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Equality in sports and physical activity in Finland in 2021

Kati Lehtonen, Samuli Oja & Matti Hakamäki

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Abstract

This review presents current themes in physical activity and sports from the perspective of gender equality, reports on the most recent research results broken down by gender, and describes, based on available information, the changes that have taken place. The key perspectives examined in the review are physical activity, competitive and elite sports, civic activity in physical activity, and decision-making and management. The structure and contents give strategic guidance and direction for sports services, which are based on the principle of knowledge-based management and continuous impact assessment. Similar reviews were also published in 2011 and 2017.

Boys and men engage in physical activity more often and more intensively than girls and women. Women increasingly use private sector service providers, and men are more active in sports clubs than women. In the case of children and young people, one in two girls and boys engage regularly in physical activity in sports clubs. In competitive and elite sports, the conditions for women to engage in sports and elite sports have improved. In recent years, women have also won more medals in championship competitions than men.

The number of women in management and decision-making positions in the sports sector has both remained the same and evolved. On the one hand, no significant gender differences exist between those in managerial positions in central and regional administration. One in three of the board members of all national and regional sports organisations are women. There has been no significant change since the early 2000s. On the other hand, a growing number of board members and operative leaders of the sports federations are women. In recent years, several mentoring and training projects have been used to support training for coaching and leadership for women. The share of women has increased in the sector's professional organisations.

Promoting gender equality is a key sports policy objective. At present, gender equality ties in with human rights, sustainable development and intersectionality, for example. In the corporate social responsibility programme adopted jointly by the Finnish Olympic Committee and its member organisations, equality is one of the key elements of the fair play principles. Gender is also part of a wider identity debate, which is reflected in data collection, statistics and reports.

More national policy measures are being implemented at the local government level than before. Pedestrian and cycle routes maintained by municipalities as well as environments that support everyday physical activity are all measures that promote gender equality. Gender-disaggregated information will also be needed in the future to support decision-making on sport policy and to create opportunities for sport and physical activity. Information and data should be collected regularly and systematically.

Keywords gender equality, sports policy, physical activity, sports, women, men

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Liikunnan ja urheilun tasa-arvo Suomessa 2021

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Julkaisija	Opetus- ja kulttuuriministeriö	
Tekijä/t	Kati Lehtonen, Samuli Oja & Matti Hakamäki	
Yhteisötekijä	Likes, Jyväskylän ammattikorkeakoulu	
Kieli	englanti	Sivumäärä 100

Tiivistelmä

Tässä katsauksessa esitellään liikunnan ja urheilun ajankohtaisia teemoja sukupuolten tasa-arvon näkökulmasta, raportoidaan tuoreimpia tutkimustuloksia sukupuolittain eriteltynä sekä kuvataan tapahtunutta muutosta saatavilla olevaan tietoon perustuen. Keskeisinä näkökulmina ovat fyysinen aktiivisuus, kilpa- ja huippu-urheilu, liikunnan kansalaistoiminta sekä päätöksenteko ja johtaminen. Rakenne ja sisällöt palvelevat liikuntatoimen strategista ohjaamista, joka perustuu tiedolla johtamisen periaatteelle sekä vaikutusten jatkuvalle arvioinnille. Vastaavat katsaukset on julkaistu myös vuosina 2011 ja 2017.

Pojat ja miehet liikkuvat enemmän ja intensiivisemmin kuin tytöt ja naiset. Naiset käyttävät yhä enemmän yksityisen sektorin palveluntarjoajia, ja miehet liikkuvat naisia useammin liikunta- ja urheiluseuroissa. Lapsista ja nuorista joka toinen tyttö ja poika liikkuu säännöllisesti liikunta- ja urheiluseuroissa. Kilpa- ja huippu-urheilussa naisten edellytykset urheilla ja huippu-urheilla ovat kehittyneet. Naiset ovat myös vuositasolla saavuttaneet viime vuosina enemmän olympialajien arvokisamitaleita kuin miehet.

Naisten määrä liikunta-alan johto- ja päätöksentekotehtävissä on sekä pysynyt ennallaan että kasvanut. Valtion- ja aluehallinnossa johtotehtävissä olevien henkilöiden sukupuolijakaumassa ei ole merkittäviä eroja. Kaikkien valtakunnallisten ja alueellisten liikuntajärjestöjen hallitusjäsenistä joka kolmas on nainen. Merkittävää muutosta ei ole tapahtunut 2000-luvun alun jälkeen. Sen sijaan lajiliittojen hallitusjäsenistä ja operatiivista johtajista yhä useampi on nainen. Naisten valmentamista ja johtamista on tuettu viime vuosina useilla mentorointi- ja koulutus-hankkeilla. Alan ammatillisissa järjestöissä naisten osuus on kasvanut.

Sukupuolten tasa-arvon edistäminen on keskeinen liikuntapoliittinen tavoite. Tällä hetkellä sukupuolten tasa-arvo nivoutuu esimerkiksi osaksi ihmisoikeuksia, kestävää kehitystä ja intersektionaalisuutta. Suomen Olympiakomitean ja sen jäsenjärjestöjen yhdessä hyväksymässä vastuullisuusohjelmassa tasa-arvo on yksi osa-alue reilun pelin periaatteissa. Sukupuoli on myös osa laajempaa identiteettikeskustelua, joka heijastuu tiedonkeruisiin, tilastointeihin ja raportointeihin.

Yhä useampi valtakunnallinen politiikkatoimi pannaan toimeen kuntatasolla. Kuntien ylläpitämät kevyen liikenteen väylät ja arjen liikkumista tukevat ympäristöt ovat tasa-arvoteko. Liikuntapoliittisen päätöksenteon ja liikunnan edellytysten luomisen tueksi tarvitaan jatkossakin sukupuolittain eriteltyä tietoa. Tiedon keräämistä tulee jatkaa säännöllisesti ja systemaattisesti.

Asiasanat liikunta, urheilu, naiset, miehet, sukupuolten tasa-arvo, liikuntapoliittikka

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Jämställdhet inom idrott och motion i Finland 2021

Undervisnings- och kulturministeriets publikationer 2022:22	Tema	Idrott
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Referat

I denna översikt behandlas aktuella teman inom motion och idrott ur ett jämställdhetsperspektiv, rapporteras de nyaste forskningsresultaten specificerade enligt kön samt beskrivs den förändring som skett utgående från tillgänglig information. Centrala teman är fysisk aktivitet, tävlings- och elitidrott, medborgarverksamhet inom motion och idrott samt beslutsfattande och ledning. Strukturen och innehållet tjänar den strategiska styrningen av idrottsväsendet, som baserar sig på principen om ledning genom kunskap samt på kontinuerlig konsekvensbedömning. Motsvarande översikter har publicerats 2011 och 2017.

Pojkar och män rör på sig i större utsträckning och mera intensivt än flickor och kvinnor. Kvinnor använder tjänsteleverantörer inom den privata sektorn i allt högre grad, och män hör oftare än kvinnor till motions- och idrottsföreningar. Av barn och ungdomar rör varannan flicka och pojke regelbundet på sig i motions- och idrottsföreningar. Kvinnors förutsättningar för idrott och elitidrott har utvecklats inom tävlings- och elitidrotten. Kvinnor har också fått fler medaljer i olympiska grenar än män per år under de senaste åren.

Antalet kvinnor i ledande och beslutsfattande uppgifter inom idrottssektorn har både förblivit oförändrat och vuxit. Det finns inga betydande skillnader i könsfördelningen bland personer som arbetar med ledningsuppgifter inom stats- och regionförvaltningen. Var tredje styrelsemedlem i de riksomfattande och regionala idrottsorganisationerna är en kvinna. Ingen betydande förändring har skett sedan början av 2000-talet. Däremot är allt fler av grenförbundens styrelsemedlemmar och operativa ledare kvinnor. Kvinnors träning och ledning har understötts under de senaste åren genom flera mentorskaps- och utbildningsprojekt. Andelen kvinnor har ökat i branschens fackliga organisationer.

Att främja jämställdhet mellan könen är ett viktigt idrottspolitiskt mål. För närvarande hänger jämställdheten samman med till exempel de mänskliga rättigheterna, hållbar utveckling och intersektionalitet. Jämställdhet är ett av delområdena i principerna för rent spel i det ansvarsprogram som Finlands olympiska kommitté har godkänt tillsammans med sina medlemsorganisationer. Kön är också en del av en mer omfattande diskussion om identitet, vilket återspeglas i datainsamling, statistikföring och rapportering.

Allt fler riksomfattande politikåtgärder genomförs på kommunnivå. Kommunernas leder för gång- och cykeltrafik samt miljöer som stöder vardaglig motion är en jämställdhetsgärning. Som stöd för det idrottspolitiska beslutsfattandet och för att skapa förutsättningar för idrott och motion behövs information specificerad enligt kön också i fortsättningen. Insamlingen av information ska fortsättningsvis ske regelbundet och systematiskt.

Nyckelord jämställdhet mellan könen, idrottspolitik, motion, idrott, kvinnor, män

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1 Introduction

This review is concerned with the state of gender equality in sports and physical activity. It continues the publications describing the status in 2011 and 2017. These were preceded by a 2005 memorandum by the Tasapeli working group and an accompanying statistical section. The aim of the review is to describe change in gender equality in sports and physical activity. Efforts have been made to monitor and report basic information as consistently as possible. However, the previous reports have included the examination of some specific topics, which will not be repeated here. Similarly, this review includes a separate review of the physical activity of older people written by Anniina Kortetmaa. The section on competitive and high performance sports is also more extensive than in the previous publications. In addition to register data and other information on organised physical activity, the amount and nature of physical activity have been monitored. The selected content is roughly based on what has been considered to fall under the Ministry of Education and Culture's remit of physical activity in Finland. Other definitions are particularly based on the Act on the promotion of sports and physical activity and the Act on Equality between Women and Men.

The review is based on available classifications, publications and materials. The binary concept of gender (men–women) is no longer the only way to perceive gender. Gender diversity is also increasingly taken into account in sports research (e.g. Berg & Kokkonen 2021). However, so far, the number of responses from those identifying as other than male or female in Finnish surveys in the field of sports and physical activity has remained so low that no statistical analysis of these responses has been presented. As a result, gender equality is also primarily discussed through the equality of men and women in this research review. The same applies to registers. The results are presented based on the division used in the data set.

