits and pitfalls concerning evidence-based management, the healthy tension and balance between seeking the evidence and simply getting the daily operations done in an organization is the key to success. An effective management should rely on a mixture of learning and doing. Evidence-based management should always serve greater the objectives of the organization. "Otherwise it becomes at worst a liability and at best a distraction." (Davenport & Prusak 1998, 178.)

8.1 Health Promotion's Economic evaluation in municipalities

Green & Tones (2010, 22) assert that the output of health promotion will in, one way or another, affect the health of the population. These activities and the positive effects and the consequences may be considered as intermediate results towards the actual health and well-being or prevention of the deterioration of health. The prolonged economic downturn, an increase in obligatory services provided by municipalities and an increase in demand for public services have been squeezing the municipal economy. Major challenges municipalities have faced include the generally difficult economic situation, an aging population, employment issues, a deficit in public finances and the extensive need of repair of

publicly owned properties. (Kurikka 2015c.) As mentioned in chapter 4.2. municipal the fundamental starting point of municipal functions is the substantive purpose, not the economic purpose. The economic purpose is secondary. From an economic perspective the purpose is to provide the best possible value for the tax money, e.g. to provide effective services (effectiveness) at the lowest possible cost (cost efficiency) (Meklin 2009, 61.)

According to Hale (2000, 346-347) there is a need for greater co-operation and understanding between health promoters and health economists. Economic evaluation and health promotion is usually thought to be hard to combine and is neglected by health economists. Hale (2000, 341) summarized reasons for the lacks of co-operation and understanding as follows:

- Misunderstanding between health promoters and health economists over what health economists should offer in regard to the discipline of health promotion.
- Lack of a demand for economical evaluation among health promotion specialist.
- Reasons for this include perceived difficulties in applying economic evaluation techniques to health promotion and health promotion implementations.

Hujanen (2009, 13-14) disagrees about the evaluation techniques because economical evaluation techniques may be applied. Hujanen (2009) also asserts that relevant questions before starting an economic evaluation are:

- What kind of data is available for economic analysis?
- What is the analyzing method? Can the analyzed information benefit the management of health promotion?
- How can ongoing (regular) health promotion activities be evaluated?

According to Kiiskinen et al. (2008) health promotion policies effectiveness may not be assessed using the same methods and criteria as individual interventions. A lack of evidence still exists regarding issues related to the effectiveness or cost-effectiveness of health promotion programs. Community level activities, which reach a large part of population, seem to have been more cost-effective, and are shown to be clearly more affordable in comparison to individual interventions. Individual health interventions or programs have a limited effect on the population in the short-term. (Kiiskinen, Vehko, Matikainen, Natunen & Aromaa, 2008, 122-123.) Scientific methods used to study health interventions are not suitable for practical evaluation in municipalities. More scientific studies are needed to standardize evaluation variables and concepts. (Hujanen 2009, 13.)

The Finnish TEVA-project (Economic evaluation of health promotion) has determined that economic evaluation includes cost-effectiveness and other economic evaluation methods. Economic evaluation includes evaluation for cost minimization, cost-effectiveness, cost-

benefits and cost-consequences evaluation. From the perspective of the municipalities cost-effectiveness evaluation is desirable, but more research is still needed on the topic. At the moment, there is no common understanding on how well health promotion interventions affect health. Without relevant sources of comparison, it is hard to say if some selected health promoting actions are better than others. (Hujanen 2009 14.)

The visionary method doing the economic evaluation in municipalities is that all administrations decide which processes are included, as input, for health-promotion. Inputs are mostly human resources, but also equipment, materials and the operation and maintenance costs of facilities. These resources assigned to health promotion generate output through various processes and management practices. (Hakamäki et. al. 2011, 11.) From a cost accounting perspective it is essential to separate health promotion from the other activities (e.g. curative and corrective action) conducted in municipalities. Notwithstanding, providing the same service may include health promotion, as well as therapeutic and restorative methods, or other core services of the administration. Economic evaluation should divide production factors into smaller parts classified as health promotion activities. These smaller parts determine how the cost of health promotion work may be calculated in a reasonable manner. (Hakamäki et. al. 2011, 11-12.)

Different evaluation methods could be used. For instance, the efficiency may be evaluated from the end result. What kind of relationship is there is between input and output. Outputs are, for instance increased population health, functional ability and quality of life. Evaluation also requires a consideration of the time span between the initial and final measurements. (Hakamäki et al. 2011, 12.) Economic evaluation usually provides information on the restricted area of effectiveness rather than about the overall effects and impacts on health (Hujanen 2009, 13 -16; Sintonen & Pekurinen 2006). Korpela and Mäkitalo (2008, 163) have described the most essential health economics concepts in figure 24.

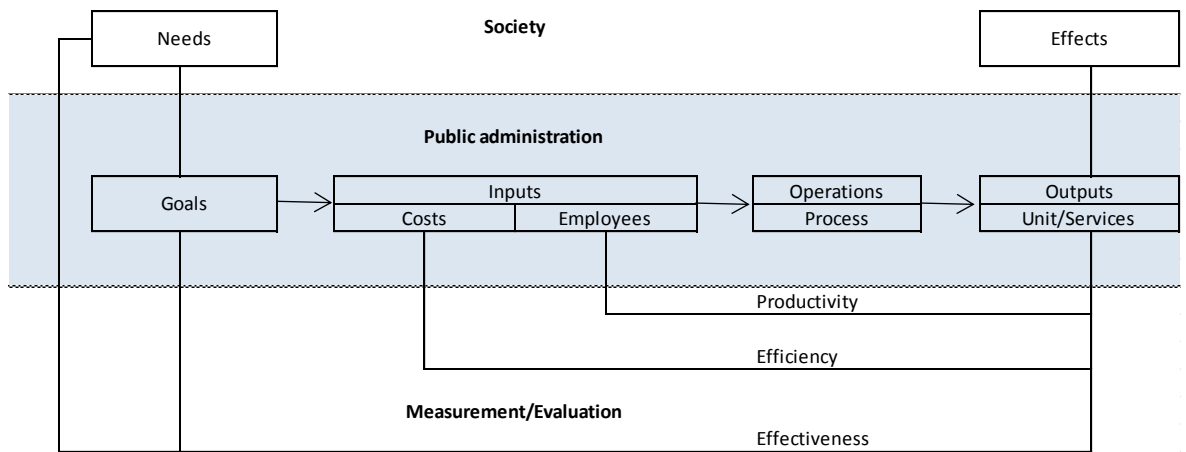


Figure 23. Evaluation concepts (Korpela & Mäkitalo 2008, 163)

8.1.1 Input and Cost

Costs are comprised of the resources allocated to health promotion activity, e.g. operating cost and investment costs. From the perspective of health economics, economic evaluation includes all costs regardless of the administration. In addition, direct costs, e.g. revenue from customer charges and other financial contributions, should be considered, if related directly to the service, and in order to finance the service. Customer fees may vary between municipalities and in different services. The most relevant cost items include personnel, facilities, equipment and materials. Economic evaluation of health promotion should be assessed through the cost of the time an employee dedicates, through service delivery, or through other methods relating to allocation of resources. Service users may also have other indirect costs, such as travel. Usually, only costs directly related to the municipality and its operations are included in the evaluation. (Hujanen 2009, 14.)

8.1.2 Outputs and Outcomes

After inputs are processed, a service delivery has been produced. These outputs include, for example, a customer visit or an increase in customer consulting and instruction services. A wide range of services may be offered and delivered to the customer. The customer, who participates in this health promotion service, may experience multiple effects or positive health effects such as changes in individual health attitudes. For example, an increase in physical activity is an important health promotion output and may have long-term effects for the individual and society. (Hujanen 2009, 14.) Good health is an instrumental value and the increases in health should be considered as milestones or checkpoints towards health promotion goals. Health promotion processes could be reoriented if required. If health promotion processes have created better health, improved living condi-

tions, improved working capacity or prevented illnesses, the process of health promotion has achieved the desired results. (Green and Tones 2010, 7-56.)

8.1.3 Effectiveness

In practical circumstances, a positive change in health may be called effectiveness (Sintonen & Pekurinen 2005 10-11). Effectiveness is desired result of health promotion. Results for effectiveness are, for example, preventing diseases or maintaining physical health conditions. Notwithstanding, valid data is not usually available for the evaluation of effectiveness and, for that reason, evaluation is focused on effects and consequences. To evaluate the effectiveness of interventions valid data is needed from, for instance, the state, individual or community health before, during and after health promotion intervention. Comparative evaluation between different health promotion interventions is also needed to compare effectiveness or other desired values. In addition, the changes in health occur over a time-period of several years. It could be hard to determine the effects of intervention towards health and how the confounding factors may be excluded. (Hujanen 2009, 15.)

8.1.4 Productivity

Productivity is a relationship between input and output. Productivity is better when more actions are produced by using limited input. Effectivity and quality are not noticed if the evaluation focuses on productivity. Evaluation of productivity may be adequate, if enough scientific knowledge is available and common understanding exists, e.g. proving the positive effectiveness or effect to health behavior. To evaluate productivity in health sector may be misleading because large amounts of services are not the desired result. The aim is to produce a maximum level of health, not services. (Hujanen 2009, 15.)

8.1.5 Efficiency

Efficiency may be evaluated in the relationship between input and gained effectiveness. Effectiveness may be evaluated as positive change in health, working ability or quality of life. For example, method in the evaluation may be the relationship between costs and benefits. The efficiency evaluation method may be used if effectiveness is valued as money and costs and benefits have similar value. If effectiveness cannot be evaluated as money cost-effectiveness evaluation is used. (Hujanen 2009, 15.)

If effectiveness is evaluated as change in quality of life and the change in life quality in connection to quality-adjusted years of life, the evaluation method is called cost-utility relation. Health Promotion activities are more efficient when greater effectiveness is gained.

Efficiency may be also be evaluated through net-benefits that gain financial benefits, inputs are subtracted. Cost effectiveness of the municipality in Health Promotion may reasonably be evaluated in more academic studies with information of resource input in different levels and the effectiveness gained through these. (Hujanen 2009, 15; Kolu et. al. 2014, 886 - 887.)

8.1.6 Cost-Effectiveness and Cost-Consequence

Evaluation of Health Promotion in municipalities is, in practice, cost-consequences analysis. The analysis focuses on the resource input and the achieved effect. Effects may be, for example, changes in health behavior. (Hujanen 2009 15; Kolu et. al. 2014, 888 – 889.) According to Raudasoja & Johansson (2009) cost-consequence analysis may produce valid information to the decision maker by listing relevant costs and different effect or consequences. The analysis may give examples from cost-effectiveness. The essential information must be presented transparently and clearly interpreted. Cost-Consequence analysis is based on practical needs. It is relevant to list input (cost)-, output- and effectiveness information for reasons of monitoring, comparison and decision-making. The recorded information may be monitored and compared regularly with: in certain time-periods, different reference municipalities or regions. It also should be confirmed that information is comparable. (Raudasoja & Johansson 2009, 72 -77.)

8.1.7 Criticism against Economic Evaluation

Larry Chapman (2003) asks a crucial question: do we have enough information to show the economic effectivity of health promotion? And the answer was that we probably shall never have enough. Not all Health Promotion activities and programs produce high levels of economic impact. Programs and activities must be well-designed and executed to create a high-level economic effect and a return of investment. Chapman's meta-study included 23 peer review studies related to Worksite Health. Meta-analysis showed average reductions in health costs to be 25% or more. (Chapman, 2003.)

According to Jeff Richardson (1998, 249 - 253), potentially beneficial Health Promotion projects may be threatened by premature economic or non-economic evaluation. The risk is if long-term objectives and their future benefits and costs are reduced. "This is the practice of reducing the value of benefits and costs when they occur in the future before comparing them with benefits and cost that occur in the present" (Richardson 1998, 249). In this scenario public funds are invested elsewhere to maximize the rate of interest. This could result in more money being available to produce more health in the future. This is a risk because, if preventive interventions are not made on time, increase in cost in medical

treatments may be even more than the interest rate. Moreover, when the time period for the investment is reached, the same argument could lead to further postponement in health expenditure. Richardson states that the economic evaluation of health promotion is both friend and foe. It all depends on how thoroughly and appropriately economic evaluation is used. For the cost-effective programs, economic evaluation is a shield against the cost minimizing activities of policy makers. (Richardson 1998, 249-253.)

While planning future strategies is a good time to discuss about the relationship of tax-funded, and in some case, partly customer paid services. City council members should know the basics of economics, in what part the funding of services is based on political decisions and on commercial demand and customer behavior. For example, changing customer prices is a quick way to raise income, but it may negatively affect for the demand and is focused on certain services and group of customers (Raudasoja & Johansson 2009, 70). Also as Denhardt, & Denhardt (2000, 554-560) suggest it is problematic to determine who the customers of public services are. Local government serves more than just the immediate client. In government, considerations of fairness and equity are important values in service delivery. These higher level values are more important considerations than the desires of the immediate customer.

8.2 Electronic Well-being Report

The Local Government Act (365/1995) obligates municipalities to promote the wellbeing of the residents. The well-being report supports issues by providing a tool for the identification of needs and local circumstances. Through their identification, a well-being promotion plan could be devised, as well as an assessment of outcomes. The Health Care Act (1326/2010) obliges municipalities to create well-being reports. The law states that an extensive well-being report must be prepared to the city council once every four years (One extensive report per council term). More precise well-being report must be prepared annually to the city council.

As mentioned in chapter 4.3. Municipalities strategies must be based on the needs of the residents and objectives have to be realistic and unambiguous. There is also a need for strategic evaluation. Mission and strategy can reflect the organization's operations justification and the common expression of will for the desired future. (Silvennoinen-Nuora et. al. 2005, 66.) The well-being report includes previous meanings of the strategy and also provides the basis for evaluation other municipal operations, e.g economical or financial (figure 24.). National and local health promoting objectives and goals give a theoretical framework for evaluation. Strategic evaluation is based on the strategic monitoring of the operations and the specification of the milestones. Strategic evaluation does not work

without advanced strategic planning and guidance. The beginning of the well-being report process is a strategic evaluation. In a well-being report the definition of strategy has two meanings. Firstly, strategy generally refers to the construction of an organization's mission, vision, values, operational plans and success factors. Secondly, and more specifically, to all operational plans and choices how the objectives and goal achieved. (Perttilä, Orre, Koskinen & Rimpelä 2004, 12-13)



Figure 24. Electronic Well-Being Report and Municipal Strategy. (Pauni 2013; Pauni, 2012; PPSHP, 2014)

The well-being report depicts the well-being of local residents' general well-being and health, as well as the factors influencing well-being and health. It also describes the functions of the systems of delivery for public services and the measures taken in response to local need and circumstances. The relevant questions are: What are the factors affecting the well-being and health of the inhabitants? How well is the public service able to meet these needs? (THL 2014.)

A wide range of diverse data recovery is needed, in order to give information regarding the state of the population's well-being and health, as well as the factors influencing this. Data is collected on national indicators. Different types of data sources and data analysis, using a multidisciplinary approach, will support the monitoring, assessment of outcomes and the identification of weak signals. Local information and experience is also needed to be able to identify and understand local the circumstances and environment. The knowledge, based on experience, can be collected from, for example, inhabitants, competent workers or volunteers. The implicit knowledge will also help to identify the weak aspects of phenomena in order to develop it. Through these processes a common understanding about local health and well-being is realized. (THL 2014.)