Inputs to national sports policy come from the European Union and the Council of Europe. Current concerns include threats to democracy and the narrowing of opportunities for civic participation. The concept of intersectionality describes how, in addition to gender, other factors and differences simultaneously affect a person's status and group identity; these include a person's social class, age, ethnic origin and sexual orientation. The EU's gender equality plan also includes the prevention of gendered violence. In Finland, the #Metoo campaign has influenced information needs in the remit of sports. During the preparation of this report, new data have been available on topics including harassment

and bullying in sports and physical activity as well as the prevalence of sexual offences reported to the police. The goals and content of the 2030 Agenda for Sustainable Development have an impact on how various aims concerning climate on one hand and social development efforts on the other are intermingled in new programmes and goals, which also concern sports and physical activity.

2 Legal basis

2.1 Legal and political basis of equality in physical activity

In Finland, the Act on Equality between Women and Men constitutes the legal basis for equality. The Act is also referred to as the Equality Act. The objectives of the Act are to prevent discrimination based on gender, to promote equality between women and men, and thus to improve the status of women, particularly in working life. The objectives also include preventing discrimination based on gender identity or gender expression. Provisions on promoting equality and preventing discrimination based on age, origin, nationality, language, religion, belief, opinion, political activity, trade union activities, family relationships, health, disability, sexual orientation or other personal reasons are laid down in the Non-Discrimination Act. The implementation of each Act is supervised by a designated authority (the Ombudsman for Equality and the Non-Discrimination Ombudsman). Finland also has a joint National Non-Discrimination and Equality Tribunal. It is an impartial and independent judicial body appointed by the Government. (Act on Equality between Women and Men 609/1986, Non-Discrimination Act 1325/2014.)

The Act on the promotion of sports and physical activity lays down eight objectives to be promoted under the Act. Seven principles have been determined for the implementation of the objectives, one of which is equality. In the Act on the promotion of sports and physical activity, equality is also mentioned in section 10, which concerns the eligibility for discretionary government grant of organisations promoting sports and physical activity. The quality, scope and social impact of the organisations in question and how they promote non-discrimination and gender equality are factors that are taken into account in the consideration concerning the allocation of discretionary government grants. When considering the eligibility for discretionary government grants of a sport federation, aspects taken into account include the quality, extent and societal impact of the federation's operations, the federation's efforts to promote non-discrimination and equality, and its compliance with the ethical principles of physical activity and sports as well as the international obligations binding on Finland. The promotion of equality is also one of the criteria that, under section 12 of the Act, are taken into account when considering the amount of discretionary government grants allocated to an organisation promoting physical activity. (Act on the Promotion of Sports and Physical Activity 390/2015.)

Under Government Decree on the Promotion of Sports and Physical Activity, the National Sports Council's tasks include submitting initiatives and issuing statements on issues

related to gender equality. In addition, the Decree states that an organisation promoting physical activity must provide an account of how it has promoted equality in its application for an operating grant. (Government Decree on the Promotion of Sports and Physical Activity 550/2015.)

In the Programme of Prime Minister Sanna Marin's Government, the goal is to make Finland one of the leading countries in gender equality. The aim is to create a monitoring system covering different administrative branches for the purpose of monitoring equality. It is also proposed that the gender impact assessment should be included in the administrative functions of all ministries. In the section on cultural, youth and sports, the promotion of gender equality is proposed as a way of improving the conditions for club activities and high performance sports. (Programme of Prime Minister Sanna Marin's Government 10 December 2019).

The Government Action Plan for Gender Equality points out that data analysed by gender is not always available or used, which makes it difficult to define and take into account equality objectives. It is also recognised that the currently used social security number system results in providing information to the authorities mainly based on legal, binary gender. The Government Action Plan for Gender Equality makes no specific reference to sports and physical activity with the exception of a remark that the impacts of the #Metoo campaign in Finland extended to working life in general, sports, politics, and the world of theatre and film. The programme does not focus on objectives or indicators. Instead, the aim is to define these in the government report on gender equality submitted to Parliament. (Government Action Plan for Gender Equality 2020–2023.)

Finland also has a Council for Gender Equality (TANE), a permanent advisory council appointed for each parliamentary term. TANE has representatives of the parliamentary parties in proportion to the outcome of the most recent general election. It is tasked with issuing statements and initiatives related to legislation, among other things. TANE also organises various events and seminars. (TANE 2021.) Another authority under the Ministry of Social Affairs and Health is the Gender Equality Unit, which is also responsible for the preparation and coordination of the Government's gender equality policy (Ministry of Social Affairs and Health 2021a). The Ombudsman for Equality, an impartial and independent authority, also operates under the Ministry of Justice. The authority's main task is monitoring compliance with the Act on Equality between Women and Men (*ibid.*).

2.2 International regulations and recommendations

2.2.1 European Union

Gender equality is a core value of the European Union (EU) and a universally recognised human right that contributes to laying the foundations for prosperity, economic growth, success, good governance, peace and security. According to the EU's latest Gender Action Plan (2021-2025, GAP III), the key priorities are linked to three themes: gender mainstreaming, targeted policy measures and political dialogue/discussion. The Commission also draws attention to the concept of intersectionality, which describes how a person's status in society is affected not only by gender but also by many other variables. These include the social class, age, origin and sexual orientation. (European Commission 2020.)

The 2030 Agenda serves as a broader framework for the EU Gender Action Plan. The 2030 Agenda is an action plan for sustainable development agreed by the UN member states for the period 2016–2030. It particularly aims to eradicate extreme poverty by taking into account the aspects of sustainable development concerning the economy, human wellbeing and the environment. The responsibility for implementing the agenda lies primarily with the states. The agreement includes 17 different goals concerning sustainable development. Gender equality is directly linked to Goal 5 "Achieve gender equality and empower all women and girls". Other Sustainable Development Goals, such as those supporting the wellbeing and health of individuals, also affect gender equality. (Ministry for Foreign Affairs 2021).

These international general policy priorities and premises for equality also affect Finland's national sports and physical activity policy. The competences of the EU in the field of sport and physical activity were laid down in the Treaty of Lisbon adopted in 2009 and elaborated in the White Paper on Sport and Action Plan "Pierre de Coubertin" published in 2007. The EU's mission is to develop knowledge-based sports and physical activity policies, support cooperation, and manage initiatives to promote physical activity and sport. In the European Parliament, the Committee on Culture and Education (CULT) is responsible for EU sports policy and its development. At the operational level goal achievement is promoted through, for instance, the Erasmus+ programme, which is used to financially support the activities of projects and networks in the field. The inclusion of competence in the field of sports in EU treaties has opened up new opportunities for introducing measures in this area, and EU policymakers also agree that sports can improve overall wellbeing, help solve broader societal problems from racism to social exclusion and gender inequality, and provide significant economic benefits across the Union. In the EU, the field of sports is primarily examined in three sectors: 1) the importance of sports in society, 2) the economic dimension of sports and 3) the political and legal framework for sports. (European Parliament 2021.)

Since the Treaty of Lisbon, the EU's sports and physical activity policy has been translated into three concrete work plan periods approved by the Parliament, the most recent of them taking place in the period 2017–2020 (Hellmund 2017). The key priorities of the completed period include the integrity, finances and societal impacts of sports will remain important in the work plan period 2021–2024. However, special attention will be paid to sports investments, health-enhancing physical activity that takes into account the opportunities of different age groups to exercise, and environmental aspects. The impacts of the COVID-19 pandemic physical activity among the population and the overall functioning of sports as well as climate change underlie these specific questions. (European Parliament 2021.)

Gender equality has been one of the key contents of EU sports policy and has been based on the general objectives of EU policy. During the current work plan period, the promotion of gender equality will be included in the priority area of integrity and values in sports. The three themes of equality are 1) increasing the share of female coaches and managers in sports organisations, including sports clubs, 2) ensuring equal conditions for sports, paying attention to aspects such as financial matters and payments to athletes, coaches and other personnel, and 3) increasing the visibility of women's sports and reducing stereotypes in media. These objectives will be pursued by sharing best practices, expanding the knowledge base on the topic and following the Parliament's conclusions on the promotion of equality issued in 2014 and recommendations on good governance from the perspective of gender equality drawn up in 2016. The work plan will be advanced in expert groups and seminars, after which the European Parliament will draw new conclusions on the theme in the second half of 2023. (European Union 2020.)

The most recent proposal for more detailed measures and recommendations on gender equality in sports approved by the European Commission was adopted on 18 February 2014. The strategy period extended to 2020 and is strongly linked to the general objectives of the work plans. No similar set of strategic proposals for sport has yet been adopted for coming years. However, it can be assumed that the content of any new proposals will remain similar, taking into account the general objectives of the work plans for the periods 2017–2020 and 2021–2024.

The specified proposals determined for the period 2014–2020 stem from the observations that the participation of girls and women in sport is still not at the same level as the participation of boys and men, and that the number of women in leadership positions in sport governing bodies in Europe is still very small. As justifications for strategic actions, the document lists the need to attract more participants and clients to sport, empower lives, improve the quality of services, promote a safe and secure sport environment, decrease the high drop-out rate of girls and women, and be economically beneficial for different stakeholders, including the sports media. As a particular task of the strategic

actions was considered intervention in gender based violence and harassment. The document claims that an open, sound and safe sporting environment serves as a protection against sexual harassment and abuse and against false accusations. National strategies in each EU Member States are considered a precondition for effective intervention. The specific targets set included a minimum of 40 per cent of men and women on the boards of national sports organisations and working groups responsible for physical activity and sports. The same 40 per cent target was also set for volunteers or hired coaches. In addition to such quantitative targets, the proposal identified a need to develop national strategies and operational programmes. (Gender Equality in Sport 2014.)

2.2.2 Council of Europe

The Council of Europe was established in 1949 and is an international intergovernmental organisation separate from the European Union. Almost all (47 countries) European countries are members of the Council of Europe. Finland became a member in 1989. The tasks of the Council of Europe include promoting the unity of its member states, protecting human rights and pluralist democracy, drafting legally binding multilateral agreements, and drawing up recommendations guiding the member states' policies and the application of the law. (Ministry of Social Affairs and Health b.)

According to the Ministry of Social Affairs and Health, the Council of Europe has prepared over 200 binding conventions and hundreds of recommendations. Important agreements binding on Member States include the European Convention on Human Rights, the European Social Charter, the Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) and the European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment, and the Convention for the Protection of Human Rights and Dignity of the Human Being with regard to the Application of Biology and Medicine. In addition, provisions specific to the administrative branch of the Ministry of Social Affairs and Health include the Framework Convention for the Protection of National Minorities, the European Charter for Regional or Minority Languages, the Convention on Action against Trafficking in Human Beings and the Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse. (Ibid.)

The Council of Europe's current Gender Equality Strategy (2018–2023) contains six strategic areas. The strategy is focused on areas such as preventing and combating gender stereotypes, preventing and combating violence against women and sexuality as well as achieving gender mainstreaming in policy measures and related monitoring. The objectives of the strategy also pay attention to decision-making: the participation of women and men in political and public decision-making should be balanced. (Council of Europe 2021.)

As a concrete measure related to sport and physical activity, the Council of Europe and the Union carried out the 2018–2019 ALL IN: Towards gender balance in European sport project. The project aimed to support public administration authorities and sports organisations in the planning and implementation of policy measures promoting gender equality, and in bringing attention to inequality in physical activity. The project involved carrying out data collection in 18 countries to develop the monitoring of policy objectives and to support knowledge-based management. The areas of data collection were decision-making, coaching, participation in sports and physical activity, gender equality in media and gender-based violence. In Finland, 31 sports federations representing Olympic sports responded to the survey. The survey was sent to 34 federations (91%). According to the results, Finland was, in addition to France, a country in which the responding federations were fairly progressive in the examined areas in the measures to promote gender equality and their realisation. The proportion of women in decision-making was better than average, and the preparation of policy programmes and plans was also at a good level. There was still room for improvement in areas such as coaching, despite the fact that the federations responding to the survey had taken different measures to increase the number of female coaches in different sports. In addition, of the themes external to the government sports policy, Finland's score was below average in the area of gender equality in media, which was one of the indicators. The share of female journalists in the Rio (2016) and Pyeongchang (2018) Olympic and Paralympic Games was used as the indicator. On average, the share of female journalists was 17 per cent, while their share in Finland was nearly half of this (9%). (Council of Europe 2019.)

2.2.3 International Working Group on Women & Sport

The International Working Group on Women & Sport (IWG) has played an essential role in promoting equality work in Finnish sports and physical activity since the establishment of the working group. Finnish decision-makers in the field of sports have played key roles in the working group activities, especially until 2014, when the IWG World Conference was held in Helsinki. In fact, Finland has contributed to the promotion of gender equality in sports and physical activity to a significant extent through international activities and sports policy (Hakamäki, Turpeinen & Lehtonen 2022). Established in 1994, the IWG aims to improve and promote the role and position of women in different areas of exercise globally. The working group meets every four years at the World Conference. At the Helsinki Conference, the IWG published its Brighton Plus Helsinki Declaration. The Declaration, which is still in force, lists key multinational and international conventions, declarations, resolutions, recommendations and guidelines with equality provisions, requiring that every effort should be made by state and government to ensure that institutions and organisations responsible for sport and physical activity comply with them. (IWG 2021a.) Currently, almost 600 international organisations have signed the Declaration (IWG 2021b).

At the Helsinki Conference, health-promoting physical activity, supporting it in different stages of girls' and women's' lives, as well as specific actions to prevent eating disorders and sports injuries were adopted as the premises for promoting equality in sports. The IWG noted the need to produce statistics on sport broken down by sex and to mainstream the gender perspective in the allocation of resources, and required governments and sports organisations to report on research findings and data collected on gender equality in sport and share information on policies, actions and best practices. The IWG also identified mentoring and training as prerequisites for increasing the proportion of women as coaches and referees. (IWG 2014a.)

The latest IWG Conference was held in 2018 in Botswana. Five key priorities, the Botswana Big Five Legacy, were determined at the Conference for the currently ongoing four-year term: media, accountability particularly from an economic perspective as a balanced allocation of resources, equal representation of the genders in decision-making and coaching, research and practice and the promotion of evidence-based policy measures, and communication that is made concrete as a digital communication platform related to the IWG's activities (IWG 2021c). Gender mainstreaming was defined as the cross-cutting theme in all five key priorities.

2.3 Changes in the criteria for discretionary government grants to third-sector organisations promoting physical activity

Key policy instruments used by the government for sports and physical activity are regulative, resource-based and information-based steering. The reform of discretionary government grants to third-sector organisations promoting physical activity in autumn 2020 has been a key administrative change related to the promotion of gender equality. This section describes the background to the reform and changes in the grant criteria related to the promotion of equality.

In 2020, the Ministry of Education and Culture allocated some EUR 42.3 million in general grants to national and regional third-sector sports organisations such as sport federations/national governing bodies of sport. In addition to general grants, the Ministry grants special subsidies each year. As a whole, grants allocated to national and regional organisations promoting sports and physical activity account for about a quarter of the central government's annual budget for sports and physical activity. (Ministry of Education and Culture 2021a.)

Until 2015, the Act and Decree on the Promotion of Sports and Physical Activity defined sports organisations as organisers of physical activities. The entry strengthened the role of the organisations in implementing the government sports policy. While this entry on the responsibility for organising services was removed as part of the 2015 reform of the Act and Decree on the Promotion of Sports and Physical Activity, a discretionary government grant was secured for the organisations from the proceeds of gambling activities on a statutory basis. (Lehtonen 2015.) Despite the broadening of the sports sector and an increase in independent physical activity among the population, the government sports policy still recognises that sports organisations play a rather considerable role in both competitive and high performance sports and in increasing the physical activity of the population (Lehtonen 2020).

As sports organisations receive a significant amount of public aid and have been assigned a key sports policy task, promoting gender equality has been one of the criteria for discretionary government grants for sports organisations for decades. The Ministry of Education and Culture (then known as the Ministry of Education) introduced performance guidance at the beginning of 1993 (Ministry of Education 1992). In practice, this transition meant that the ministry became a performance-managed unit. From the point of view of the discretionary government grant recipients, the beginning of the decade also marked a renewal of the principles for distributing the grants to be performance-based. Physical activity for children and young people, recreational physical activity for adults, and competitive and high performance sports formed the profit areas of the organisations. Physical activity for children and young people was a special focus area for the grants. (Aarresola & Mäkinen 2012.)

More detailed objectives for the content were created in a working group led by the Ministry of Education in 1992. Already at that time, promoting gender equality in sports and exercise culture was defined as the content of the societal significance of sports activities. Other focus areas in the assessment of the societal significance of sports and physical activity included ensuring opportunities for physical activity for special groups and taking environmental impacts and the general principles of sustainable development into account in sports culture. (Ministry of Education 1992.)

The criteria for promoting gender equality were specified in the early 2000s. In 2002, a procedure was introduced that involved examining the data of the 50 largest sports federations to compare the gender distribution of enthusiasts in a particular sport with the shares of women and men involved in decision-making and the gender distribution of the coaches and instructors in the sport. The federations' plans for promoting gender equality, the possible appointment of a person responsible for equality issues and the resources used were also taken into account. (Ministry of Education 2005.)

The discussion on the societal significance, value base and ethics of sports organisations took a concrete form in several written materials on the topic and related measures carried out in the early 2000s and in the middle of the 2010s. The Finnish Sports Federation was actively involved in the work to promote gender equality; for example, it held the presidency of the European Women and Sport network from 1998 to 2000. The Yhteinen maali ("Mutual goal") equality programme was published in 1998. The objective of the programme was to have at least 40% women and men in the decision-making bodies of sports and physical activity. The Lupa välittää – lupa puuttua ("Permission to care – permission to intervene") guide was concerned with the practices related to preventing sexual and gender-based harassment. (Ibid.)

The grant criteria were also reconsidered in the 2000s. A working group active in 2004 notes in its memorandum that no unambiguous criteria have been found for assessing the societal significance of sports organisations' activities. The ethical recommendations drawn up by the Finnish Sports Federation were proposed as the basis for any changes to the criteria. While the memorandum instructed that the special characteristics of different sports should be considered more carefully than before, the examination was still based on the gender distribution in various sports. In addition to environmental issues, measures related to anti-doping, the fight against racism, tolerance, and the promotion of physical activity among ethnic minorities had been added as an area of societal importance. (Ministry of Education 2004.)

The 2009 working group for the grant system started operating at the same time as an overall reform of the sports system was launched (Lehtonen 2015). This transformation is also reflected in the proposal submitted by the working group. The group proposed changing the classification of sports organisations into three categories based on their operating expenses, and determined the profit areas of recreational sports and physical activity, high performance sports, and organisations and clubs. (Ministry of Education 2009.) This was a significant change in relation to the sectors defined in the 1990s. The efforts of the working group reflected the change in the entire sports and physical activity system, which led to the discontinuation of two sectoral organisations (Young Finland Association and the Finnish Sport For All Association), and the Finnish Sports Federation, which served as a service and advocacy organisation at the time as well as an overall reform of the high performance sports system (Lehtonen 2017) in 2012.

Similarly as by the previous working group, the promotion of gender equality was linked to the ethics of sport. The umbrella term of societal significance had been changed to social responsibility. Concepts categorised under this term included communality, measures to combat alcohol and drug use, equality between genders and generations, sustainable development, tolerance and anti-racism, and anti-doping activities.

(Ministry of Education 2009.) From the perspective of gender equality, the entry in the memorandum reflects not only this conceptual change but also the extensive area of ethical aspects in sports already identified at the time.

However, the old classification of industries was not abandoned until 2015 (Ministry of Education and Culture 2014). At the same time, a project was launched to assess the activities of sports organisations and develop the knowledge base on organisations. The results of the project were presented in two reports (Mäkinen et al. 2015; Lehtonen & Mäkinen 2015). In a project funded by the Ministry of Education and Culture, organisations were engaged in assessing matters such as the general aid practices, collected data and criteria of organisations promoting physical activity. The project served as groundwork for a change that was concretised in the autumn of 2020 as a Ministry of Education and Culture reform of the grants for national and regional sports organisations promoting physical activity.