The electronic well-being report is regularly used in 124 Finnish municipalities and in other public health clusters (Suomen kuntaliitto 2013b). The principal elements of the electronic well-being report are national health indicators. The definition of 'indicator' is that it presents the state of, and changes to, a phenomenon. It describes the current state and allows the formulation of future objectives and the monitoring of their implementation. To understand the indicators better and to gain more information, a system of representation is included in the electronic well-being report. Integration of information sources for decision making is conducted by professionally and locally competent experts. (THL 2015.)

The electronic well-being report is a tool for the municipality administrations and administration officers to prepare a health and well-being report and future plans for the city council. For the politician a well-being report is a platform for decision making which includes well-being politics, development strategies and allocates resources. The well-being report is a compact report that consists of a view of citizens' health and well-being and the affecting factors. The benefits of the well-being report are easy and free to use. It includes a structured preparation platform and valid indicators. It promotes cooperation between administrations and can be related to annual economic planning. The electronic well-being report is a quick and efficient way to analyze and document the well-being report and annual reports to city council, as legislated in the Finnish Healthcare act. (Renfors & Renfors 2012, 73-75.) The well-being report is both a document and a process and provides an answer to certain questions: What is the current situation? How should the situation be dealt with? How well we did achieve this after doing the intervention? The electronic well-being report may be added to an annual city management so that it is created at the same time as financial planning (table 15) (PPSHP 2013, 5-6.)

Table 14. The preparation process of the well-being report (PPSHP 2013, 5-6.)

	Well-Being Group	Boards	Municipal Board	Municipal Council
January	Well-Being Report: Prepared once per council term (4 years). Long term strategies and health promotion programs.	Annual Well-Being Report: Final decisions on administrations' operation budget and objectives.	Annual Well-Being Report: Final decisions and adaptations regarding municipal organizations' budget and objectives.	Interim Report
February	Well-Being report: Analysis of indicators and conclusions	(Preliminary information regarding the Financial Statement)	(Preliminary information regarding the Financial Statement)	
March		Process information regarding municipal well-being, financial and operational planning.	Process information regarding municipal well-being, financial and operational planning.	Seminars regarding Municipal Strategy. Well-Being information is one issue to prepare.
April	Well-Being Report: Perceived best practices and testimonies are prepared to Municipal Council.	Well-Being Report: Perceived best practices and testimonies are prepared to Municipal Council.	Financial monitoring	Interim Report
May			Annual Well-Being Report: Evaluations and conclusions. Municipal Board prepares guidelines for Boards. Financial and operational planning framework for the next year.	
June				Well-Being Report is included in the Financial Statement and Audit Report. Financial and operational planning framework is informed to Boards.
July	Summer Holidays			
August	Well-Being Report: Health promotion plans for a new term of Municipal Council.	Financial planning and proposals to municipal budget.		
September		Financial monitoring	Financial monitoring	
October		Financial monitoring	Financial monitoring	Interim Report
November	Annual Well-Being Report: Refined objectives regarding financial and operational planning.		Prepares financial and operational plans for the next year.	Preparation of Municipal Budget
December	Annual Well-Being Report: Preparation of Municipal Budget.			Municipal Council accepts budget and operational plans for the next year.

Well-being management structures are needed (figure 25). The Well-Being Group should include key officials from different municipal administrations and could be expanded to include other stakeholders and their representatives. The Well-Being Group prepares the well-being report for the city council. The well-being coordinator ensures that the process is ongoing, and the main user of the electronic well-being report gives user permits to the people who prepare the report. The Well-Being Group should nominate members to different subgroups (Renfors & Renfors 2012, 73-75; THL 2010, 15-17).

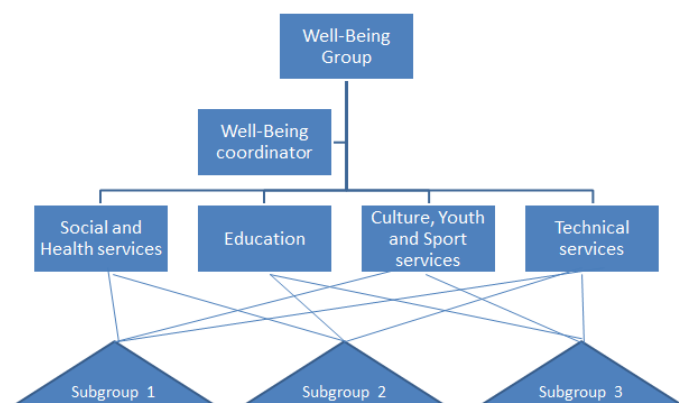


Figure 25. Well-being management in municipalities (THL 2010, 15)

For example, the well-being report of Kurikka is structured to six subgroups or categories (table 16). The town of Kurikka is presented in Chapter 7. Categories 3-6 are designed in

accordance with a life-cycle model and categories 2-6 in accordance of well-being management. These components are also included in the electronic well-being report.

Table 15. Categories of a well-being report (THL 2014; Kurikka kaupunki 2015c)

	Category	Age Group
1	Structures, Economy and Vitality	
2	All Age Groups	
3	Children, Teenagers and Families with Children	0 - 17 years
4	Young People and Young Adults	18 - 29 years
5	Working Age Adults	30 - 64 years
6	Elderly	65 years or more

8.3 The Practical Use and Visibility of Well-Being Report

Pentikäinen (2014) interviewed people from a small town somewhere in Finland, with a population of around 20.000. The focus group included both administration officers and politicians. She postulates that the knowledge of well-being report is mostly based on self-activity. The well-being report was not regularly presented on board meetings. Administration officers reported that, in addition to financial resources, the state of political will is important in the implementation of health promotion activities, defining “political will” as the desire to improve situation and the ability to find alternative solutions to develop the current situation. This said, the well-being report was perceived to be a positive and useful tool to allocate resources by the respondents. (Pentikäinen 2014, 44 – 47; Niiranen, Joensuu & Martikainen 2013, 58.)

To develop the use of well-being report in municipal management a change in attitude is often needed. Municipal decision-making, implementation of strategies, the use of information were seen as a continuum of past practices. (Pentikäinen 2014 44-47; Österlund 2009, 32.) In September 2012, the project surveyed the municipalities’ well-being management and structures. The municipalities surveyed were located in Northern Finland. According to the survey the municipal board members, on average 38% felt that the principles of well-being management were realized well or fairly well. Well-being challenges are perceived as being equally important as the municipal economic challenges. Responsibilities to promote well-being across administrative sectors got the lowest grades. (Terps 2013.)

Comparing municipalities where the well-being report is prepared or not prepared showed a clear difference. Definition of well-being and health promotion was perceived to appear far more often also in other official documents in municipalities where the well-being report was prepared. The well-being report is, therefore, likely to contribute to the well-being and health promotion visibility of the municipality. (Terps 2013.)

The municipal well-being structures and activities were surveyed from administration officers who were members of official well-being board. Principles of well-being management were seen to be implemented better in municipalities where the well-being report was created. More than half felt that the official Well-Being Group included all the key municipal administrations and other relevant stakeholders. Nonetheless, one out of three respondents felt that key well-being deliveries were missing. (Terps 2013.)

The survey did find small indications that in municipalities where the well-being report was prepared, there was a growing awareness around the promotion of well-being. It may be concluded that, due to the growing awareness, past practices and strategies were viewed more critically and respondents' views on what is well-being have generally changed. The use of well-being and well-being management were different between administrations. According to respondents' own experience, the use of well-being information is easiest to implement in public educational, cultural and sports services, as well as social and health services. (Terps 2013.)

Indicators and analysis about inhabitants' physical activity were included in 36% of the well-being reports prepared in Finland. Slightly more than half of municipalities (54%) included the inhabitants' physical activity in municipal strategy. About 70 % of the reported municipalities had decided which municipality administration co-ordinates health promoting sport and physical activity. Nevertheless, only half (52%) of municipalities has decided upon health-promoting sport and physical activity co-ordination with primary health care. (THL 2012.)

8.4 A Well-being Report of the Town of Kurikka

In February 2014, the mayor of Kurikka established the Well-Being Group. The objective was to prepare the well-being report of Kurikka. The Well-Being Group included key officials from different municipal administrations as follows.

- Paavo Tyrväinen, Mayor, chairman
- Kaarina Hautala, Administrative director, vice chairman

- Niko Savinainen, Sport and Youth service developer, secretary
- Elise Rantanen, Human resource manager
- Päivi Hernesmaa, Head of Education and Culture
- Seppo Kangas, Environmental manager
- Aila Pienimäki, General trustee of The Federation of Public and Private Sector Employees

The author was nominated as the coordinator of the well-being report process and secretary of the Well-Being Group. The process started immediately with the establishment of six subgroups. These subgroups held meetings from February to May 2014 and prepared proposals on which indicators should be used to compose the well-being report. In May 2014 the Well-Being Group had its first meeting. In the agenda were issues such as choosing reference municipalities and choosing relevant indicators for the well-being report. The Well-Being Group also decided that the main objectives of the well-being report of Kurikka would be based on the strategy of Kurikka, which states five success factors for Kurikka. After the first meeting all subgroups started to analyze and prepare conclusions and future well-being development proposals or Kurikka on the basis of the well-being indicators and from professional experience and knowledge of local circumstances in Kurikka.

In February 2015, the Well-Being Group had a second meeting. In the agenda was the overall visual structure of the well-being report. The group also discussed the general concept of health and well-being and the visibility of indicators. Also, the group decided that only the biggest issues related to health and well-being promotion should be included in the wider well-being report. In the future, in April 2015, the Well-Being Group will have a third meeting. The author believes that some changes to official well-being report will be made, but the overall structure will be accepted. In May or June 2015, the well-being report will be presented to the city council. The official well-being report was not finalized during the author's thesis process.

9 The State of Health and Well-Being of Kurikka

Through the scarce information gathered from the Well-Being Report, and the multidisciplinary evaluation, it is possible to find new opportunities for public sport administration to cooperate with other stakeholders. As noted earlier in chapter 7.5 an organization is "a powerful vehicle to achieve the political agenda of whoever is in control" (Bolman & Deal 2008, 190). From the author's perspective, the well-being report has great potential value to influence agendas advantageous for implementing sport and physical activity promotion programs.

The Kurikka Well-Being Group has chosen the towns of Lapua and Kauhajoki to be reference sites where comparisons of different indicators are made. Furthermore averages from Southern Ostrobothnia and Finland, as well as similar size (10.000 – 19.999 inhabitants) towns, are used to provide more reference information. (Kurikka, 2015c) The author has also chosen to compare also with the municipality of Jalasjärvi was chosen because of the comparison made in chapter 7. For a reader there are two crucial issues to remember. Firstly, "in examining changes, a single year's results that diverge from the trend need to be considered critically. The smaller the municipality is, the more likely the occurrence of random variation" (THL 2015b) Secondly, regarding to some indicators, the y-axis do not start from zero.

9.1 The municipal structures, the economy and vitality

Population at year end indicator "gives the permanent resident population (males and females combined) of a municipality on the last day of the year." (THL 2015b). As of the end of 2014, Kurikka had 14,186 inhabitants. The amount of population has declined steadily during the 2000s, so that by the end of 2012 the population had decreased by about 6% since 2003 (figure 26.). In comparison to the town of Kauhajoki, where population has declined by about 3% and the Lapua population, there has been on the slight rise. (Kurikka 2015c.)

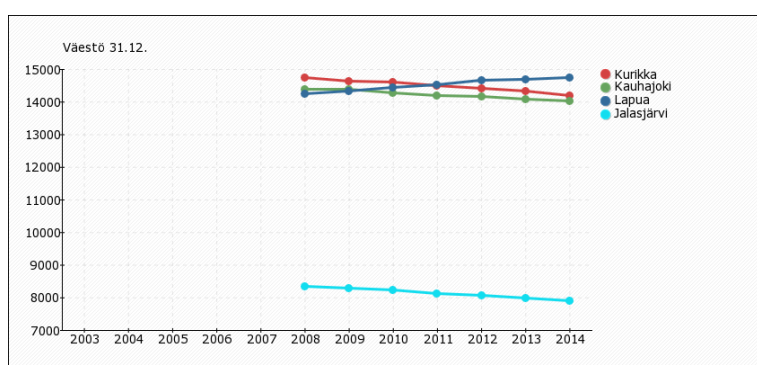


Figure 26. Population at year end (Kurikka 2015c.)

Intermunicipal net migration indicator (figure 27.) measures the inter-municipal net migration per thousand inhabitants. The population used is the mean of the total population. Net migration is obtained by subtracting the immigrants out of the emigrant. In Kurikka net migration has been negative for a period of five years, but the rate has slowed down from the 2008 level. (Kurikka 2015c; THL 2015b.)

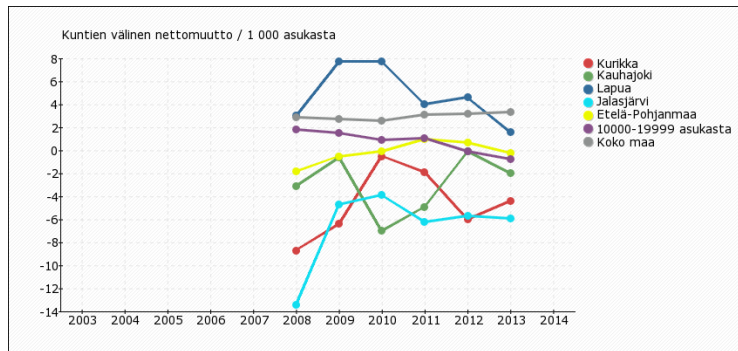


Figure 27. Intermunicipal net migration 1000 inhabitants (Kurikka 2015c)

The demographic dependency ratio (figure 28) indicates how many inhabitants are of non-working age (0-14 years of age and over 65 years of age per one hundred persons) in comparison to inhabitants of working age (15-64 years). In 2013, the demographic dependency ratio was 65 in Kurikka, which means 100 working-age persons per (over) 65 dependency-age persons. The average was the same level as similarly sized municipalities and the South Ostrobothnia region. In Finland the average worth ratio was 54.3. Forecasts predict that in 2030 the ratio would be over 70 in Finland and almost 90 in Kurikka. (Kurikka 2015c; THL 2015b.) In other words the population structure of Kurikka is getting noticeably older.

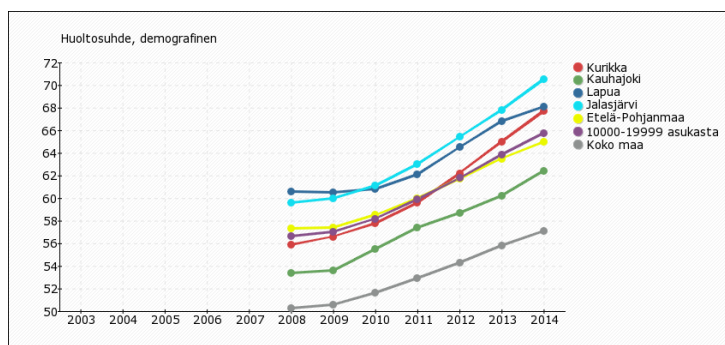


Figure 28. Demographic dependency ratio (Kurikka 2015c)

“Families with children refers to families with children under 18. A family consists of a married or cohabiting couple and their children living together; or a parent and his or her chil-

dren living together; or a married or cohabiting couple without children.” (THL 2015b). In 2013, 34.6% of families were families with children (figure 29), which is lower than comparable towns, the region, the whole country and the similarly sized municipalities. The proportion of single parent families from all families is lower than reference sites (figure 30). (Kurikka 2015c.)