Currently, organisations are classified into four groups: sports federations, regional organisations, other national sports organisations and sports service organisations (the Olympic Committee and the Paralympic Committee). The application forms of the organisation groups were updated to better reflect the basic characteristics of the organisations' activities. The discretion concerning the grants for all organisation groups is based on the quality, scope and societal impact of the organisation's activities. There are differences between the organisation groups; for instance, the quantitative assessment criteria related to clubs and organisation activities are given most emphasis in the criteria of sports federations. Meanwhile, for regional organisations and other sports and physical activity organisations, the criteria include both the number of members as well as aspects such as the number of training activities, seminars and network events, and the amount and quality of communication, lobbying and societal impact work. As a result of the reform, the application forms ask for information broken down by gender so that, in addition to the male/female gender, respondents can declare their gender as "other". (Ministry of Education and Culture 2021b.)

In addition to the above grouping of organisations, the most obvious change in the priority areas set for granting aid is the definition of mutual, scored responsibility criteria for all organisation groups. There are five of these criteria. 15 per cent of the grant is allocated on the basis of compliance with the following criteria:

- Good governance
- Gender equality and non-discrimination
- Safe and healthy operating environment
- Environmental responsibility
- Anti-doping activities.

In practice, for example, meeting the criterion related to anti-doping activities requires for the sport federation to implement an approved anti-doping programme. A similar programme including descriptions of objectives, measures and monitoring is required for environmental responsibility, and gender equality and non-discrimination. According to the criteria of the Ministry of Education and Culture, the activities of the organisation must be equal, accessible and open to all population groups. In addition, gender equality and non-discrimination must be taken into account in the organisation's administration, decision-making and appointment of persons to decision-making bodies as well as in activities directed at members of the organisation and other stakeholders. All responsibility criteria are scored and each has a 3-per-cent weight when grants are awarded. The Finnish Center for Integrity in Sports FINCIS is responsible for assessing the anti-doping activities. The Ministry of Education and Culture carries out the assessment of the other responsibility criteria together with other experts. (Ibid.)

The responsibility programme of the Olympic Committee (2020) and its member organisations is aligned with the responsibility criteria set for the Ministry of Education and Culture general aid. The Olympic Committee supports organisations in promoting responsibility and in the preparation of the contents of individual programmes, such as equality and non-discrimination programmes. This support particularly includes responsibility clinics, support materials and advice. The responsibility programme is based on the Fair Play declaration, which brings together the common ethical principles of the Olympic Committee and its member organisations (Olympic Committee 2021).

3 Physical activity

According to the Ministry of Education and Culture (2021c), the sports and physical activity sector creates preconditions for a physically active lifestyle for the entire population. The aim is to ensure that the Finnish population engages in enough physical activity to promote its health and wellbeing. The Act on the Promotion of Sports and Physical Activity lays down the objectives for the promotion of a physically active lifestyle. The objectives are promoting the opportunities of various demographic groups to engage in physical activity, the wellbeing and health of the population, the maintenance and improvement of the capacity for physical activity, and the growth and development of children and young people.

At the level of measures, a physically active lifestyle is promoted in different age and population groups through means such as the On the Move programmes. These include the Families on the Move, Early Childhood Education and Care on the Move, Finnish Schools on the Move, Studies on the Move, Adults on the Move and Older people on the Move programmes. The programmes are funded by the Finnish Ministry of Education and Culture.

Starting at the turn of the 2010s, the policy measures for promoting programme-based physical activity have been expanded. In particular, binding the physical activity of children and young people to the activities of education and training institutions in the public sector stands as evidence of new administrative policy thinking in which networking, local coordination specific to the municipality and programme implementation play a crucial role. (Lehtonen 2017; Lehtonen & Laine 2020; Lehtonen & Uusikylä 2021.) In addition to the programmes, the role of municipalities is emphasised especially in maintaining sports facilities and conditions. The latest policy measure funded by the Ministry of Education and Culture, the Finnish Model for Leisure Activities, is also based on municipal activities and cooperation. The aim of the model is to support the well-being of children and young people by ensuring that each child and young person gets to engage in a pleasant and free hobby before or after their school day. In addition to physical activity, recreational activities are also organised in the fields of music, art and other forms of culture, taking into account the wishes of the children and young people. For the school year 2021–2022, special subsidies were granted to 235 municipalities through the regional state administrative agencies (HSM 2021).

Research findings concerning physical activity are often compared to national recommendations: what proportion of children, adolescents or adults participate in enough physical activity to meet the recommendation? The same national physical activity recommendations are used for different genders. Also in the present review, the recommendations lay the foundation for examining the similarities and differences in the physical activity of the population from a gender perspective.

3.1 Children and adolescents

Children and adolescents' physical activity is studied and monitored in at least four national research projects: Physical activity behaviours of children and adolescents in Finland (LIITU), the WHO's Health Behaviour in School-aged Children, the School Health Promotion Study, and the Study of young people's leisure activities. In recent years, monitoring and research carried out under the Schools on the Move programme have also produced national data on children and adolescents' physical activity. In addition, there is the Move! national measurement and feedback system for physical functioning intended for pupils in grades 5 and 8 of basic education. The main purpose of the system is to encourage people to take care of their own physical functioning independently. The Move! measurement results are used in physical education at schools, in health examinations organised by school health care and in the planning, monitoring and evaluation of national, regional and local welfare measures.

The present review on gender equality in sports and physical activity only covers the most important results on the physical activity of children and young people (LIITU and the School Health Promotion Study), as in-depth analyses and comparisons are reported extensively in Finland's Report Card on physical activity among children and young people published at the beginning of 2022. Currently compiled for the fourth time, Finland's Report Card describes and assesses the state of physical activity among children and young people and its promotion through ten indicators. The assessment of the indicators has been carried out in an expert group in accordance with international guidelines, drawing on the latest research results on the different areas of physical activity of children and young people. The reporting on the 2022 Report Card has emphasised the perspective of equality and non-discrimination, and also paid attention to young people with a foreign background and those with a disability.

In this review, students in upper secondary education are referred to as girls and boys instead of women and men. This decision has been made as the studies referred to in this study have related the fulfilment of the recommendations to the physical activity recommendations for children and young people, even though some of the students had already turned 18 and would thus fall within the scope of the recommendation for adults.

3.1.1 Share of children and young people meeting the recommendation on physical activity

Recommendations on the physical activity of children and young people have been prepared for two age groups. The recommendations for children under school age, i.e. physical activity in early childhood, are from 2016. According to these, children need at least three hours of physical activity of varying levels of intensity every day. Based on the recommendation, this should include two hours of light and one hour of vigorous physical activity. Longer sedentary periods should be avoided and shorter inactive periods should be broken up. Children should also have an opportunity to practise basic motor skills in various ways and environments in all seasons. The grounds for the recommendation for physical activity in early childhood stem from the UN Convention on the Rights of the Child. (Ministry of Education and Culture 2016.) The national recommendations are in line with the World Health Organisation (WHO) recommendations for physical activity for children under 5 years of age.

Based on the recommendations of children and adolescents aged 7 to 17 years, at least 60 minutes of versatile, moderate to vigorous physical activity a day is recommended in a manner suitable for the individual, taking into account their age. Excessive and prolonged immobility should be avoided. Strenuous endurance-type physical activity that increases muscle strength and the skeletal system should be performed at least three days a week. Attention should also be paid to mobility. The previous Finnish recommendation for this age group, 'Recommendation on physical activity for school-aged children', dates from 2008. The recommendation updated in 2021 is based on the WHO's updated recommendations. The core of the recommendation has not changed much, but its content has been modified to better correspond to the research evidence on the physical activity of children and adolescents, of which significantly more is available since 2008. The new updated recommendation, which has now been published, uses, for example, the term exercise, which in this context means the same as physical activity, but the choice of words is intended to emphasise an active everyday life. (Ministry of Education and Culture 2021d.)

Children's and young people's physical activity behaviours in Finland (LIITU study) is a study on demographic trends used to collect data on the physical activity and sedentary time of children and young people as well as associated factors. The LIITU data were previously collected from children of basic education age in 2014, 2016 and 2018. In 2020, the study was focused on young people studying at upper secondary level for the first time ($n = 5,333$). A separate survey, "Participation of pupils with disabilities and long-term illnesses in surveys of physical activity behaviour (Tutka)", was carried out at the same time with the LIITU 2018 data collection ($n = 7,132$). A survey and accelerometer were used as data collection formats in the LIITU study.

According to the 2018 LIITU survey, 38 per cent of children and young people aged 9–15 were as physically active as recommended. Compared to 2016, their activity had increased by six percentage points. The results are based on the self-rated activity of children and young people. The recommendations on physical activity was met in all age groups (9, 11, 13 and 15 yrs.) more frequently in 2018 than in 2016. The number of boys engaged in physical activity in accordance with the recommendation was higher (42%) in 2018 than in 2016 (37%). The physical activity of one third of girls met the recommendation in 2018, compared with just above one quarter in 2016. (Kokko et al. 2019.)

The results of the 2020 School Health Promotion Study show a slightly reverse trend. The share of those meeting the recommendations on physical activity as a whole is also slightly higher than in the LIITU study. According to the survey results, 43 per cent of pupils in grades 4 and 5 of basic education exercised at least one hour a day (39% girls, 47% boys). Compared to 2016, the share of boys who had been physically active had decreased slightly and the girls had remained unchanged. Correspondingly, a larger share of pupils in grades 8 and 9 and upper secondary level students met the recommendations on physical activity in 2020 than in 2016. Nearly one in three boys and one in five girls in higher comprehensive school engaged in physical activity for at least one hour a day in 2020. Four years earlier, 16 per cent of girls and 23 per cent of boys met the recommendations. Similarly, around 15 per cent of boys and around 10 per cent of girls studying at the upper secondary level met the recommendations for physical activity in 2016. In 2020, a slightly higher proportion of girls studying in upper secondary schools (14%) met the recommendations compared to those studying in vocational institutions (12%). 17 per cent of boys in vocational education and training and 22 per cent of upper secondary school students were physically active for at least one hour a day. (THL 2021a.)

A comparison with the School Health Promotion Study shows that the results of the 2020 LIITU study on the physical activity of upper secondary level students are similar (Kokko et al., 2021). The physical activity of 14 per cent of the respondents met the recommendations on physical activity. In general upper secondary education, boys were more physically active than girls and younger age group (16–17-year-olds) exercised more often than the older. More than half of upper secondary school students engaged in vigorous physical activity at least three days a week. Strenuous physical activity was more common among boys than girls and in the younger age groups than in the older age groups.

However, based on the results gathered with an accelerometer, the proportion of children and adolescents who met the recommendations on physical activity in the LIITU study had not changed between 2016 and 2018 when the differences in the age and gender distribution of the group of participants were taken into account. In the 2018 survey, 2,782 children and young people used the accelerometer. At both measurement points, the share of those meeting the recommendations was 32 per cent. An examination of the data

based on age shows that 71 per cent of 7-year-olds, over half of 9-year-olds, 41 per cent of 11-year-olds, nearly one fifth of 13-year-olds, and one tenth of 15-year-olds met the recommendation in 2018. Boys reached the recommendation more often than girls in all age groups, but the share of girls aged 9–13 who reached the recommendation increased between 2016 and 2018. In particular, the share of 11-year-old girls who reached the recommendation increased between 2016 and 2018. Meanwhile, the share of boys aged 11–15 who reached the recommendation decreased between 2016 and 2018. During their waking hours, the children and young people were sitting or lying down for an average of 7 hours and 17 minutes. As children and adolescents grow older, the amount of time spent sitting and staying still increases: The average time for 7-year-olds was 6 hours and for 15-year-olds 8 hours 55 minutes. On average, boys spent slightly more time sitting or lying down than the girls during their waking hours. Boys engaged in vigorous and intense physical activity more often than girls in all age groups. (Husu et al. 2019.)

In the 2020 LIITU study, the accelerometer was used by 1,045 upper secondary school students and 123 young people in vocational education and training. The fulfilment of the recommendation was examined in the young people who used the accelerometer for at least four days and at least 10 hours a day. 2.6 per cent of general upper secondary school students engaged in vigorous or intense physical activity for at least 60 minutes on each day of measurement, i.e. reached the recommendation on physical activity. While girls met the recommendation more often than boys (3.6% vs. 1.6 %), the difference between the genders was not statistically significant. During their waking hours, the upper secondary school students spent an average of 9 hours and 56 minutes sitting or lying down. Boys spent slightly more time sitting or lying down than girls (10 h 8 min vs. 9 h 52 min). Of the students in vocational education and training, one in ten of the boys and none of the girls met the recommendation. (Husu et al. 2021.)

The WHO recommendations for physical activity are the same for both disabled and able-bodied children and young people aged 5–17. According to the LIITU study, a quarter of the young people who reported having a disability were physically active in accordance with the recommendation. Physical activity decreased with age. Young people with disabilities were clearly less active (24%) than those without disabilities (34%). Boys were more active than girls in different categories of disability, with the exception of those with cognitive challenges. Girls who had challenges in communication (18%) or social activities (17%) were the least physically active. While the physical activity of only 19 per cent of boys with cognitive disabilities met the recommendation, physical activity of boys with visual impairment was at the same level as among boys without any disabilities (37%). (Ng, Rintala & Asunta 2019.)

The physical activity behaviours of Finnish young people with disabilities studying in general upper secondary schools and vocational institutions was reported for the first

time in Finland in the 2021 LIITU study. In upper secondary schools, one third (33%) of young people with disabilities engaged in little physical activity, which means that they engaged in exercise for at least one hour 0–2 days per week. Only about 11% of general upper secondary school students with disabilities were physically active for at least one hour every day; the corresponding share of able-bodied young people was 14 per cent. This gap was particularly pronounced among boys

3.1.2 Sports and physical activity events

The LIITU studies also included questions concerning the place and organiser of the activities participated by children and young people. 91 per cent of children and young people aged between 9 and 15 engage in physical activity on their own initiative in their free time (at least once a week). 53 per cent of the respondents engaged in physical activity on their own initiative between 4 and 7 times a week. Engaging in physical activity at one's own initiative decreased with age: While nearly half (44%) of 9-year-olds engaged in independent physical activity almost every day (6–7 days a week), the corresponding rate among 15-year-olds was one in ten. There are no differences between the sexes when it comes to physical activity on one's own initiative. However, there was a decline in participation in the activities organised by companies in the sports sector at least once a week. In 2016, 41 per cent of the respondents participated in the activities organised by companies; four years later, their share had dropped to 34 per cent. Meanwhile, participation in club activities by schools had become slightly more prevalent among 9-year-olds (31% vs. 36%), while reducing by a few percentage points in the older age groups. Among girls, participation in the club activities had increased slightly between the years of comparison (18% vs. 21 %). 17 per cent of 13-year-olds and about one in ten 15-year-olds who responded to the 2018 survey participated in sports events organised by other organisations. In both age groups, participation had decreased by five percentage points. (Martin, Suomi & Kokko 2019.)

The majority (93%) of upper secondary school students also exercised in their free time on their own initiative at least once a week. There were no significant differences between boys and girls. Girls (36%) used the services of companies in the sports sector more than boys (19%). Boys (9%) participated in club activities organised by their educational institution more often than girls (4%). (Kokko et al. 2021.)

3.2 Summary

- Of the girls and boys involved in basic education, 38–43 per cent exercise at least one hour a day. The results vary between different studies. Measured by surveys, the share of those who have reached the recommendation on physical activity has increased slightly. Meanwhile, based on the data collected using an accelerometer, the proportion of those meeting the recommendation (32%) had not changed in the period 2016–2018.
- Boys meet the recommendations more often than girls.
- In both genders, the proportion of those meeting the recommendations on physical activity for children and young people decreases with age.
- Boys spend more time sitting and lying down than girls, but they also engage in more moderate to vigorous physical activity at different ages.
- Disabilities are linked to overall physical activity levels. The recommendation is met by one in four children and young people with disabilities. Boys reach the recommendations on physical activity slightly more often than girls.

3.3 Adults

The UKK Institute published a revised recommendation on physical activity for adults in 2019. The recommendation is based on similar guidelines from the United States, backed by extensive scientific evidence (2018 Physical Activity Guidelines Advisory Committee). The recommendation on physical activity updated by the UKK Institute determines the amount of weekly physical activity sufficient for maintaining health among those aged 18–64. Käsitteellisesti merkittävin muutos koskee suosituksen liikunta-käsitettä, joka muutettiin myös lasten ja nuorten suosituksiin: liikuntasuosittelusta nykyään puhutaan liikkumisen suosituksista. The content of the recommendations are primarily the same. Adults are still recommended to engage in 2.5 weekly hours of strenuous exercise. The same health benefit can be achieved by increasing the intensity of physical activity. In this case, the sufficient amount has been estimated to be 1.15 hours. Muscular strength and coordination exercises should be taken at least 2 times per week based on the recommendations. The revised recommendations no longer require physically active moments with the duration of at least 10 minutes. According to current knowledge, a few minutes of physical activity is enough. The new recommendation also pays more attention to light physical activity, taking breaks from sedentary time, and the importance of getting enough sleep. (UKK Institute 2019)

3.3.1 Share of adult population meeting the recommendation on physical activity

Monitoring changes in adults' physical activity and fitness is not an unambiguous task. Population surveys have been used to measure the areas of physical activity in various ways. For example, surveys include different types of questions determining respondents' physical activity. There is also some level of interpretation involved in surveys, as the respondents subjectively rate their own physical activity. Indeed, physical activity has been increasingly measured using accelerometers. Measurement and analysis methods have also been constantly changing and evolving, but this has reduced the comparability of results (cf. Husu et al. 2018).

The information presented in the latest Ministry of Education and Culture survey on the population's physical activity and fitness (Husu et al. 2018) is also based on measurements made with accelerometers. The report compared change in the physical activity of the adult population between the results of the Health 2011 and KunnonKartta 2017 survey. Overall, it appears that there have not been any major changes in the physical activity and sedentary times of the adult population between 2011 and 2017.

According to the results of the KunnonKartta 2017 survey, Finns aged 20–69 spend an average of 9 hours and 18 minutes of their waking hours sitting or lying down. Approximately two hours a day was spent standing still. On average, men spent more time sitting or lying down more than women, but women spent more time standing still than men. They spent 46 minutes on brisk or vigorous physical activity. The study participants spent around 4 hours of their waking hours (16 hours) on light physical activity. On average, the participants ($n = 2,256$) were 50 years old and the majority were women (59%). The majority (78%) of the participants used an accelerometer for 6–7 days during a one-week period, and nearly all (97%) did so during at least one day on a weekend. (Husu et al. 2021.)

Both Health 2011 and the KunnonKartta study measured endurance with a six-minute walking test. In both years of measurement and in all age groups, on average, men walked a longer distance than women. The total distance had increased from 640 metres to 658 metres among men and from 596 metres to 621 metres among women. (Husu et al. 2018.)

When comparing the Health 2011 results with the KunnonKartta 2017 results, the share of time spent sitting or lying down among men had increased by about 4 percentage points and among women by 3 percentage points in the KunnonKartta 2017 data. The amount of light physical activity had decreased by about 2 percentage points in both genders. There was no difference between the studies in the shares of standing or engaging in brisk or vigorous physical activity. On average, one fifth of the participants engaged in physical activity that met the recommendations on endurance training. On average, women were

more likely to meet recommendation than men, and in the oldest age group, meeting recommendations was more common than in the youngest age group. In the age group of 20–29-year-olds, the physical activity of one in ten women met the recommendations on endurance training, compared with over 20 per cent of 60–69-year-old women. Among men, the differences between age groups were smaller: the physical activity of approximately 20 per cent of each age group was in line with the weekly recommended amount of endurance training. (Ibid.)