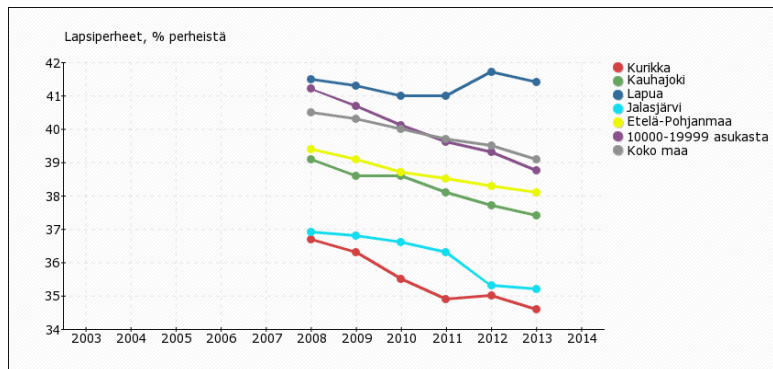


Figure 29. Families with children, as % of all families (Kurikka 2015c)

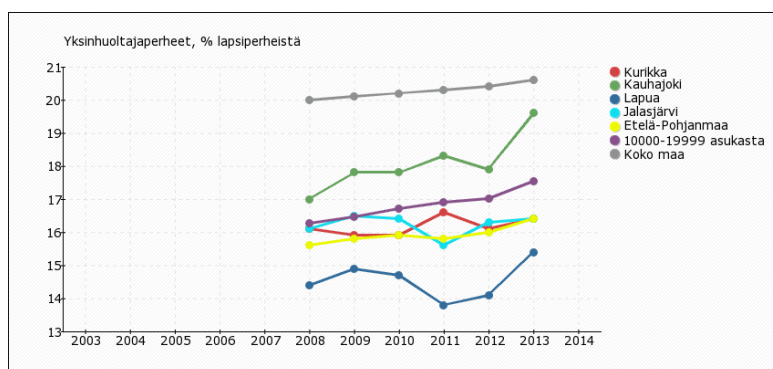


Figure 30. Single parent families, as % of all families with children (Kurikka 2015c)

“Work gives a daily rhythm to life and unemployment increases the risk of exclusion and higher levels of substance use. A high level of substance use may also lead to unemployment. On the other hand, retaining a job may contribute to individuals' ability to control their substance use” (THL 2015b) According to National Institute for Health and Welfare unemployed people, as % of labour force indicator (THL 2015b) is defined as follows:

- Gives the unemployed as a percentage of the total labour force. The unemployed labour force consists of the unemployed aged 15 to 64
- An unemployed person is someone who is not in an employment relationship or who is not full-time self-employed or full-time student”
- Even persons in an employment relationship are regarded unemployed if they are laid off (O3) or if their regular weekly working hours are below 4 hours
- People are counted as employed if, during the research period, they have worked for pay or profit for at least one day or have worked as an assisting family member for at least a third of the work hours regarded as normal in the field or were temporary absent from work.

- The labor force consists of those aged 15 to 74 who were employed or unemployed during the research period. The number of the employed is not available until about two years after the end of the statistical year (THL 2015b)

The number of unemployed of the labor force (figure 31) has followed the trend of Finnish averages. In 2012, the unemployment rate was at the same level as municipalities of similar size, but lower than in general in Finland. The rate was still higher than the neighboring region. (Kurikka 2015c.)

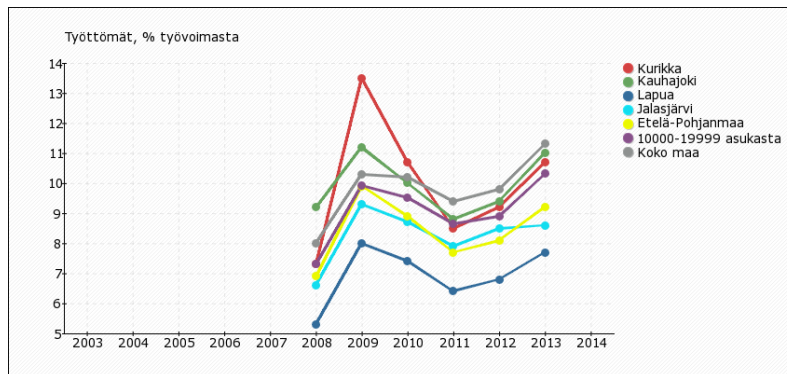


Figure 31. Unemployed people, as % of labour force (Kurikka 2015c)

Measure of education level indicator (figure 32.) indicates the level of education of the population, which is measured by calculating the average length of the highest level of education (after elementary school) per capita. For example, the education indicator 246 means that the theoretical education per capita is 2,5 years after completion of elementary school. (THL 2015b). The education level indicator is lower in Kurikka than reference sites, but the trend is rising (Kurikka 2015c).

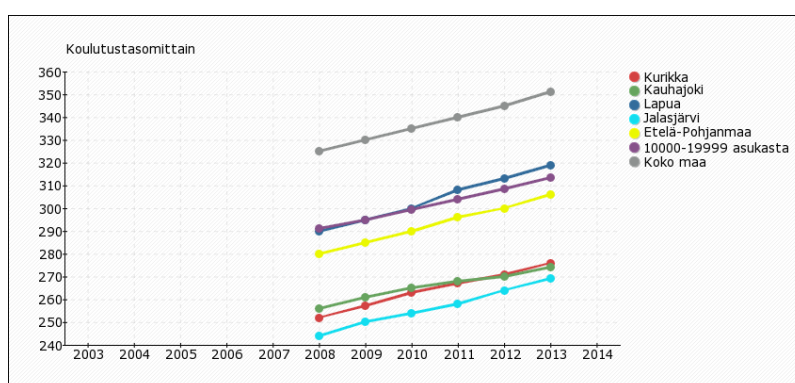


Figure 32. Measure of educational level (Kurikka 2015c)

Forecasts for the municipal economy have been concerning in recent years, because of the equilibrium between expense and income. Municipal income growth is projected to be slow in the coming years. Although the growth in expense is also expected to slow down,

it is expected to be faster than income growth. The prolonged economic downturn, an increase in obligatory services provided by municipalities and an increase in demand for public services have been squeezing the municipal economy. Major challenges municipalities have faced include the generally difficult economic situation, an aging population, employment issues, a deficit in public finances and the extensive need of repair of publicly owned properties. (Kurikka 2015c.)

1.1.1 All age groups

The Social Insurance Institution of Finland (Kela) provides the age standardized morbidity index, (figure 33), which is based on three statistical variables:

- Mortality
- Proportion of disability pension recipients in the working-age population (16-64 year-olds)
- Proportion of people entitled to special refunds on medicines and clinical nutritional preparations in the total population mortality, proportion of disability pension recipients in the working-age population (16-64 year-olds)

Morbidity index is the average of the three sub-indexes. “The indicator describe the health or ill health of the population of a specific municipality in relation to the average for the country's total population (=100)” (THL 2015b).

Social Insurance Institution of Finland has defined Mortality (THL 2015b):

The indicator gives the number of deaths as a proportion of the total population in the area. The mortality index has been calculated for all Finnish municipalities by dividing the number of deaths in the municipality by the total number of deaths in the country (whole country = 100). Both raw values and values standardized for age and sex are shown. Standardization removes the confounding effect of the population's age and sex structure, thus allowing regional comparisons despite existing differences. (THL 2015b).

The disability pension reciprocity indicator is considered to be a good indicator of psychological well-being. It is perceived to have a correlation with mental health and behavior. (THL 2015; Ahola, Joensuu, Mattila-Holappa, Tuisku, Vahtera, & Virtanen, 2014) According to National Institute for Health and Welfare disability pension reciprocity (THL 2015b) is defined as follows:

Disability pension reciprocity describes a long-term or permanent incapacity for work. Disability pension is most frequently associated with the diagnostic groups of mental disorders and musculoskeletal diseases and, among individual diseases, with depression and back diseases. Incapacity for work reflects morbidity only partly as other factors exist that influence retirement, such as the concerned person's financial situation and unemploy-

ment. Disability pensions should thus only be used with caution in analysing the prevalence of diseases” (THL 2015b).

In the interpretation of the indicator content, it is necessary to take into account changes in the age limits of individual early retirement pension and the influence of other benefits on the use of disability pensions especially in the oldest age groups (unemployment pension and "unemployment pension pipeline", public sector occupational old-age retirement age limits, part-time pension)” (THL 2015b).

Social Insurance Institution of Finland provides special refunds on medicines (Kela 2012; Kela 2015). The morbidity index is important to municipalities, because a higher index transfers more money from the state to the municipality. Nonetheless, while they may be using the morbidity index as the base of state funding, it is not causing municipalities to prioritize preventive health promotion. A high morbidity index means more state money to the municipality. (Suomen Kuntaliitto 2014b.) In 2013, the age-adjusted morbidity index of Kurikka was 106.9. It is higher in comparison to the Finnish population average. However, the index remained at fairly constant level throughout the time period of 2003-2012. In recent years the morbidity index has improved slightly. (Kurikka 2015c.)

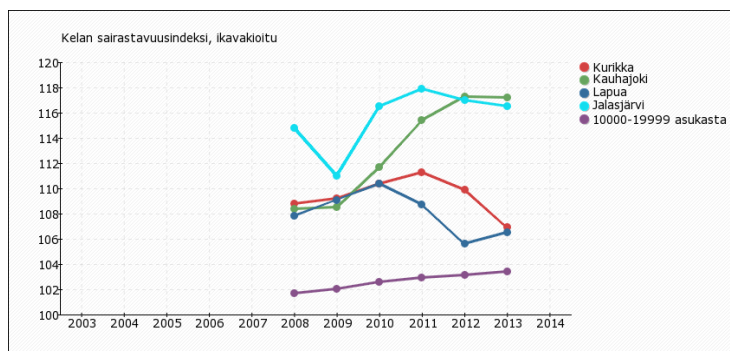


Figure 33. Kela's morbidity index, age standardised (Kurikka 2015c)

The indicator of Offences against life and health recorded by the police (THL 2015b) concerns:

violent offences reported to the police or involving a summary penal order or petty fine. A major portion of offences are not reported to the police. Criminal offences are recorded by place of offence. Violent offences include murders, manslaughters and offences against life and health. Changes in the rates of violent offences largely reflect changes in substance use. (THL 2015b.)

Offences against life and health recorded by the police (figure 34.) is lower than other reference sites (Kurikka 2015c). A low level of the indicator could therefore be explained partly by fact that there are no police stations in Kurikka or in Jalasjärvi (Kurikka 2015c).

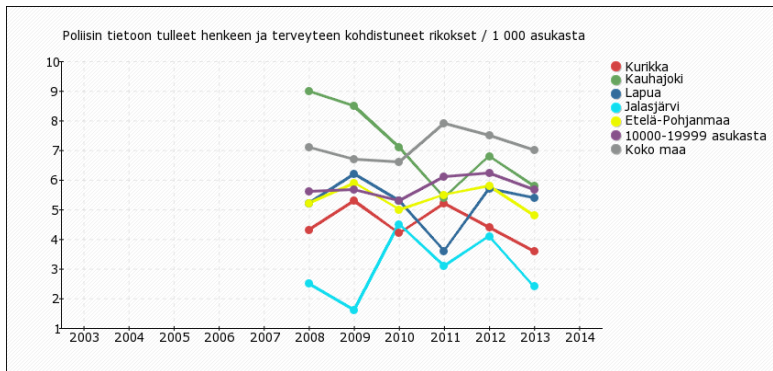


Figure 34. Offences against life and health recorded by the police per 1000 inhabitants (Kurikka 2015c)

The general low income rate (figure 35) is higher than reference sites, but has remained stable during the reference period (Kurikka 2015c). The indicator indicates the proportion of low-income households in comparison to the population living in the area. The level of low income is calculated every year from the distribution of national income per capita. Nonetheless, the interpretation is that if the median income is reduced then the low income rate can also be reduced. This does not necessarily mean, of course, that development of income would be positive (e.g. recession years). (THL 2015b.)



Figure 35. The general low income rate. (Kurikka 2015c)

The health promotion index the health promotion capacity of municipal administrations. It defines the relationship between actual health promotion functions completed in municipality to the perceived standard of good practice. It also enables to compare the health promotion capacity building of different municipal sectors. (THL 2015b.) “A score of 100 means that management activities are in all respects in accordance with the supposed good practice and good quality” (THL 2015b). The figure 36. presents the health promotion activity indicator of Kurikka is based on the results of a survey conducted with municipal management. Information is only available for the years 2011 and 2013, so there is

not enough longitudinal information available. In the short-term, health promotion activity is in low or moderate level in Kurikka (Kurikka 2015c; THL, 2015c.)

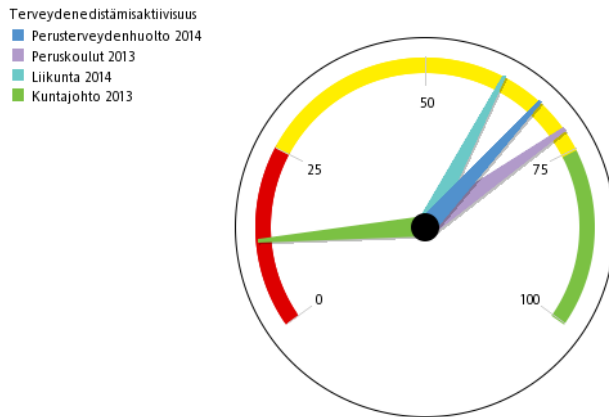


Figure 36. The Health Promotion Activity Indicator of Kurikka (THL 2015c)

9.2 Children, Teenagers and Families with children

The indicator Children aged from 3 to 5 years attending a public nursery (THL 2015b) gives:

the percentage of children aged from 3 to 5 who are in municipally funded full-time and part-time day care in the total population of the same age at the end of the year. Population data refer to the last day of the year. The figures include all children aged from 3 to 5 in full-time and part-time care at day-care centers and in family day care. Full-time care refers to day care of more than five hours daily. Part-time day care refers to day care of five hours or less daily. Municipally funded day care refers to the volume of services that the municipality has financed for its inhabitants (THL 2015b).

In 2013, 64.8 % of children aged from 3 to 5 years were attending a public nursery (figure 37.). The level corresponds to reference sites. The proportion of low income families to all families with children was 10.4% in 2013 (In 2012, the percentage was 9.8%). (Kurikka 2015c.)

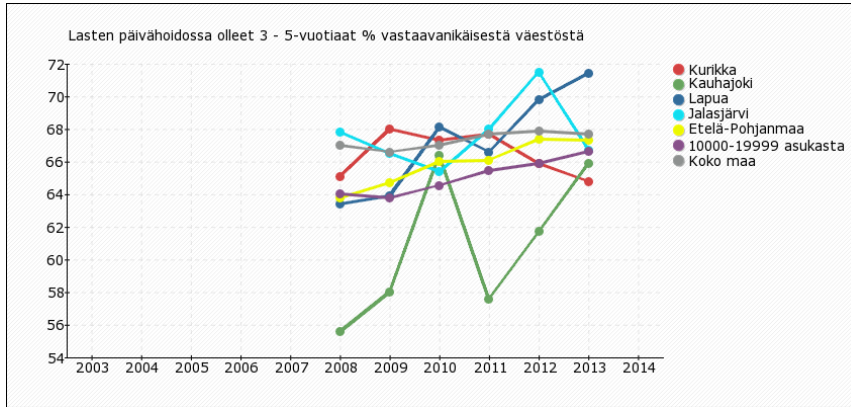


Figure 37. Children aged 3-5 in child day care, as % of total population of same age (Kurikka 2015c)

According to a 2013 school health survey, 7.2% of 8- and 9-graders felt that they do not have any close friends (figure 38). The indicator gives the proportion of members of the target group “who have no close friends with whom they can talk confidentially about personal matters, as a percentage of all those who responded to the survey in the age group concerned” (THL 2015b). The situation has changed considerably for the better since the last survey in 2009. The proportion of students experiencing moderate to severe depression was 13.1 % in 2011, which was equivalent to comparable reference sites. In 2013, a survey questioned whether it was depression instead of moderate to severe anxiety experience. Depression was identified in 13% of the respondents and 17% had sought help from professionals. (Kurikka 2015c.)

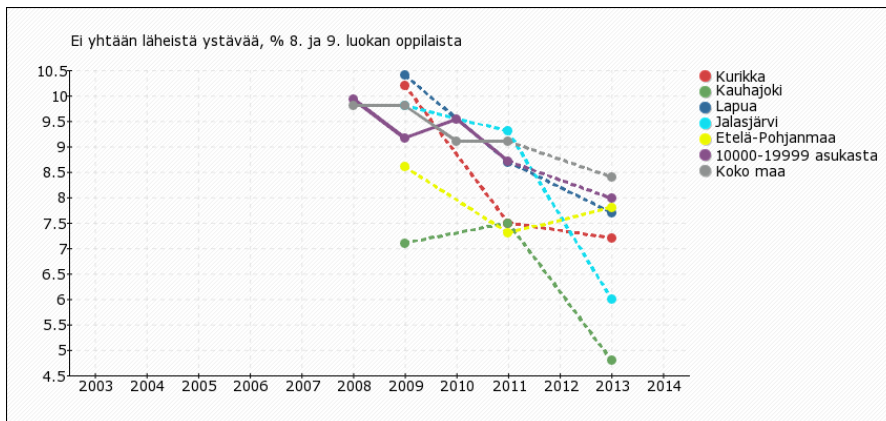


Figure 38. Has no close friends, as % of all pupils in 8th and 9th year of comprehensive school (Kurikka 2015c)

In 2013, the state of perceived state of health was experienced to be average or poor: 16.5% of 8- and 9-graders (figure 39). The situation is better in Kurikka than the similarly sized municipalities and Finland on average, but has decreased since the previous survey in 2011. (Kurikka 2015c.)

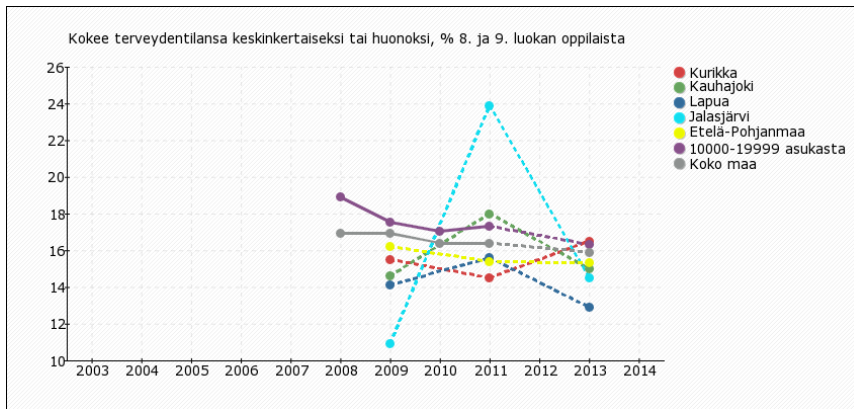


Figure 39. In moderate or poor health, as % of all pupils in 8th and 9th year of comprehensive school (Kurikka 2015c)

Overweight was more common in Kurikka than in South Ostrobothnia or the national average (figure 40). On average boys are more obese than girls. The overweight indicator gives the proportion of members of the target group who are overweight according to the Body Mass Index (BMI) (THL 2015b). Body Mass Index (BMI) is the relation between a person's weight and height (CDC 2015). Girls eat school lunches more commonly. In 2011, 28.6% of the students did not eat school lunch every day. The situation has deteriorated in the long term, but it is still better than in the comparison sites and national average. (Kurikka 2015c.) The indicator of 'Does not eat school meals daily' gives the proportion of members of the target group who skip their school meal once a week or more (THL 2015).

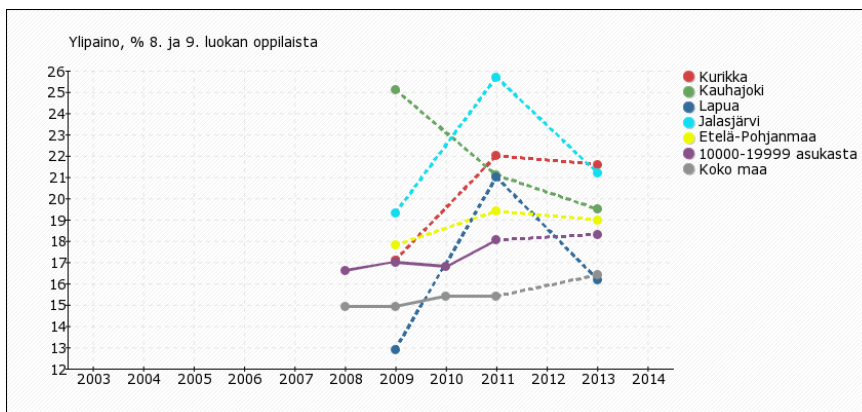


Figure 40. Overweight, as % of all pupils in 8th and 9th year of comprehensive school (Kurikka 2015c)

The indicator of physical exercise per week in age group from 15 to 16 years gives “the proportion of members of the target group who do sports or take physical exercise at least half an hour at a time in their free time more seldom than once a week or not at all” (THL

2015b). The average sporting activity has not changed, 39 % of students are doing sport not more than one hour per week (figure 41) (Kurikka 2015c). This amount of Sporting activity is significantly less than any recommendation. Various physical activity recommendations suggest the minimum recommended amount of physical activity, which for children and teenagers aged 6 to 18 is 60 minutes of moderate exercise or suitable vigorous exercise per day (Aira, Kannas, Tynjälä, Villberg & Kokko 2013, 90).

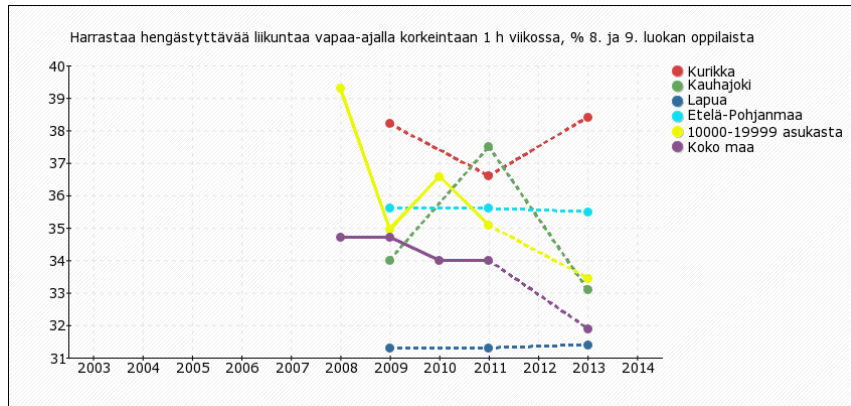


Figure 41. Less physical exercise than one hour a week, as % of all pupils in 8th and 9th year of comprehensive school. (Kurikka 2015c)

9.3 Young people and young adults

In 2013, 9% of the vocational school students felt that they had had no close friends (figure 42). Similarly, the school health survey indicated that in upper secondary school (high school) the level (figure 43) was 10.2%. Students have, on average, fewer close friendships in South Ostrobothnia than students have generally in Finland. (Kurikka 2015c; THL 2015b.)

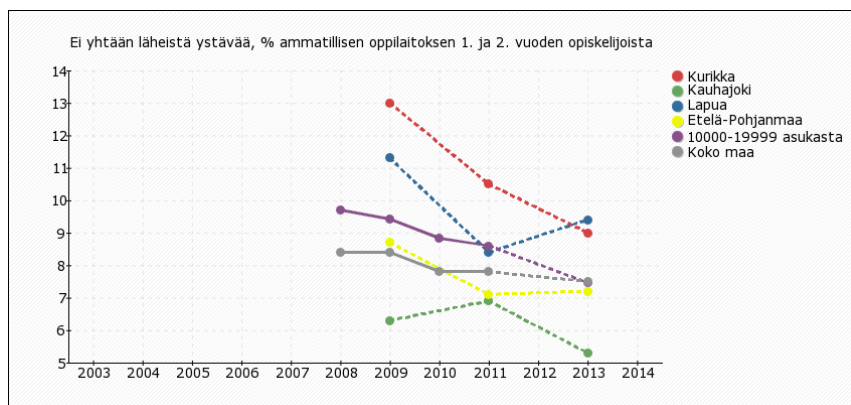


Figure 42. Has no close friends, as % of all pupils in 1st and 2nd year of vocational school (Kurikka 2015c)

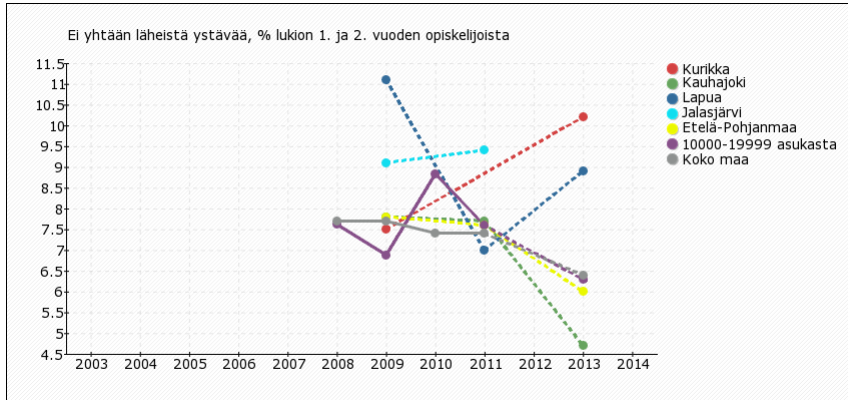


Figure 43. Has no close friends, as % of all pupils in 1st and 2nd year of upper secondary school (Kurikka 2015c)

The indicators of psychological well-being, represented as the proportion of individuals on a disability pension for mental and behavioral disorders in the age group of 16 – 24, was 0.8% (figure 44) (Kurikka, 2015c; THL 2015b). Ahola et. al. (2014) have studied that typical diagnosis for mental health reasons for young adults were disorder and psychosis.

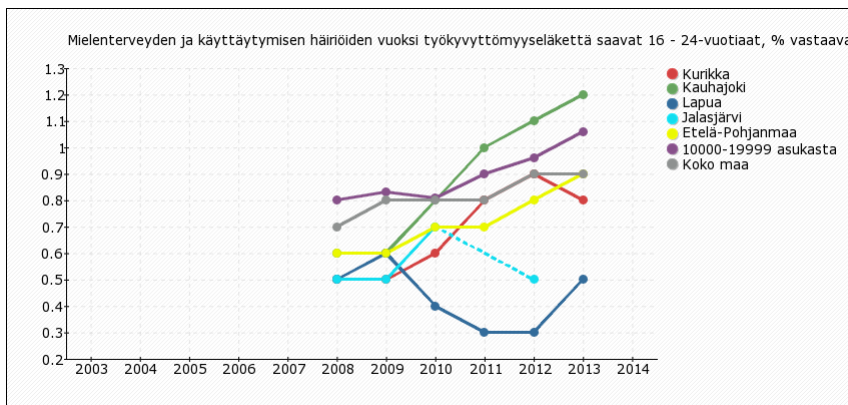


Figure 44. Disability pension for mental and behavioral disorders, recipients aged 16-24, % of population of same age (Kurikka 2015c)

The state of health was perceived to be poor or average among 12,5% vocational school students (figure 45) and among upper secondary schools students 17.6% (figure 46) in 2013 (Kurikka 2015c). The author notes that the general trend at other reference sites is negative, but the trend in Kurikka is positive.

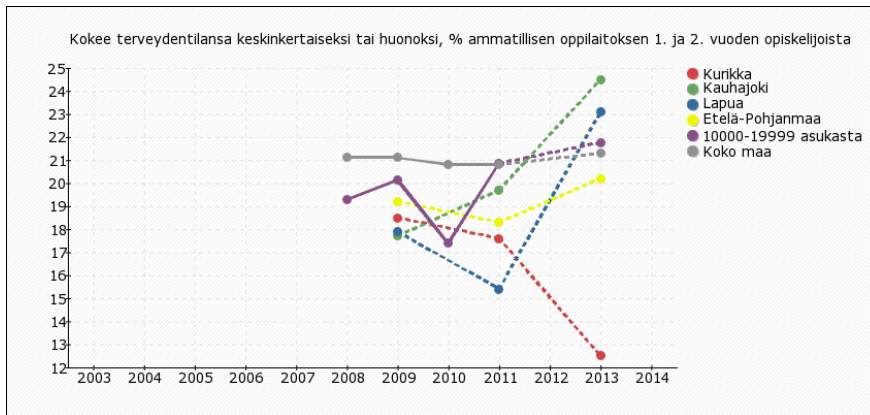


Figure 45. In moderate or poor health, as % of all pupils in 1st and 2nd year of vocational school (Kurikka 2015c)

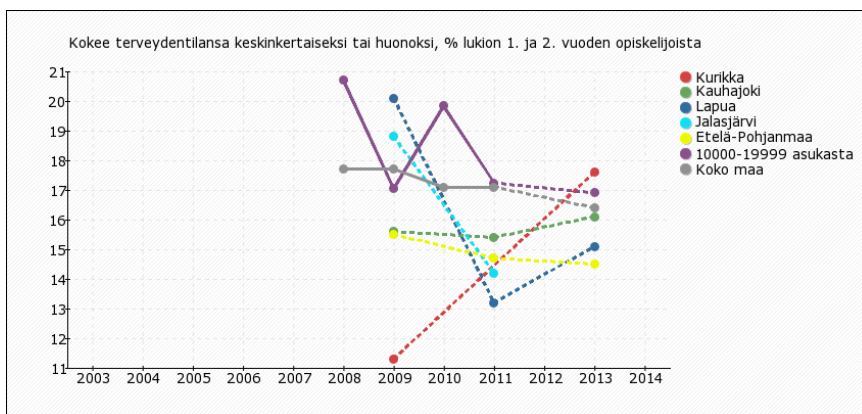


Figure 46. In moderate or poor health, as % of all pupils in 1st and 2nd year of upper secondary school (Kurikka 2015c)

The average sporting activity has not changed and is generally low (Figure 47; Figure 48). In 2013, 43.9 % of vocational school students and 37.9% high schools students are doing sport not more than one hour week. Students in Kurikka are more physically inactive than those in the reference sites. (Kurikka 2015c.)