The proportion of the population meeting the recommendations varies considerably depending on the study and data collection. In the Regional Health, Welfare and Services (ATH) study reported by Bennie et al (2017), nearly one in three Finns met the recommendations for endurance training. 17 per cent of the respondents fulfilled the recommendation on muscular strength, 7 per cent for coordination exercises and 11 per cent for physical activity as a whole. This makes the share of those meeting the recommendations on endurance training ten percentage points higher in the Bennie et al. (2017) study based on the data of the ATH study than in the KunnonKartta 2017 study. The results are based on a survey.

Since 2017, the ATH study has been replaced by the FinSote study, which is also carried out by the Finnish Institute for Health and Welfare (THL). The data are collected using questionnaires. According to the latest results, 40 per cent of men and 38 per cent of women aged 20 or over met the recommendation on physical activity as a whole. (Parikka et al. 2020).

According to the FinHealth 2017 survey conducted by the Finnish Institute for Health and Welfare, approximately half of both men and women were physically active in accordance with the recommendations for endurance training. 39 per cent of men and 34 per cent of women who responded to the survey met the recommendation for physical activity in its entirety. (Borodulin & Wennman 2019). The target group of the study is Finns aged 18 or over, and the data has been collected using questionnaires.

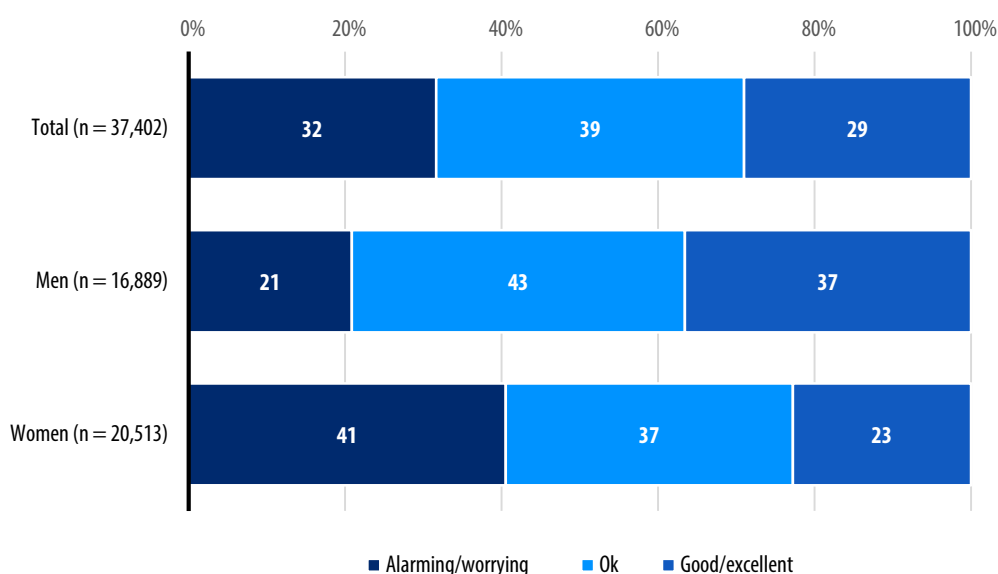
In summary, approximately 20–50 per cent of the adult population meet the recommendations on endurance training and 11–40 per cent meet the recommendation on physical activity in its entirety. A considerably larger share of respondents fulfil the recommendation for physical activity as a whole or the recommendation for endurance training in questionnaire surveys than in the KunnonKartta study utilising an accelerometer.

3.3.2 Fitness, work ability and recovery of the adult population

Data on the physical activity and fitness of the adult population have been collected with physical fitness tests carried out by the LIKES Research Centre, from the truck tours of the Adults on the Move and Fit for Life programme, and surveys aimed at work communities (Heiskanen 2021). Between 2014 and 2020, the tests covered 20,527 women and 16,909 men aged 20–64. According to the participants' self-reported results, the share of women engaging in physical activity that causes them to run out of breath was higher (71%) than that of men (62%).

Waist circumference, which describes a person's body composition, is classified as a significant health risk when it is more than 90 cm for women and 100 cm for men. The waist circumference of a slightly higher share of women (34%) than men (30%) was at this level. The waist circumference of slightly over one third of both men and women was at a normal level. The body fat percentage was at the recommended level for slightly under half of those tested (46% of men, 47% of women). Women's body fat percentage considerably exceeds the recommended level when it is above 30%. The corresponding recommended value for men is 20%. A higher proportion of the women tested (31%) had a body fat percentage significantly above the recommended level compared to men (28%). The fitness index, which pays attention to both body composition and endurance fitness, was at a worryingly low level in 41% of women and 21% of men. 37 per cent of men and around one in five women had a good or excellent score in the fitness index (Figure 1).

Figure 1. Fitness index (body composition and endurance).



Slightly more than half women (54%) and 43% of men suffered from occasional or frequent fatigue. However, most respondents (80%) felt that their work ability was at least good. A considerably smaller proportion of women (39%) than men (74%) had oxygen uptake rate sufficient for endurance fitness and physical work ability for work causing medium strain. The reference value for sufficient oxygen uptake is 35 ml/kg of body weight per minute.

3.3.3 Engaging in physical activity during leisure time

In the FinHealth 2017 study, physical activity was examined based on work causing physical strain, the amount of physical activity during leisure and the time spent on active commuting. About one in three men and about one in four women engaged in physical activity during their leisure time. 29% of men and 30% of women did not engage in any physical activity during their leisure time. The most popular forms of physical activity in the adult population in 2017 were walking and chores at home, and physical activity also occurred in contexts such as climbing stairs. The forms of keep-fit exercise, which the participants engaged in several times a week or daily, included gym and strength training, running and jogging, and dance and group exercise. Cycling was also very popular, especially in the summer. Approximately one in ten people aged 18 or over spent at least 30 minutes on active commuting each day. There were no differences between the genders. Nearly one in three men and one in five women had a job that caused physical strain (a lot of walking, lifting). The basic data set of the FinHealth 2017 survey consists of all 7,050 people who participated in the FinHealth 2017 survey (3,291 men, 3,759 women). Data were collected in two stages, and there were differences in participation by age and gender. The participation rate in the entire FinHealth 2017 study was 69 per cent, when participation in any data collection stage was taken into account. Women's participation rate was higher than that of men. (Borodulin & Wennman 2019.)

The physical activity of adults with a disability has been examined in the Liikuttaako report published in 2021. In the report, persons with a disability are considered to include those whose mobility or ability to carry out tasks, perceive things, orient themselves, remember or understand things or communicate is permanently or temporarily restricted by an injury, disability or illness. For example, persons with physical disabilities, visual or hearing impairment or intellectual disabilities as well as individuals with various chronic illnesses are faced with various barriers to mobility, physical activity or performing tasks. The data in the report were collected using a survey, which was filled out by 1,213 Finns aged over 18. The respondents were asked about the amount, duration and intensity of their physical activity in three different forms: the number of times the respondent engaged in leisure time physical activity per week, the total number of hours spent engaging in leisure time physical activity per week, and the number of days during which the respondent had engaged in intense exercise for at least one hour during the previous week. (Saari & Ala-Vähälä 2021.)

The results do not show significant differences in the number of times and hours spent on physical activity each week between age groups or genders. Slightly over one third of the respondents engaged in very little physical activity, i.e. at most on two days per week, and the share of those engaging in less than 1–2 two hours per week was the same. The share of participants engaging in little physical activity was particularly high among those reporting a disability related to hearing or behaviour, and those with two or more disabilities. 46% of the respondents reported having engaging in leisure time physical activity on four or more days per week. The number of daily physical activity was highest among those living in sparsely populated rural areas and persons with a vision impairment (49%). The number of persons engaging in over four hours of physical activity per week was also the highest among those with a vision impairment. The share of men was slightly higher (34%) than women (28%) among those who engaged in more than four hours of physical activity. Men also engaged in more physical activity that was strenuous than women. Respondents with several disabilities reported that they did not engage in any strenuous physical activity during the previous week. An examination of the reported physical activity during leisure time in relation to the recommendations for physical activity reveals that up to 70 per cent of people with disabilities do not meet the recommendations. (Ibid.)

The Aikuisväestön liikunnan harrastaminen, vapaaehtoistyö ja liikuntaan osallistuminen (Engaging in physical activity, volunteering and participation among the adult population) publication reported about leisure time physical activity among Finns aged between 15 and 74 divided into different forms of sport and exercise (Mäkinen et al. 2018). The production of data on these topics has been fragmented since the final National Sports Survey was published in 2010. The report is based on two sets of demographic panel data commissioned by the Research Institute for Olympic Sports as a service provided by Kantar TNS in 2018. The first survey was conducted in May, and was filled out by 1,569 people. The second survey was conducted in late November, and was filled out by 1,672 people. Those who responded to the first survey could not respond to the second survey, which enabled joining the survey data into a single data set comprising 3,241 respondents. The respondents represent the entire Finnish population balanced by gender, age and residential area. A special feature of the survey is that many of its questions are used to investigate physical activity and volunteering based on specific sports. The primary unit of observation are the different sports and individuals are examined only through these. In the report, the tables describing the recreational activities of different sports have been restricted in that any sports with under 25,000 enthusiasts are not presented in the tables. (Ibid.)