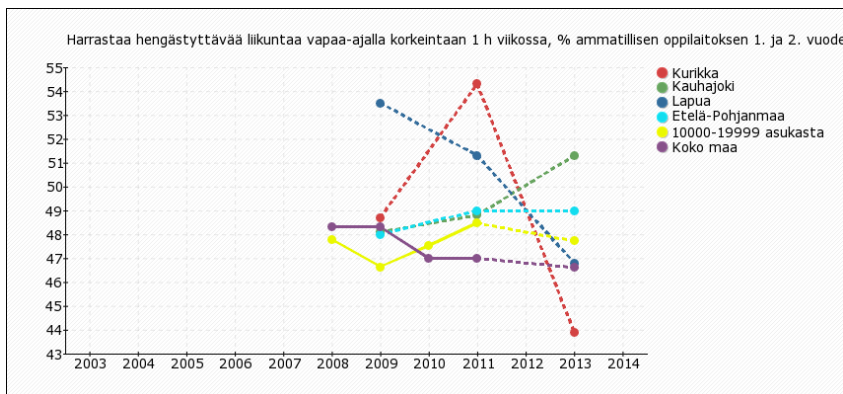


Figure 47. Less physical exercise than one hour a week, as % of all pupils in 1st and 2nd year of vocational school (Kurikka 2015c)

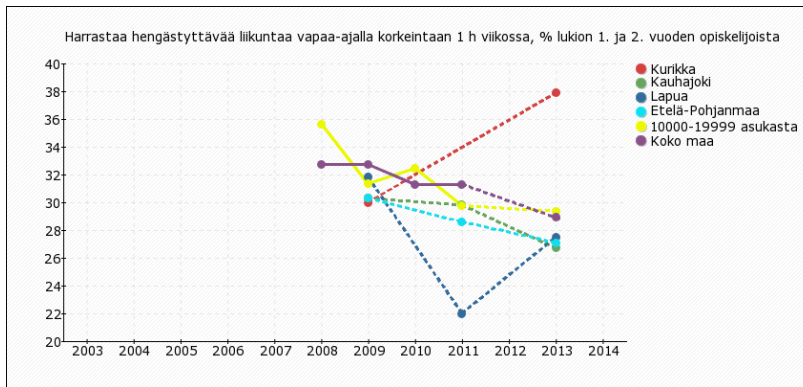


Figure 48. Less physical exercise than one hour a week, as % of all pupils in 1st and 2nd year of upper secondary school. (Kurikka 2015c)

9.4 Working age adults

Sickness allowance for mental health reasons (figure 49.) has dropped significantly over past five years. In 2007 the proportion sickness allowances was 22.1%, while in 2013 it was only 14.3%. The rate is also lower than in the reference sites. (Kurikka 2015c.)

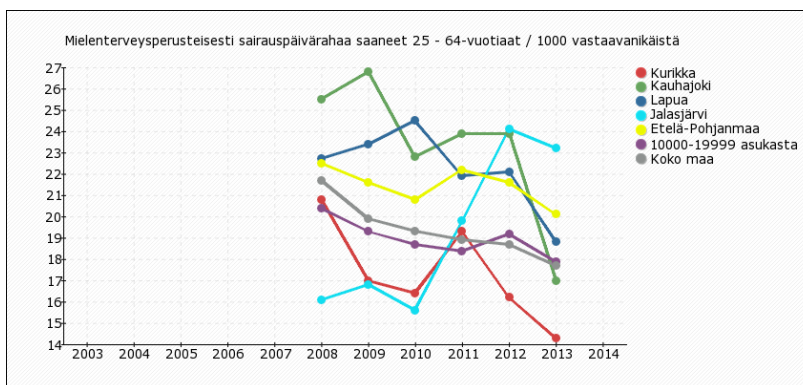


Figure 49. Sickness allowance for mental health reasons, recipients aged 25-64 per 1000 persons of same age (Kurikka 2015c)

Proportion of people aged 25 – 64 years entitled to special refunds on medicines (figure 50) was 26.5%, which is the same rate as in Kauhajoki, but higher than in the whole of Finland and South Ostrobothnia region. (Kurikka, 2015c; Kela 2012; Kela 2015) The rate has been declining during the past three years, which is a positive development, because the number is indicative of chronic morbidity in the municipality (THL 2015b).

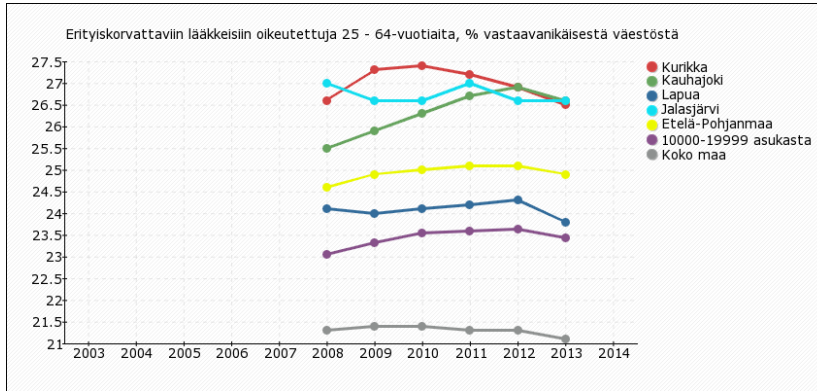


Figure 50. Entitled to special refunds on medicines in those aged 25-64, as % of total population of the same age (Kurikka 2015c)

Disability pensions were paid to 11% of the population of 25-64-year-old inhabitants in 2013 (figure 51). The rate is higher than the comparable other reference sites with the exception of Kauhajoki. The situation has improved slightly in recent years. (Kurikka 2015c.)

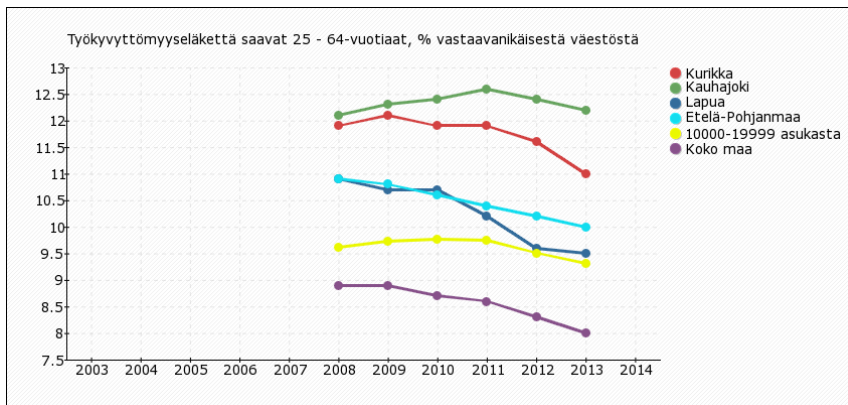


Figure 51. Population aged 25-64 receiving disability pension, as % of total population of same age (Kurikka 2015c)

The percentage of people in long-term unemployment as of unemployed population is 15.9% (figure 52). Prolonged unemployment has risen considerably, the 2008 rate was 10.7%. The average figure for Finland was 24.2% in 2012 and South Ostrobothnia 17.4%. In comparison the situation is better in Kurikka. Nevertheless, the general trend is negative. (Kurikka 2015c.)

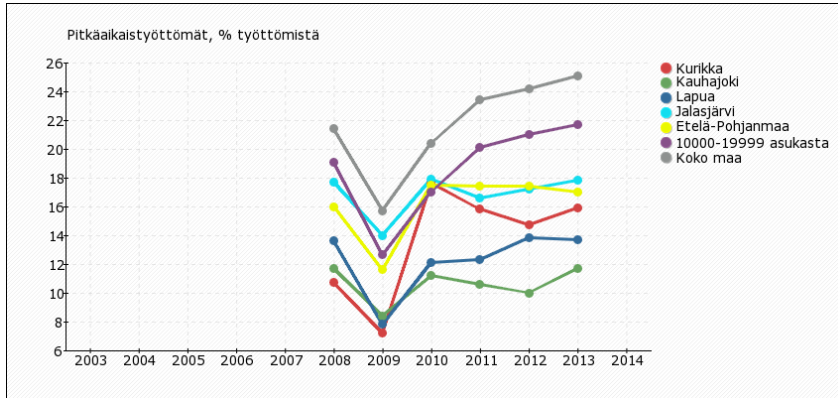


Figure 52. Long-term unemployed, as % of unemployed population (Kurikka 2015c)

According to a survey of Health and well-being for residents some groups of men have many health-related risk factors in Southern Ostrobothnia. Men who have only a low level of education exhibit concerning health behavior. In general those men eat fewer vegetables, smoke regularly, engage rarely to moderate physical activity and drink alcohol heavily. Their situation is far worse in terms of health when compared to women with the same level of education. (Kaikkonen et. al. 2014.) If certain focus groups' attributable risk is very high, the benefits of successful interventions could have a significant impact on public health. (Biddle & Foster 2011, 501; Fogelholm & Oja 2011, 70.)

9.5 The Elderly

The proportion of entitled to special refunds on medicines in those aged 65 and over was 66.5% (figure 53). This rate has increased slightly since 2011, when those entitled to monetary compensation was 65.1%. This development has, however, been similar to other reference municipalities. This figure well reflects the prevalence of long-term diseases in the municipal population (with the exception of some allergies and musculoskeletal diseases). Nonetheless, applications for compensation are now more prevalent, because nowadays both customers and nursing staff are well informed. (Kurikka 2015c; Kela 2012; Kela 2015.)

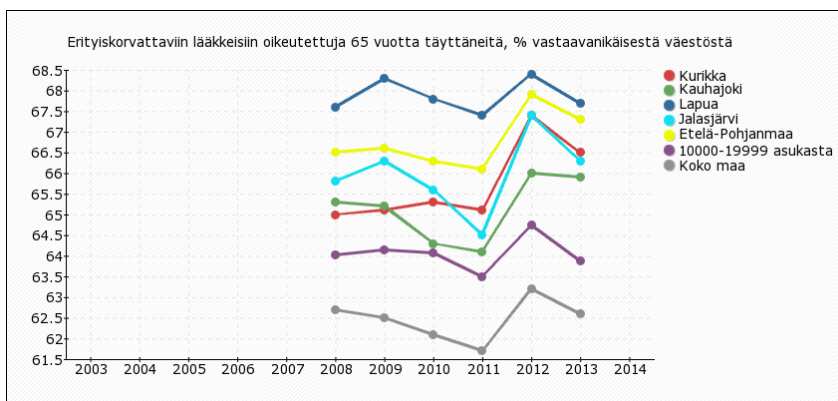


Figure 53. Entitled to special refunds on medicines in those aged 65 and over, as % of total population of the same age (Kurikka 2015c)

According to National Institute for Health and Welfare the indicator of full national pension recipients gives:

the percentage of those receiving full national pension in the over-65 age group at the end of the year. Population figures refer to midyear population. Recipients of full national pension include those with little or no earnings-related pension. The proportion of recipients of full national pension describes low incomes in the retirement age population. (THL 2015b).

The proportion of elderly aged 65 or over, who received a national pension was 2.4% in 2013 (figure 54). The rate has declined steadily in all over Finland for many years. The indicator of national pension provides a good representation for pensioners' incomes. The decrease in the indicator reflects the fact that seniors have a better income than in the past. The decrease is therefore a positive development, because it shows pensioners have more wealth to enjoy. (Kurikka 2015c.)

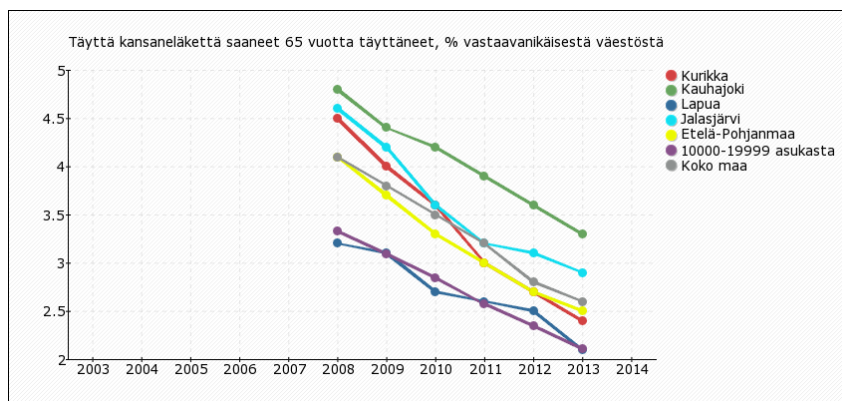


Figure 54. Full national pension, recipients aged 65 and over, as % of total population of same age. (Kurikka 2015c)

People are here counted as living at home if they live somewhere other than in hospital and health-centre long-term care, residential homes, service housing for older people with 24-hour assistance, institutions for people with intellectual disabilities or housing with 24-hour assistance for people with intellectual disabilities. The population data refer to year-end data. (THL 2015b).

In other words, people are counted as living in the places where the indicator states. Percentage of elderly aged over 75 years lives independently at home was 88.2 % in 2013 (figure 55). The rate is slightly lower than among other reference sites. The national recommendation is that 91-92% of elderly should live at home. (Kurikka 2015c). This is an important issue to consider in Kurikka from a physical activity perspective.

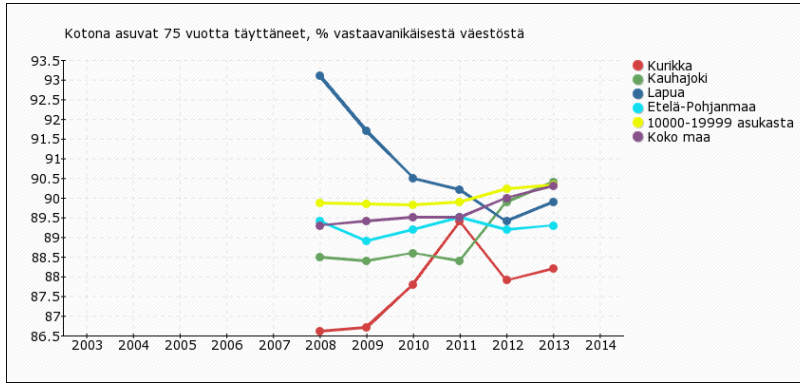


Figure 55. Living at home among those aged 75 and over, as % of total population of same age (Kurikka 2015c)

The support for informal homecare to people of over 75 years of age was 5.1% in 2013, which is slightly lower than in South Ostrobothnia, but higher than in the whole of Finland (figure 56). “Informal care refers to care or other attendance for an older, disabled or ill person in his/her own home by a family member or other person close to the person to be cared for” (THL 2015b). Support for informal homecare means, for instance, that with the support of their family the elderly can live at home. People are allowed paid compensation for some health services. The rate of homecare almost reaches the national recommendation, which recommends the rate to be 6-7% by 2017. (Kurikka 2015c.)

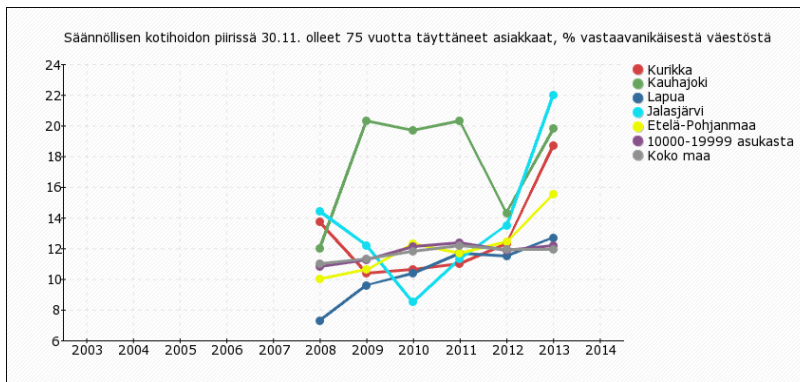


Figure 56. Support for informal care, clients aged 75 and over, during year, as % of total population of same age (Kurikka 2015c)

“Regular home-care clients include home-help services or home-nursing clients who have a valid service and care plan or who have received home-help services, home nursing or day hospital care at least once a week” (THL 2015b). Regular homecare for elderly people over 75 years was 18.7 % in 2013 (figure 57). The corresponding proportion was, in Southern Ostrobothnia, 12.4 %, and the whole of Finland 11.9%. However, regular services for the elderly can be arranged in many different ways. The indicator does not direct-

ly state, for example municipalities investments in service housing. The national recommendations of public homecare will be at least 13-14 % in 2017. (Kurikka 2015c.)

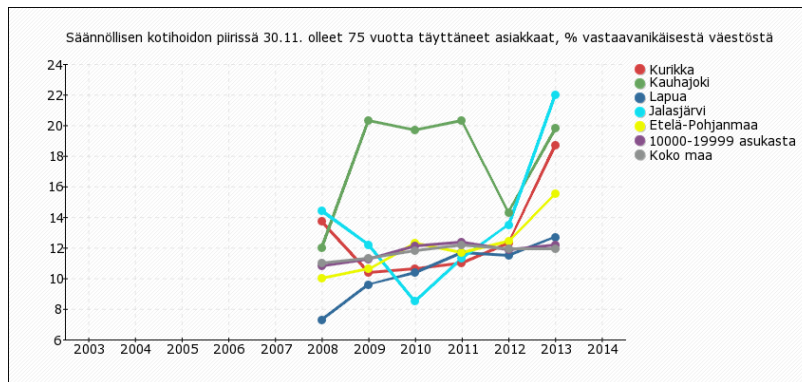


Figure 57. Regular home care, clients aged 75 and over on 30 Nov, as % of population of same age (Kurikka 2015c)

The proportion of the elderly who were need of service housing with 24-hour assistance was 6.6 % (figure 58). The former national recommendation defines a desirable rate of 6-7%. Intensified housing services means in a house or room near round-the-clock medical services. It includes both public and private health services. (Kurikka 2015c.)

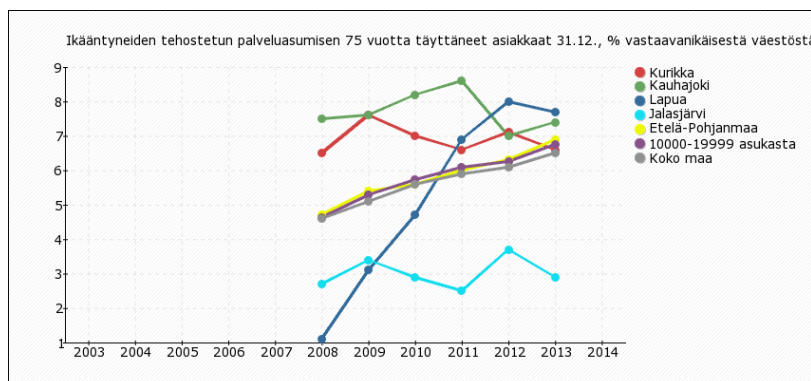


Figure 58. Service housing with 24-hour assistance for older people, clients aged 75 and over on 31 Dec, as % of total population of same age. (Kurikka 2015c)

10 Proposal for Sport Development of Kurikka

The basic planning philosophy is to consider sport from perspective of "health and well-being promotion and management structures" and "the life cycle model". The selected planning structure is based on a national well-being report. The structure is well suited for use in the present situation, because it offers a clear perspective on physical within a broader framework of municipal well-being. The inhabitants' well-being is a very complex entity and a subjective experience (Hämäläinen 2014a, 23). The limited resources of sport administration, thereby, highlight sport administration's indirect role as a facilitator, a supporter of the well-being, a deliverer of the fulfilment of everyday life and a platform for social mobility. However, the proposed guideline focuses on the physical aspects and instrumental value of sport and physical activity towards well-being. The reasonable distribution of tasks between the municipal administration and other stakeholders is important. It provides a basis so that values can be practically applied to cover all inhabitants in a satisfactory manner. This development guideline will present a set of strategic choices, which have the aim of extending the "toolbox" of sport and physical activity promotion.

It is absolutely imperative that the Sport Development Plan and solutions are based on, and have a shared interest with, municipal strategy. ((Oliver 2001; Silvennoinen-Nuora et. al. 2005; Perttilä et. al. 2004; Porter 1996) Municipal strategy is based on two premises: annual financial planning and well-being planning. Relevant arguments from the well-being report provide justifications when making choices for the town's investment plans, grant policies etc. The author has experienced that investment planning and the implementation of grant policy have been based on the needs of sports clubs. Nowadays, the municipal economy is very limited. Because of the changes in various laws, municipalities must now pay more attention than before to factors such as commercialism, the aging of the population, and social exclusion. These factors should also be considered before making decisions. These factors affect not only the well-being of residents at an individual level but also individual sport and physical activity behaviors generally. The sport development guidelines are based on core values: well-being, equality, ethics, inclusion, and the natural character of sport.

Well-being can be defined as having a good life in Kurikka. The concept of well-being is the positive dimension of health (Green & Tones 2010, 11). It should be noted that the understanding of well-being depends a lot on a number of factors, including individual family background, the time period, situation and culture. International definitions of well-being include mental, physical and social health. Sport and physical activity has a wide variety of justifications in municipalities. In recent years, scientific recognition of the im-

portance of physical activity as a prevention, treatment and rehabilitation of many diseases, has risen to high position as a justification for sport.

A distinguishing feature of a good life is also the possibility for meaningful and rewarding work and working in the community. For example, opportunities for self-expression, creativity and the possibility of having positive experiences and to participate in decision-making, have been shown to strengthen perceived well-being. Sport and physical activities, directly or indirectly, have all the above-mentioned possibilities. A physically active municipality provides opportunities for diverse businesses, and the sport business area itself is one of the most notable and fast growing areas in Finland. (TEM 2014)

Equality is a key criterion in, for example, the Sport Act. All inhabitants must be placed in an equal position in the delivery and use of sports facilities and services. This sense of equality is the core of Finnish civil society. Finnish society was established and developed to serve the realization of equality, including the most disadvantaged. According to the Sport Act, sport is a cultural privilege, which shall be provided to broad spectrum of users. Opportunity and the right to be accepted and safe during sport are not dependent on the age, sex, language, belief, ethnic origin, disability or illness. Societal challenges highlight the need for equality and the related public discussion. Sport administrations, like all other administrations, should work hard on behalf of equality and to find ways to promote it.

Inclusion, participation and the opportunity to influence matters relating to the individual are at the core of the Local Government Act. It is a basic human need to be among others and to become an accepted team member. Changes in family structure and new forms of social networking have emerged to replace the old social structures. The collective involvement of the individual is defined as the social capital. Therefore, the methods of strengthening social capital vary between organized sports and sport with friends. Municipalities play a key role in justifying the legitimacy of, and opportunities for, inclusion. It must be ensured that no-one is excluded from physical activity, especially if the exclusion is not through personal choice. The risk of social exclusion is highlighted in the groups that are dependent on social assistance. The lack of physical activity, disability and deteriorating financial conditions, are major risk factors for elderly people. For immigrants, sport is an essential tool for socialization. Sport does not require same mother tongue or an in-depth understanding about the culture.

The municipal sport facilities and other sporting arenas should be of an appropriate size, and correctly positioned and produced. In addition, the service structure (e.g. marketing and coordination of sport services) should be balanced with the fixed sport facilities.. In

assessing the success of the municipal sport services equality should be paramount. According to the Sport Act, sport clubs are mainly the bulk of the local sport services. The municipal role is to create opportunities for sport and physical activity. Municipalities also complement the supply of sports services. The municipalities create stability in the field of sport. Municipalities are developing in a long-term fashion and are systematically developing their citizens' physical activity through various networks. Adapted sport services provide a good example of the role of the municipality as being part of the local sport service network. Inclusiveness in sport should also mean being able to secure cooperation with various other administrations and stakeholders. For example, the technical administration's objective is to improve road safety, which will as a by-product, produce more sporting opportunities for local inhabitants.

Ethics can be considered as tolerance and understanding towards other people. Ethics emphasizes fairness and reasonableness within sport. Ethically operating members of the society respect and understand their own responsibilities to take care of the environment and to create well-being for themselves, their family and the community as a whole. In sport administration the common interest, if conflicting with an individual's interests, will always prevail when making and implementing decisions.

The lack of ethics is more noticeable than its existence. An ethical person values other individuals and actors. Individuals can have a variety of skills and competences. From this perspective, sport clubs, as organizations, have a variety of operations and skills, which have their origins in organizational values and culture. Through author's experiences as adapted sport instructor encouraging weaker participants and avoiding excessive competition are the key to implement ethical values, if sport is perceived to be a basic municipal service. The ethical requirements should be highlighted, particularly with children and young people.

The natural character of sport means that sport and physical activity is an intrinsic part of being human. Humans are designed to be mobile. Human biology requires exercise, enabling the body to strengthen and renew itself to meet the challenges of everyday life. (Myers 2012, 45-61). One of fastest growing areas in sport business is in tools and gadgets that accurately measure physical activity. Activity monitors provide feedback detailing the quantity and quality of exercise. However, the factors that make people move regularly are associated with personal experience before, during, and after exercise. Many experiments based on the sporting opportunities do not require any artificially built environments. New emphasis should be on outdoor sports, which is based on the ecological cycle, could free up resources for other sports services. Notwithstanding changes in sporting

behavior megatrends move sports participation from outside to inside and to audiences. Radical choices will have to be made in the near future. Should the focus be on competitive sport or on natural everyday physical activity? Support for competitive sport in clubs is key to develop contemporary know-how, but sport clubs reaches only a small part of potential sport enthusiasts.

General best practices for sport development implementations are placed at the end of each category. More detailed implementations require in-depth preparation and processing with relevant administrative and stakeholder representatives.

10.1 The municipal structures, the economy and vitality

Adopting an understanding of municipal political values is not enough to ensure that the practical economic sport policy and management supports Kurikka key success factors and values. Sport administration officers play an important role in ensuring that values are highlighted on a regular basis to board members, government and council representatives. It is necessary for a sport administration officer to focus more leadership on board members to ensure that the success factors and values are considered. To implement desired success factors and values measures are needed that guide them towards the desired paths of sports policy. The last section of this chapter defines the framework of sport and physical activity in municipal structures, the economy and vitality.

The town of Kurikka is working on developing a wide range of services across the municipality's traditional administrative borders. The aim is to meet the legal requirements and to maintain the city's image, where Kurikka is home to content inhabitants and satisfied businesses. To other key stakeholders, the town of Kurikka offers adequate conditions and services. Thus, success demands the identification of the residents' and the business community's needs. Service strategies should be built on common foundations. The key elements in this are mission, vision, and the key success factors of Kurikka. The well-being report is one key to success because it allows for a systematic monitoring and evaluation of the selected projects. Kurikka City Strategy 2013–2016 highlights the key success factors that should be taken into consideration in all decision making and implementation within administrative operations (Kurikka 2013).

The author's experience is that the wider effects of merging Kurikka and the municipality of Jalasjarvi are not clear. The integration of organizational practices will continue after the year 2016. The Sports Department will be located in the city organization under Education Administration (situation 26 March 2015), but the main co-partners are still mainly Tech-

nical services and Social and Health Services. Sport administration has numerous potential for cooperation within different administrations.

Ministry of Social Affairs and Health (2013) published a national visionary guideline “On the move” for the year 2020, which claims that by year 2020, Finns should sit less and move more throughout their life-cycle. (STM 2013, 4.) In the vision of the guideline, the key aspects are:

- The importance of sport and physical activity is understood as the basic premise to health and well-being and competitiveness on individual and societal levels.
- The different branches of state and municipal organizations create opportunities for a physically active life.
- The promotion of physical activity is based on partnerships between stakeholders, functional structures and effective management.
- Gender equality and parity are identified and are influenced positively.
- Individuals understand the improved opportunities to increase daily movement.
- Finland has an even stronger culture of physical activity in Europe

The national guideline “On the move” has a wide spectrum of goals, policies and indicators to promote physical activity and solutions to reduce sedentary behavior. The guideline calls for cooperation across administrative boundaries, but also within the sport industry. Unfortunately, the guideline has many contradictions. Finland is described as physically inactive, but at the same time Finland is a model for physical activity (e.g., Itkonen. & Kauravaara 2015.)

Promoting well-being, economic growth and co-operation are the pillars of the well-being in Kurikka (Kurikka, 2013). Residents should be able to obtain high-quality services throughout their life cycle. The life-cycle model and health promotion would therefore be the relevant arguments for cooperation. It is highly suitable, because municipal organizations are changing due to the administrations and personnel arrangements. One dimension of the proposed live cycle model (see figure 3.) is the capability to assess the need for services and quality from the perspective of individual circumstance and living environment. Gradually, the perspective expands to focus on the residential area and the city as a whole. A natural confluence with inhabitants are municipal services, e.g. kindergartens, schools and sports facilities. The life-cycle model requires the evaluation of services and the production to be established based on active networking and co-operation. (Vaasa 2010, 18.)

Every session of physical activity, as well as choosing an active lifestyle, is ultimately a personal decision, but it can be assumed that, through means of sport policy individuals and community physical activity can be significantly affected (Puronaho 2014, 9-10). From

the Sports Department point of view, it can be concluded that the vision for the life-cycle model can be perceived to be successful when local residents truly receive enough sports services, regardless of their situations and throughout their lifetime. Ethical values are also important; inhabitants should feel that they are accepted members of the community. (Vaasa 2010, 18.)

Best practices:

- More leadership by sport administration officer on board members
- Systematic monitoring and evaluation of the selected projects
- The life-cycle model being a relevant argument for cooperation between administrations

10.2 All Age Groups

Well-being management and the strategic dimensions of health promotion are crucial issues when considering the well-being of the entire population. The author's opinion is that health promotion, sport and physical activity are highlighted in speeches, but the will of the management to allocate resources to physical activity promotion has not been realized.

The decline of physical activity in all age groups is the big question to consider. The question cannot be solved by using only the Sport Department budget. Attitude changes towards sport and physical activity should be realized especially in core administration branches in areas such as technical and education administrations and social and health services. Structural solutions that are applied to local circumstances can produce environments that encourage being physically active. In the best scenario, physically-friendly structural solutions are also reflected in practices and attitudes that favor physical activity. (Itkonen. & Kauravaara 2015, 177; Huhtanen & Pyykkö 2012, 13.)

The effectivity evaluation should be implemented from all health promotion projects. The effectivity concept in health economics is determined, firstly, from inputs in the well-being interventions. Costs are comprised of the resources allocated to health promotion activity such as operating and investment costs. From the perspective of health economics financial evaluation includes all costs regardless of the administration. In addition, direct costs, e.g. customer paid fees and other financial contributions should be included if directly related to the service and in order to finance the service. The most relevant cost items include personnel, facilities, equipment and materials. Economic evaluation of health promotion should be assessed through, e.g., the cost of the employee time, service delivery. Service users may have other indirect costs, such as travel costs. Usually only costs directly related to the municipality and its operations are included in the evaluation. (Hujanen 2009, 14.) In practical terms, municipal financial resources do not increase, but the

quality of processes can be changed. Therefore, limited resources should be allocated to processes or activities which produce value for the taxpayer. In this case, employees work time should be calculated as having monetary value.