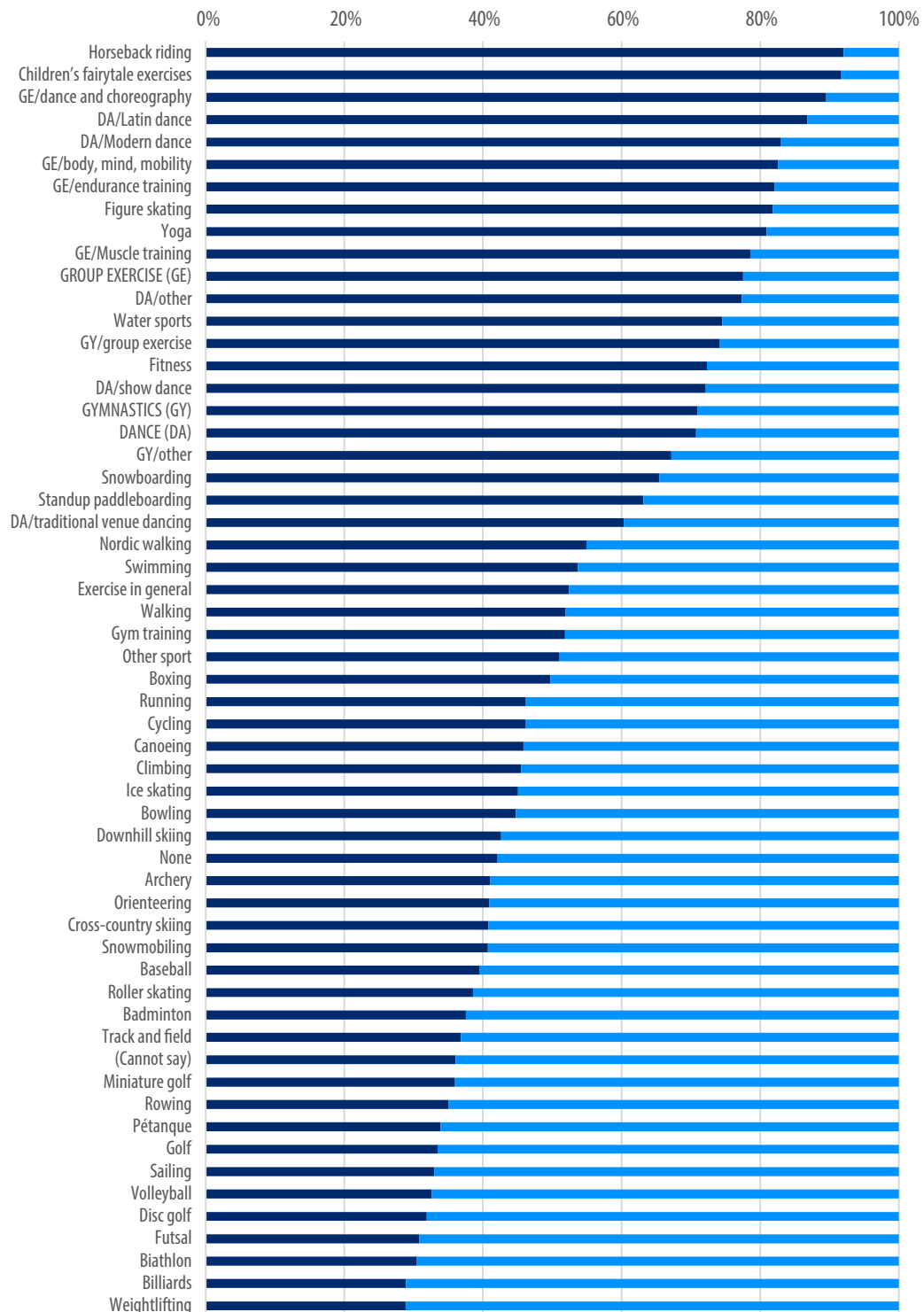
According to the results of the report, 82 per cent of the Finnish adult population say that they engage in physical activity, sports, exercise or outdoor activities. The question used was: "Which forms of exercise, physical activity, sports or other forms of exercise and outdoor activities have you been engaging in within the past year?". A slightly higher

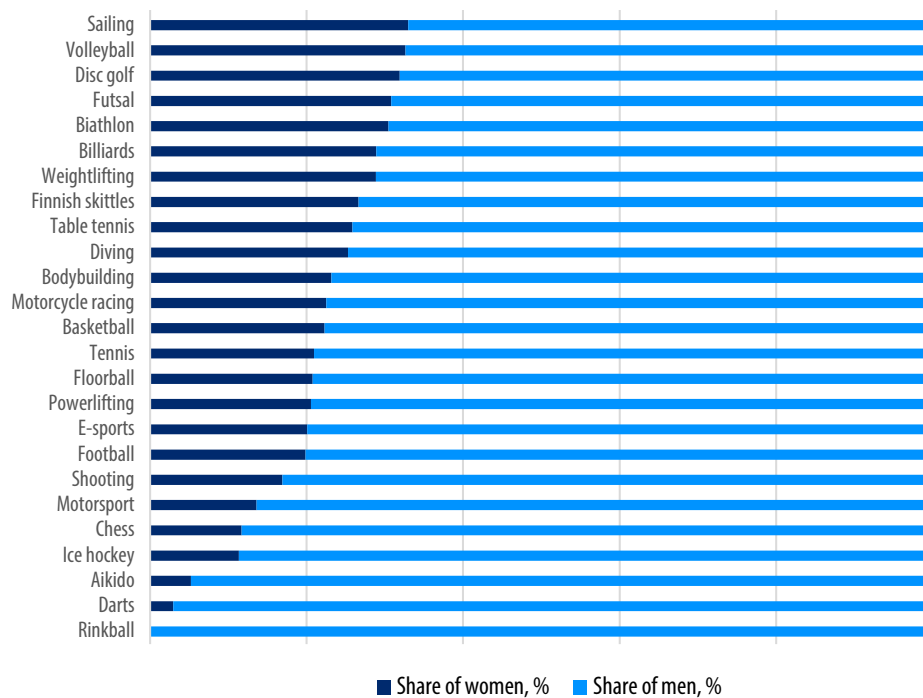
proportion of women (84%) engaged in physical activity than men (81%), and women engage in more diverse physical activity than men. More than half of women (51%) and less than half (47%) of men engaged in four or more types of sport and exercise. Meanwhile, the proportion of men engaging in one sport was higher than that of women (men, 26%, women 20%).

A higher share of women engaged in physical activity alone and on their own initiative (women 69%, men 63%), whereas men were more likely to engage in physical activity on their own initiative in groups or with friends than women (men 36%, women 32%). Women use services provided by private companies clearly more than men (women 22%, men 8%). The majority of the popular types of physical activity favoured by women (group exercises, fitness, gym training) is available through private companies. Men, on the other hand, are more active in sports clubs than women (men 16%, women 10%). The observation is in line with the National Sports Survey (2009–2010). However, gender gaps in participation rates have increased slightly in both contexts (companies and clubs). Men were also more active than women in engaging in physical activities provided by associations or organisations and organised by their workplace or parish. Meanwhile, women are more active than men in guided activities organised by their municipality or city, adult education institutions or community colleges, and in physical activity organised by a school or educational institution. (Ibid.)

Figure 2 shows the shares of men and women in the most popular leisure time physical activities. Leisure time physical activities continue to be rather gendered. Sports practised nearly exclusively by women include horse riding, different types of group exercises, figure skating and water sports. The expansion of sports culture in various forms of dance and group exercise is clearly visible in the results. The private sector offers more distinct types of dance and group exercise than before, and women also engage in all these activities more often than men. This trend supports an earlier observation that women are clearly more active than men in participating in activities organised by companies in the sports sector. Meanwhile, leisure time physical activities in which men are the clear majority include rinkball, darts, chess and ice hockey. Ball games played in teams are also more common among men than women. (Mäkinen 2019.) Although certain recreational activities are still considerably gendered, the number of people engaging in all these forms of physical activity is not comparable to that of those walking or cycling in their leisure time. For example, some 32,000 Finns practice leisure time figure skating, 27,000 of them women and 4,500 men. Similarly, 82,000 Finns play chess in their leisure time, 69,000 of them men and 13,000 women. (Mäkinen 2021.)

Figure 2. Most popular sports among women and men aged 15–74 (%). GE = group exercise, DA = dance, GY = gymnastics (Mäkinen 2021.)





By contrast, a nearly equal number of women and men engage in traditional outdoor activities, such as cycling, walking, running and swimming. At the population level, these are the clearly most popular leisure time physical activities. Going for walks is the most popular type of exercise among both men and women (Tables 1 and 2). At the population level, more than a million women and clearly over 800,000 men go for walks at least once per year. The most popular physical activities mainly practiced by women also include forms of exercise that hundreds of thousands of women engage in. For example, more than 300,000 women report that they practice yoga, and the number of those engaged in group exercises and gymnastics in their leisure time are equal. Similarly, in the sports favoured by men, 275,000 people play football and 178,000 ice hockey.

Table 1. Most popular sports among women: at least once per year (Mononen et al. 2018).

Sport	Population
Walking	1,033,000
Gym training	548,000
Swimming	495,000
Cycling, mountain biking, road cycling	442,000
Gymnastics, exercise	402,000
Group exercise	330,000
GY/group exercise	329,000
Running	323,000
Yoga	303,000
Cross-country skiing	292,000

Table 2. Most popular sports among men: at least once per year (Mononen et al. 2018)

Sport	Population
Walking	814,000
Cycling, mountain biking, road cycling	438,000
Gym training	434,000
Swimming	363,000
Cross-country skiing	359,000
Running	320,000
Football	275,000
Nordic walking	193,000
Bowling	186,000
Ice hockey	178,000

3.4 Summary

- Based on accelerometer data, it appears that there have not been any major changes in the physical activity and sedentary times of the adult population between 2011 and 2017. There are no major differences between the genders.
- The accelerometer data indicates that Finns aged 20–69 spend an average of 9 hours and 18 minutes of their waking hours sitting or lying down.
- Around one in three men and one in four women engage in some physical activity during their leisure time.
- Women engage in physical activity more diversely than men.
- A higher share of women engage in physical activity alone on their own initiative (women 69%, men 63%).
- Women use services provided by private companies clearly more than men (women 22%, men 8%), and this has been a growing trend. Most of the popular types of physical activity favoured by women (group exercises, fitness, gym training) is provided by private companies.
- Men are more active in sports clubs than women (men 16.3%, women 10.3%).
- Leisure time physical activities continue to be rather gendered. Sports practiced nearly exclusively by women include horse riding, different types of group exercises, figure skating and water sports. The expansion of sports culture in various forms of dance and group exercise is clearly visible in the results. As a result, the increased service production in the private sector in the above sports is reflected in both the forms of physical activity available as well as the amount of sports services used.

3.5 Older people

Lifestyle affects the health and functional capacity of an older person in the latter years of their life. Physical activity can slow down physiological changes brought by age, maintain health and functional capacity and prevent ageing caused by illnesses (Jantunen et al. 2017). Despite the recommendations on physical activity, older people clearly do not exercise enough to promote their health. In the Regional Health, Welfare and Services study, only 11.5% of Finns over 75 years of age exercised in accordance with the recommendations for endurance training, 2.5% in accordance with the recommendations on physical activity as a whole, and around 5% trained their muscle strength enough (Bennie et al. 2017). According to the latest research knowledge, a better walking speed and muscle strength level has a positive impact on an older person's recovery and expected survival in case of a stress situation, such as a bone fracture. In other words, a better walking speed and muscle strength will help older

people cope with stress situations. (Koivunen 2021.) For this reason, it is important to monitor both the physical activity among older people as well as changes in their walking and muscle strength.