Best practices:

- Attitude changes towards sport and physical activity should be realized especially in core administration branches
- The effectivity evaluation should be implemented from all health promotion projects

10.3 Children, Teenagers and Families with children

Children's and teenagers' physical activity is characterized by two different factors. Firstly, home, where parents and friends have a decisive influence on attitude and behavior towards physical activity, as well as personal motivation. The parents and families responsibility is to interpret, and be role models for, the child's physical activity. (Hakkarainen et. al. 2009, 32; Lehmuskallio 2011, 24–31; Berg & Piirtola 2014, 7 -11.) Secondly, the aspect of their wider physical environment is important. Do the public parks, residential areas, kindergartens and schools offer inspiring places for exercise? (Liikuntakaavoitus 2015). The well-being report shows that children and young people are doing physically activities below recommendations According to a school health survey, 38.4% of 8 to 9-graders in Kurikka exercise not more than one hour per week - the recommendation is 1 - 2 hours per day. Sedentary behaviors and physically passiveness is accompanied by obesity. (Kurikka 2015c; Aira et. al. 2013, 90.)

Social exclusion, depression and changes in the drug culture, as well as other socially worrying phenomena are increasingly affecting children and young people's everyday lives. Sport in its various forms can be a partial solution to these complex problems. Sport has mainly a positive reputation and could be an affirmation in solving these problems. (Coalter 2011, 563-564, 575; Vuori 2011, 231.)

The Ministry of Social Affairs and Health has published the "On the move" report in which it states that one of the key measures to adopt is that children and young people learn the skills necessary to take up sport and embrace a physically active lifestyle. According to the report, implementation requires a multi-disciplinary approach e.g. early childhood education and that elementary schools adopt sport and physical activity promotion into their curriculum. Similarly, the report suggests that child health clinics and other social and health services extend promotion of physical activity to health counseling. National guidelines have been applied to local conditions in Kurikka. This sports development guideline

seeks to further develop the coordination of sport and physical activity promotion. (STM 2013, 30 – 15.)

Best practices:

- The aspect of their physical environment is important.
- Child health clinics and other social and health services should extend promotion of physical activity to health counseling.

10.4 Young people and Young Adults

According to the Sport Act (2015/390), the municipalities' aim is to reach large sections of the population. In the case of young people and young adults, the municipalities should decide that the priority is to enable sport and physical activity for as many as possible, not only for a few teams or groups using municipal sport facilities and areas five times a week on a regular basis. The means for this are, for example, a new type of pricing for municipal sport facilities in a situation where the demand for sports facilities far exceeds supply. Sport development at free-to-use or low-cost sport facilities can influence the fee the households need to pay. (Puronaho 2014, 74-75.)

The new trends of sport are not organized in a traditional way. New forms of sport call for support and a new way of thinking in the municipality. For example, skateboarding enthusiasts do not perceive skateboarding as a hobby, but a way of life. Unorganized sport, with no clear association partners, challenges sport administration officers to rethink the reasons why the municipality promotes physical activity. (Hentilä & Luoma, 2009, 8-11; Hentilä, Miettinen, Kunttu, Tammelin, Venojärvi & Korpelainen 2015. 64-69.) The author notes that at a municipal level, Kurikka has made improvements to the students favored sport facilities and developed recreational opportunities.

The author suggests that it is important that vocational schools have employees who have degrees in sport and are physically active. The job description and one dimension of the mission should be to promote physical activity and sport and coordinate those students who are participating in competitive sport. Also, the person could be the contact person while the sport development plan is prepared. Too often, coordination remains inside the educational institution where effectiveness is limited. In addition to this, and especially in relation to sport, allocation of resources may have been cut in order to save money.

Best practices:

- A new type of pricing for municipal sport facilities should be implemented
- Unorganized sport, with no clear association partners, challenges sport administration officers to rethink the reasons why the municipality promotes physical activity

10.5 Working Age Adults

From the sports administration's perspective sport and physical activity should be recommended to individuals by using soft values, such as positive experiences. To policymakers, concrete economic arguments and questions work better. (Vuori 2011, 229.)

Safeguarding the health and working capacity of the working-age population is one of the most significant issues in assessing public services for the future Kurikka. The logic goes accordingly. Employed people pay taxes. Taxes are used to maintain the basic functions of the municipality and ensure equal access to services to all. Not all of the population pays taxes. On the basis of the author's experience, important questions to policymakers could be:

- How will the municipality's ratio between tax payers and the rest of the population be formed?
- In which direction are premature retirements evolving?
- Can people manage to extend their working careers?
- How big are the social and healthcare service expenses?
- How much will those services take from municipalities, their residents, and the economy as a whole?

According to Finnish Local Government Act (365/1995), municipalities are responsible for the health and well-being of the residents. The municipality is a key operational unit in Finland. Municipalities have been given state resources to implement the Local Government Act. For the moment, the core service of a municipality is to treat sick people. One of the state grant-deferred criteria is the municipal morbidity index. The higher index means that municipality will have a greater share of state money. In the future, the municipalities' fundamental task is to support, by using state resources, inhabitants' well-being. This well-being is maintained and reinforced by the use of preventive services, including sports and recreation services and its development.

Changes in life situation are typical in working age, such as a switch from study to world of work and establishment of a family, often appear in such a way that the earlier active lifestyle pauses and earlier social relationships are broken. Active and modern sports policy can counter such omissions, and ensure the development of social capital and inclusion. Central to this is work-related physical activity. Health-promoting sports should be part of companies and organizations' personnel policy. (Chapman 2003.)

Municipal leisure services, which include sports services, are often included in municipalities' image surveys. A wide range of leisure services and facilities are thought to contribute or affect households' selecting to live in the municipality and also companies' selection of operating location. Factors related to municipal structures should be taken into account

together with health, working ability and inclusion issues, while development projects and priorities are selected. (Puronaho 2006, 54-56; Puronaho 2014, 74-75.)

The Ministry of Employment and the Economy (2014) published a report regarding sports business ecosystems. According to the report, the sports business industry in Finland is 5.5 billion euros. Sports industry entrepreneurship is complex, ranging from the core of traditional sport in clubs into sports marketing, tourism, sporting events, as well as health and well-being-related products. The report shows that the industry is growing, offering local, national and international solutions to a diverse market. In broad terms, the sports industry growth trend has an impact on the municipalities. For example, the increase in physical activity increases the demand for sports equipment and facilities, and it generates a greater demand for their construction. Following this logic physical activity is important for promoting employment. (TEM 2014, 3.)

The town of Kurikka can afford to develop its sports sector entrepreneurship. In Southern Ostrobothnia; the culturally-specific features of the environment and the strong local identity are unique. Those features should be exploited and developed into products and services focusing on working-age people. One good practice could be the development of a leisure services marketing unit, which would serve both leisure service providers and consumers. This practice is in-use at the town of Vaasa. (Vaasa 2010.)

There is no coherent public system to monitor the physical activity of working-age people. Children and young people already have, however, institutions responsible for monitoring prenatal care, kindergartens and schools. These institutions monitor children and young people's development, and systematically compare the information to national references. Division of people by category within the working age group is not a functional proposition: from a sport and physical activity perspective working-age people are heterogeneous. As a result all-inclusive guides for health promoting sport cannot be formulated. Because of this heterogeneous nature individuals' personal responsibility for making decisions is emphasized as are choices to promote individual well-being. Nonetheless, choices and solutions can be supported by employers and occupational health systems. (OPM 2008, 15; Suomen Kuntoliikuntaliitto 2010, 16)

The Finnish Sport for All Association (2012) published a barometer through which sport in workplaces was surveyed. The survey also states that 83% of employers support employees' sport and physical activity. This significant figure can also be interpreted as that employers have found the positive effects of physical activity. Without the positive effects of sport and physical activity it is unlikely to be supported. The average of 197 euros per

employee is used and the employee-paid subsidy from the total charge of sport service is 15%. Both employers' and employees' views on the positive effects of sport were at a high level in several indicators, including support of "flow" and effects on personal health promotion. (Suomen kuntoliikuntaliitto 2012, 6, 47.)

At the heart of promoting working-age sports is everyday physical activity. Everyday physical activity is inexpensive, natural and inspiring. At least for some people, the potential use of pedestrian and bicycle lanes for commuting would increase their physical activity. Generally the amount of commuting by cycling is possible to increase. (OPM 2008, 15.) To develop the adult population's sport and physical activity Rodgers' theoretical frame (figure 12.) could be used. Rodgers presented the individual decision theory through which physical activity is engaged. Some key factors are communication and marketing, which are based on evidence-based information. Moreover, soft values and experiences related to physical activity and sport could motivate individuals to increase their overall physical activity. (Puronaho 2014, 9-10; Vuori 2011, 229). At the implementation phase, municipalities and Sport Department's should invest in local networks and new information methods (Korhonen & Julkunen 2007, 16; Jalonen 2010, 59).

Best practices:

- A central issue is work-related physical activity. Health-promoting sports and physical activity should be part of companies and organizations' personnel policy.
- The town of Kurikka can afford to develop its sports sector entrepreneurship
- To develop population's sport and physical activity theoretical frames could be used.

10.6 The Elderly

The town of Kurikka has an aging population. The proportion of individuals aged 65 years or more is 24%, or about 3,500 people. In this group, about half are over 75. The amount of people in the highest age groups will increase, and the trend is rising. The national is that 91–92% of 75-year-olds will be living at home. The situation in town of Kurikka in 2013 was that 88% of the age group lived at home. (Kurikka 2015c.) The aforementioned goal is easy to support from both a personal and a municipal perspective, but to achieve the aim sets various challenges for the entire municipal service chain, as well as for the elderly themselves and their loved ones. Aging is about normal, irreversible changes in the body. Aging will weaken the overall human performance. Through aging, the ability to cope with everyday activities and social roles becomes more limited. (Vuori 2011, 88.) An ideal condition for aging is achieved when inhabitants have adopted an active lifestyle at an earlier stage of life in which sport form a central part. According to Kurikka health care professionals the age group, 75 years or more, are in better shape than similar age

groups ten years ago. Their physical, mental and social health is at a high level. They have the wealth to promote their health independently and choose the type of physical activity as they wish. Despite of the general positive trend, there are many younger people whose situation is not the same. (Leskelä 15 April 2015.)

When developing physical activity and sport for the elderly the key is to ensure that no one is left without information about the services provided. Health and Social Services will play a crucial role in reaching older people. When a greater proportion of older people live at home the importance of home services is emphasized. Personnel working in home services should understand the importance of taking care of physical activities. Good local steps have already been taken during the national "Strenght in old age" project (The Age Institute, 2014). The key success factor has been the active education of stakeholders (see figure 1). This standardized education offers the broad positive benefits of physical activity for older people. A good practice has also been to educate local doctors and department supervisors, so that the patient's entire treatment chain has been given the same information. In Spring 2015 a new operation model was launched. The new model focuses on the patients who have been hospitalized for long a period of time. The social and physical needs of the patient are surveyed and the preparation of treatment plans is formulated according to their needs. The aim is to support the individual, so that they would be able to live as independently as possible. It is not the intention, however, to remove and replace the necessary geriatric or other special rehabilitation services. The objective is to enable and to secure the conditions for a meaningful life. (Leskelä 15 April 2015.)

The National Sports Council (2013b) publication contains information regarding the importance of physical activity for older people. It is noted that physical activity is vital for older people. Physical activity will preserve and improve muscle strength, mobility and walking ability. In Finland, more than 7000 hip fractures are recorded each year. One hip fracture is estimated to cost the municipality more than 20,000 euros during the first year. At worst, for an elderly person, a fracture could mean limitations to the living environment and the loss of independent function. A fracture often causes a fear of movement. (Valtion liikuntaneuvosto 2013b, 3-5.)

It is possible to strengthen participation and inclusion in sport by political means (Puronaho 2014, 9-10). These values, together with the reason to promote physical objectives, are the main reasons for determining the development objectives for elderly. Inclusion is closely related to accessibility. For that reason the logistical system should be ensured a sufficient quantitative and qualitative availability of resources. About 22% of peo-

ple aged 75-or over, participate actively in non-profit organizations (Kaikkonen et. al. 2014). By supporting and coordinating elderly people, their organizations and peer support groups, it is possible to deliver sufficient amounts of sport services for the group. Some disciplines, e.g. orienteering have integrated older people into the normal operations of the discipline. Orienteering could be great lifetime hobby and motivate the club member to increased physical activity.

The author has noticed that in addition to the social benefits, consider it from an economic perspective: an elderly person being able to live at home is, from a municipality perspective, financially beneficial. However, the discussion is regularly focused on the subject of whether the elderly can afford to use sports facilities or services. This is noteworthy, because the elderly are often entitled to discounted rates, or even for free services.

While communicating with older people about physical activity emphasis should be placed on the evidence-based benefits of physical activity and the dangers of inactivity. This is particularly so if the call to be physically active comes from a physician. Kurikka has had good experiences with gym activities for elderly. The gym interventions include strength training performed twice a week for a ten week period. The strength training is progressive. Recent studies have confirmed that physical activity in older people should lay emphasis on more muscle strength training, mobility, ability and balance. It is believed that the population group could achieve significant and rapidly emerging benefits in a short period of time. (Vuori 2011, 99.; JIK, 2014.) The author's experience is that there is an obvious need for physical activity counseling, the availability of suitable gym facilities and trained gym instructors. While, as previously mentioned, gym training is free of charge for the participant, the participant needs authorization from a physiotherapist to be able to attend. The physiotherapist primarily assesses the elderly person's functional capacity. The threshold for authorization is high. However, married couples are taken into account, especially if transportation is dependent on a spouse.

Best practices:

- The elderly should be encouraged to adopt an active lifestyle at an earlier stage of life in which sport and physical activity form a central part. Communication should focus on the evidence-based benefits of physical activity and the dangers of inactivity.
- Health and Social Services has a crucial role in reaching older people.

11 The Future

The sport development guideline is the prototype for the official sport development plan. It is a proposal from which the real work to develop a new and better sport development plan will begin. Periodic updates of the plan will meet the needs and local circumstances.

The far-reaching objective of the sport development guideline is to implement life-cycle orientation at an administrative level. The proposed model of life-cycle orientation could have great impact on the town's health and well-being. It could help to develop services to inhabitants across administrative borders. The largest and the most significant milestone of sport development can be considered as being achieved if the sport development plan increase public awareness of the benefit of sport and physical activity. Constructive and evidence-based discussion with inhabitants, media and political decision-makers would also be important. Irrespective of this, the preparation of the official development plans must be transparent and based on shared values and common understanding. It is also important to implement the methods of systematic evaluation and development.

The sport development guideline is predominately focused on sport politics and co-operations between public administrations. Some of the political factors are purely official, but many aspects of politics are unofficial. To be able to generate sufficient amounts of political will behind, for example, health promoting sports, sport administration officers should focus more on the leadership towards political boards. Unfortunately, decision-making processes in public organizations are mostly based on local culture and once-proven methods. New approaches are typically not appreciated.

In reality, proposals concerning organizations' functions, human resources or constructing sport facilities are prepared in detail before annual financial meetings. The frames for the municipal economy are prepared annually within limits of finance and other resources. Effects on the sport uptake and physical activity of the population should be evaluated before making decisions. Decisions and projects should implement the sport development plan and its values, goals and priorities. If a sport development plan is not implemented regularly it has no meaning.

The official sport development plan will be prepared in the near future. The schedule for the final decisions will be in Spring 2016. This is because the changes in organizations due to the merging of Kurikka and the municipality of Jalasjarvi. The official sport development plan will include several significant stakeholders not only from public administration, but also non-profits and private organizations.

Every development plan tells something about the time when it was prepared. Local needs and circumstances change and sporting people should react to that change. The timetable used to update the well-being report should be implemented in addition to the sport development plan - the strategic update once every four years, and a more precise update annually. With this timetable, the evaluation is augmented. The evaluation should focus on “what has been implemented and with what outcome”, and conversely, “what is not done and why”.

Conducting first sport development guideline as a project was a time-consuming job, but its outcome should not be underestimated. The work required a lot of resources and co-operation between various parties for the benefit of the sport: administration officials, elected politicians, and, in the end, the whole population, across every age group. Available resources were scarce and, so far, very limited. The writing process was drawn up by one person. Theoretical planning and the well-being report were the most time-consuming issues, but the sport development guideline was completed relatively quickly, in just over month. The sport development guideline was also the author’s thesis. The thesis was processed and written outside working hours. This project would not necessarily be successful if it worked only during working hours.

11.1 Pragmatic aspects of public sport management

After many pages on the justification for sport and physical activity, we could talk more about the pragmatic elements. The commonsense approach regarding public sport management should guide sport administrations to:

- Start with a focused pilot project and let demand drive additional initiatives
- Design your primary project to benefit high-value municipal needs
- Find and know your partners and recognize their needs as quickly as possible
- Work along multiple fronts (technology, organization and culture)

Effective public sport management should focus on resources already existing in organizations – management systems, organizational change management and human resource management. The issue of what should be done is to expand and improve existing practices, not run after best practices. Effective sport administration and sport development should coexist neatly with municipal strategy. Ultimately, health-promoting sport and physical activity should be blended with other municipal activities management works.

11.2 Definition of the concepts

Before the preparation of the official sport development plan could start, different stakeholders and workgroups should discuss about target group and define key concepts such as well-being, physical activity, sport, health promotion. This is also apparent from the literature (Perttilä et. al. 2004, 37), and my own experiences.

Municipalities are required to prepare a number of different reports, because of legal requirements, but usually there is no nationally or locally accepted structure as to how reports should be prepared and what structure they should have. Organizations and their members are required to take the initiative to find out these things. Notwithstanding, The author argue that the well-being report and its life-cycle model should be considered to form the basis of future reports. Public administration should not conduct unnecessary individual marketing. Administrations provide and deliver services to a common population. Comprehensive information sharing and marketing on a larger scale would have many synergies.

11.3 The importance of co-operation

Municipal senior management and the political board are responsible for implementing the well-being report and also the sport development plan, just as they are responsible for the municipal economy. Effective cooperation between the various partners is the key factor in formulating functional well-being reports and sport development plans. Reasonable knowledge and resource sharing would benefit the population, and, through this, cooperation would have a positive impact to the municipality's image.

In order to prepare a successful sport development plan, active, committed and goal-oriented cooperation is needed. Support from the municipal steering group is also important. Both the well-being report and the sport development plan are intended to serve as tools for preparing the proposal and implementations. Gray & O'Leary (2011, 473) suggest that attempts to avoid pitfalls are simultaneously invigorating, frustrating, empowering and unsettling for those involved in strategic planning. Administration officers should delegate their planning function, but still be involved enough that they feel empowered to use it afterwards.

In retrospect, personal interviews with key people would be useful. In this case, I would be able to ask specific questions and they would have been able to provide additional information: this would definitely improve the outcome. In-depth understanding of key personnel's real needs and desires should be taken into consideration in the future. Neverthe-

less, someone should pioneer the management of sport, health and well-being. When the official sport development plan is formulated, it should be done with a bigger group and clearer work plan and schedule. If tasks are well-distributed the preparation workload is not too heavy or time-consuming for anyone.

11.4 Every person a sport and physical activity promotor

This problem relates to the fact that physical activity is a subjective experience and every municipal administration should promote it. Rephrasing Davenport & Prusak's (1998, 175) remark: "We think promoting physical activity is everybody's job. So we are not going to give resources to individual organizations to do work everyone should be doing." This argument is partly true, because it should be everyone's work to promote, maintain and develop physical activity – to some degree.

Notwithstanding, the reality is not so obvious. Every person should engage in self-reflection, but not everyone can do sport development at a collective level. Sport development will not succeed if there are not officers whose primary work involves extracting and editing knowledge from the flow of information related to internal operations and the surrounding environment. The job description also includes other core operations, such as facilitating networks, and designing and managing multidisciplinary structures with the common objective of promoting sport and physical activity. "So since it's also everybody's job to monitor costs and enhance revenues, you've also eliminated the finance and accounting organization?" (Davenport & Prusak 1998, 175).

12 Criticism

Best practices of sport development also have some intrinsic challenges. Coalter (2011, 563) asserts that the benefits of sport is accompanied by an increased concern about accountability and evidence. The claim for sport's contribution to social and economic development can be characterized, as a majority of health promotion interventions, "ill-defined interventions with hard-to-follow outcomes" (Coalter 2011, 563). Honest performance evaluation and reporting by administrations is fundamental for municipal reform, democratic governance, and policy learning. In Chapter 6.3 the importance of good information and knowledge management was highlighted. However, to be honest and realistic this is not common among office-holders and local politicians. "The rather general perception is that a municipality's success depends on its ability to distinguish relevant knowledge from irrelevant information. However, the separation of relevant and irrelevant information is not a simple task" (Jalonen, 2010, 38). The hidden side of information and knowledge management is always present and could be perceived as information avoidance. By its nature information avoidance is either aversion or avoidance of information. (Jalonen, 2010, 59.) Municipal management is a complex process. Not only information, but also power and politics, has a great influence on decision making.

There are also other problematic issues to observe. Firstly, the author uses symbolic information behaviour. In this case the information is not used to strengthen the base of decision-making, but to give symbolic meaning and justification to the benefits of certain public services. The symbolic value is partly based upon information avoidance. Secondly, different public services could have conflicting interests. For that reason, some administration officers or politicians could avoid or forget information which does not support their perspective. The culmination could be the process of non-decision making, where the defensive attitude is used to suppress certain demands even before they are visible to the public. (Jalonen, 2010, 61.)

The issues above are important also from from the perspective of this thesis. Some could say that the author is biased. The author only focuses on the perspective of sport and physical activity. But could this be the core of sport administration. The middle manager, like the sports administration officer, tries to convince policy-maker by using methods that advocate sport and physical activity. Furthermore, it should be remembered that competition among public administrations is often marginal. Therefore, co-operation and synergies between administrations is the key to success.

13 Conclusions

The importance of health and well-being is seen in our lives every day. We usually do not notice it even if we are losing our well-being. Each of us defines health and well-being according to our own interests. Many laws obligate Finnish municipalities to ensure and monitor their citizens' health and well-being and organize a local platform for sustainable development. The Health Care Act (2010/1326) obligates municipalities to prepare well-being reports. The well-being report should include all plans and decisions that influence, in one way or another, inhabitants' health and well-being. The well-being report gave a practical structure to the sport development guideline. The life-cycle model and orientation could give the sport and physical activity development policy a boost. The life-cycle model is a tool through which all administrations can design their services and structures to better serve residents. Life-cycle orientation goes beyond traditional sectorial thinking, and could allow allocated resources to provide service where the best value for the money could be achieved. For municipality managers and elected politicians a well-being report can be a useful planning and decision-making tool. A well-being report could also be used to evaluate the potential effects of decisions and scenarios before making actual decisions. The usefulness of a well-being report can be perceived not only from the municipality management's perspective, but also from the viewpoint of local inhabitants. A good well-being report should include the feelings and experiences of the inhabitants. Questionnaires to local inhabitants are one method of gathering this data. In the future, different data gathering and analyzing methods are certainly appropriate.

As regards sport development guideline, it must be said that this is only a proposal, and made by one individual from his perspective. It could be most beneficial if it could be the basis for an official sport development plan. The sport development guideline is not conclusive, because the perspective is mostly focused on only two issues. Firstly, the focus is on co-operation with other public administrations. This view was selected, because a larger proportion of inhabitants are using public services provided by non-sporting administrations. If those other non-sporting administrations would start to evaluate their work through physical activity and sport filters good cost-effectiveness could be achieved. Despite this, the sport administration officers usually have no position on municipal steering groups. As a consequence the official focus is on the preparation of municipal general development, health and social services, education, cultural and technical aspects of the organization. (OPM, 2008, 35.)

Secondly, the author truly believes that sport administration officers could do more beneficial work if they use their leadership skills more on political boards. It is not a good situa-

tion if members of the board know only one issue about their role: I am in charge. If the board is not actively engaged in considering the strategic position and direction of decisions about policy, designing projects and budget have little consistency with the significant strategic issues facing the organization. Priorities will be based on perception, past practices and politics during the annual budgeting process. (Tecker, Frankel, & Meyer, 2002, 7.)

13.1 Reliability

The references of this thesis are mostly from recent sources. To find relevant literature was hard at the beginning, pertinent sources tending to get 'lost' amongst the huge volume of written documents, articles and books about health and health promotion. But it was nice to notice that, after a while, some academic authors did appear. Many references used to prepare the conceptual framework were from Finnish national sources. The reliability is also highlighted by using the national indicators. All of the indicators of well-being in the report originate from national information sources. National institutions collect and analyze data systematically in order to provide recent statistics and statistical and reliable information to state and municipal management. Information was also collected from the public documents of the town of Kurikka.

This thesis is evaluated by supervisor Kari Puronaho at Haaga-Helia University of Applied Sciences. Moreover, the evaluation of the well-being report was performed several times by the local Well-Being Group. The Well-Being Group includes key official from the town's steering group. The author believes that the sport development guideline should have also been evaluated by other key officials. However, at the moment there are several more acute issues to discuss in our municipality. So, in the future internal and external information about the well-being report and sport development plan and their various stages will be widely available and its quality will be more transparent.

13.2 Development of individual skills and learning review

The aim is that the Degree Program in Sport Development and Management is for the student to achieve extensive and in-depth knowledge to be able to work on demanding management tasks, which need competences to foster the development of working life. Life-long learning and continuous professional development, students' research and practical skills, as well as good language and communication skills are also included the degree objectives. Highly specialized skills, knowledge and competences are the basis for original thinking and innovations which are used in problem solving in changing environments and organizations. Sport marketing and management experts are able to

find and design appropriate solutions to advocate health-promoting sports in society.
(Haaga-Helia ammattikorkeakoulu)

This thesis and the Master's degree program have given me a wide range of competences for the future. I have developed and deepened my professional skills and expanded the view of sport administration to, for example, in the fields of health promotion and municipal physical activity promotion. My thesis is an example of the outcomes of health and well-being promotion in Kurikka. A variety of different solutions have been used to complete the sport development guideline. Through training, I have had a variety of opportunities to develop and reflect upon myself as a person, as an employee and, perhaps, as a future manager. The thesis process has taught me a broader knowledge of health management, and better organization skills. Searching for information from a wide variety of sources has become more effective and my critical thinking has improved. Interpersonal skills have improved, and in part, my own self-esteem as a professional has risen during lessons and the thesis process. Having finished this thesis, I have gained more experience towards facilitating formal strategy sessions. I have been given a more comprehensive overall view of the entire strategy process and the end product.

Through the available literature, a more comprehensive understanding of the subject helped compose the conceptual framework. The framework then crystalized and gave my thesis its structure. All key concepts are defined and implemented in the field of health-promoting sport and physical activity. Lessons from the Sport Business School in Vierumäki, seminars related to health and well-being and also regional health promotion working-groups helped give me motivation during the process. In particular, I received some good practical advices from the administrative officers which helped deepen my general understanding regarding health promotion and sport development.

To have focused ideas about the overall topic took some time. Before this work started, I had little idea of what a well-being report is and why it would be prepared. Having studied the topic in more detail, it seemed very interesting and it gave me enthusiasm to do it. Many of challenges came up during the project, however. Preparing both the well-being report and the sport development guidelines as a project was a laborious task, but professionally a very useful process. It has to be said, however, that, the well-being report has not been finished during this thesis project. By preparing the well-being report at first I was able to find scattered information about the municipality's overall environment. At present most of the indicators of the well-being report are related to public social and health services. Nonetheless, the available information provides useful arguments regarding the need for public sport and physical activity promotion. Combining concrete reasons like

health problems and the massive lack of physical activity in the population gave good examples to why sport development would benefit municipalities.

This was not the first time I have been involved in such a big project. I am usually a person who brings to work enthusiasm and painstaking documentation skills. The project reached its objective and was realized mainly according to plan. The sport development guideline was completed in record time because I had already studied the theoretical background. The output will be corrected during the near future to better benefit the needs of residents and circumstances of the municipality. It is nice to have an overall view of the upcoming project so I am able to focus more on the smaller details. Nonetheless, the first phase of the project, the well-being report, left me with a slightly negative picture. My input to the work was enormous and the support of health promotion working groups helpful, but the absence of the top management commitment and guidance was poor. This is a somewhat gloomy observation, because it could have an effect on the well-being of the entire population. Maybe I was selected to do the well-being report because my working input has a little relevance to the organization as a whole. This is also seen at the end, because the final product does not have enough political will behind it to support its implementation.

My overall objective for this thesis was revised during the process. This was mostly because my goal was to graduate during Spring 2015. Because of the deadline and a lack of focused ideas around the topic at the start, I had very little opportunity for support for assessment from my supervisor, which was also a challenge to my work. Furthermore, I am hoping for more consistent and wider information sharing for the well-being report and relating process. The marketing should focus on various administrative representatives and decision-makers.

My part of the well-being report, was, and still is, the editing and design of the overall structure. The actual conclusions and proposals for action were made by the Well-Being Group members. The fact is that the well-being report and even the concept of health promotion are new and unfamiliar to some municipal administration officers. The definition and understanding of the well-being concept was partly incomplete at the beginning, and it brought the challenge to my own work. However, I did experience many "eureka" moments, which gave the work more enthusiasm and efficiency to my work and study.

It was interesting to note how useful the information the different health indicators provided was and what the information contains. Most indicators are easily linked to the ground-level employees and the inhabitants. Working with competent individuals confirmed my

self-esteem and knowledge, and improved my thinking. For example, there could be two reasons why the dementia index is low in Kurikka. Firstly, there are relatively few individuals who suffer from dementia. Secondly, individuals who suffer from dementia often do not have a proper diagnosis. The dementia index is based on reported diagnoses.

In the future, it would be awesome, and certainly very different, to be involved with similar projects. My own expertise should certainly be represented differently. Finding my role would probably be easier. Many things I would have done differently, but I stand behind what I have done. I believe that I did my work effectively and I will also be involved in the preparation of next well-being report.

The well-being report and sport development guideline have a very strong relationship to each other. The new ideas for the future research would be: How the health and well-being of the population has changed and what kind of the effects will the decisions made now have on inhabitants in coming years? These considerations would be an interesting topic for further research, conducted, perhaps, by the students.

As a student I can say that the project is successful. I had a plan and I have actually worked as a project manager and implementer. Personally, I feel the project is on schedule, the well-being report will be completed on time, and the budget and resources were sufficient to do the assignment. Despite of various difficulties, I think that the sport development guideline is an excellent first draft, which incorporates the benefits of the well-being report. The guideline is a model, not only for sport administration, but also for other administrations on how to structure their specific development plans. In this work, I have been given support from many highly-skilled individuals who I have met in other contexts. Their opinions and comments have opened my eyes and helped me to comprehensively explore the sports' perspective. I am also grateful for our own Sport marketing student group. They have encouraged me and been able to challenge my thinking. I want to thank my thesis tutor, Professor Kari Puronaho, he has given me an incredible amount of faith in order to complete my thesis on time. Special thanks to my family. It was not easy to coordinate work, study and family life, but they have supported me all the time.

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