In addition to balance, muscle strength, flexibility and physical activity, the recommendation on physical activity for people over 65 years also takes into account the need for taking breaks from in sedentary activity and getting sufficient sleep. According to the recommendations on physical activity, people over the age of 65 should weekly engage in either strenuous physical activity for 75 minutes or vigorous physical activity that increases the heart rate for two and a half hours. They should engage in light physical activity as often as possible and take breaks from inactivity whenever possible. Older people should also engage in physical activity that develops their muscle strength, balance and flexibility at least twice a week. The recommendations on physical activity also emphasise the importance of getting enough sleep. The recommendations focus on versatile physical activity and an effort to maintain and improve the functional capacity of older people. (UKK Institute 2021a.)

It is also by no means an uncomplicated task to measure and report on the physical activity of older people. Both surveys and accelerometers are used to measure mobility and sedentary activity. Surveys emphasise the subjective experience of older people, which contributes to the reliability of the results. In Finnish population studies, the physical activity of older people has been mainly studied using questionnaire surveys. FinHealth 2011 was the first study to collect population data on the physical activity of older people measured by health examinations. Subsequently, to measure the physical fitness of older people, surveys have been accompanied with a health examination in the FinHealth 2017 population study. The UKK Institute has conducted extensive population studies among Finns of different ages since 2016. The purpose of these studies has been to measure the physical fitness of the Finnish population with fitness tests as well as their level of physical activity, sedentary periods and sleep with motion sensors. In 2020, the data collection of the study was expanded to include older people, and the UKK Institute launched a new population study on exercise and physical activity among older people for those aged 70 or over. The purpose of the study is to obtain data on older people's physical activity, performance, sedentary periods and sleep. (UKK Institute 2021b.) The results of the study on exercise and physical activity among older people are not yet available for this report.

3.5.1 Physical activity of older men and women

The health of older people and the factors affecting it have been monitored since 1958 by means of the Health Behaviour and Health Among the Finnish Elderly Population (EVTK)

study. In 2015, the EVTK study was integrated into the Regional Health and Wellbeing survey, which was changed into the FinSote study a few years later. The FinSote survey has been used to examine changes in the wellbeing and health of the older population through postal and online surveys. The study produces extensive information on the perceived wellbeing, living conditions, health, lifestyles, work ability, functional capacity and service experiences of the Finnish population. The sample is increased at least once every four years to provide information about the health of different population groups and related factors per health and social services regions. The number of respondents in the FinSote 2020 survey was 28,199. For those aged 75 or over, the response rate (58.9%) was higher than for the younger population. (THL 2021b.)

The national FinHealth 2017 survey aims to produce data on the wellbeing and health of adults living in Finland and the related factors (THL 2021c). In addition, a FinHealth 2017 follow-up study was conducted in autumn 2020 and early 2021. Of the study respondents, 4,881 had participated in both the FinHealth 2017 survey and the follow-up study. Of those aged 70 or over who participated in the follow-up study ($n = 1,524$), 862 were women. The aim of the follow-up study was to investigate changes in health, wellbeing, functional capacity and the use and availability of services during and after the coronavirus epidemic.

Older men are more likely than women to exercise in accordance with the recommendations on health-enhancing physical activity. According to the FinSote 2020 survey, 32% of men and 25% of women aged 75 or over reported that they engaged in physical activity according to the recommendations for health-enhancing physical activity, which means that the physical activity of up to two thirds of men and three quarters of women fell below the recommendations on health-enhancing physical activity (Parikka et al. 2020). According to the FinHealth 2017 study, 42% of men and 35% of women aged between 70 and 79 reported that they exercise in accordance with the recommendations on endurance training. The corresponding shares were 23% for men and 14% for women aged 80 or over. (Koponen et al. 2019.) This means that a larger proportion of older men than women meet the recommendations on health-enhancing physical activity and exercise and engage in endurance training in accordance with the related recommendations. However, changes in the implementation of the recommendations on health-enhancing physical activity cannot be directly observed, as the FinSote study examined those over 75 years of age, while the FinHealth study divided older people into two different age groups starting from the age of 70. In addition, the population studies examined different research subjects.

The amount of self-reported physical activity by older people increased and the share of those who did not engage in any leisure time physical activity decreased from 2017 to 2018. However, the effects of the coronavirus pandemic, which began in 2020, can be seen

in the decline in physical activity among older people in particular. According to the 2017 Regional Health and Wellbeing survey, 38% of men and 46% of women aged 75 or over did not engage in any leisure activities at all. The corresponding shares in the 2018 FinSote study were 27% for men and 40% for women. One in ten older men and six per cent of older women regularly engaged in physical activity for several hours a week in 2017. In 2018, 13% of men and 9% of women regularly engaged in physical activity. The share of both men and women engaging in regular exercise seems to have increased slightly. (Murto et al.; Parikka et al. 2018.) The coronavirus pandemic has an impact on the physical activity of older people. In 2020, daily physical activity among older people decreased in nearly one in three people aged 80 or over, one in five of those aged between 75 and 79 and one in five of those aged between 70 and 74 (Parikka et al. 2020). A breakdown of data by gender shows that leisure time physical activity decreased more among women aged 70 or over (37%) than among men (22%). (THL 2021d.)

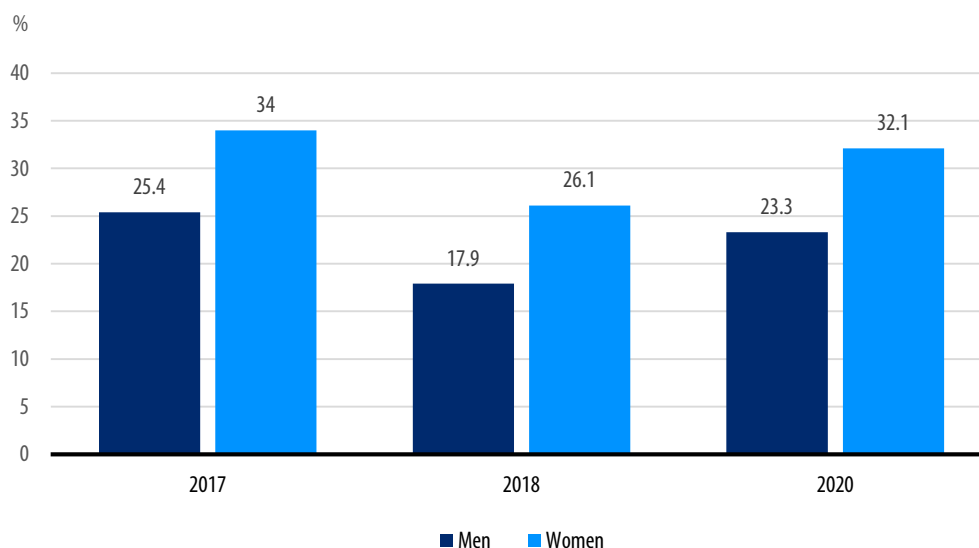
Younger old people engage in more physical activity than older ones. The proportion of older people engaged in physical activity during their free time has not changed in recent years. According to the FinHealth 2017 study, 70% of men and 63% of women aged between 70 and 79 reported that they engage in physical activity in their leisure time. Correspondingly, one third (32%) of men and one quarter (25%) of women aged 80 or over engaged in physical activity during their free time. (Koponen et al. 2019.) In addition, the FinHealth 2017 follow-up study found that the share of men and women aged 70 or over who engaged in regular leisure activities remained the same in 2018 and 2020 (Jääskeläinen et al.).

Older women reported spending more than three hours on weekdays sitting in front of a screen more often than men. In the FinHealth 2017 study, 48% of men and 55% of women aged between 70 and 79 reported spending more than three hours in front of a screen on weekdays. 45% of men and 46% of women aged at least 80 reported spending more than three hours sitting in front of a screen on weekdays. (Koponen et al. 2019.)

While difficulties related to mobility have remained almost unchanged over the past few years among older people, these are clearly more common among older women than men. According to the Regional Health and Wellbeing survey, in 2017, one in four men and one in three women aged 75 or over (Murto et al.) experienced great difficulties walking a half a kilometre distance. According to the FinSote study, one in five men and one in four women experienced great difficulties walking half a kilometre in 2018 (Parikka et al. 2018). In the FinSote survey of 2020, one quarter of men and one third of women aged 75 or over reported major difficulties in walking a half a kilometre distance (Parikka et al. 2020). There seems to be a slight reduction in older people's difficulties with mobility over the past few years, as in the previous three years (2017–2020), both men and women reported slightly less difficulties in walking a half a kilometre distance. On the other hand, according to the

FinHealth 2017 follow-up study, the share of those experiencing great difficulties with walking a half a kilometre distance or completely unable to do so increased (2018–2020) by 3% for women and 5% for men (Jääskeläinen et al.). The percentages shown in different studies vary as there are differences in the used data collection methods. This means that the results are not directly comparable. Figure 3 shows the share of those aged 75 or over who have experienced major difficulties with walking half a kilometre broken down by gender in the results of the 2017 Regional Health and Wellbeing survey and the FinSote 2018 and FinSote 2020 studies.

Figure 3. The share of those aged 75 or over who have experienced major difficulties with walking 500 m in different years (%).



There were relatively small differences in the falls suffered by older men and women. In 2017, almost 36% of men and 37% of women reported having suffered a fall in the previous 12 months (Murto et al.). A year later, nearly 38% of men and 39% of women reported having suffered a fall in the previous 12 months (Parikka et al. 2018). In 2020, the corresponding shares were 35% for men and 37% for women (Parikka et al. 2020). These numbers show that there have not been major differences in the falls suffered by older people in recent years, and there is also no significant difference between the genders in the number of falls.

Older women are considerably more active in participating in group exercises than men. The Strength in Old Age programme by the Age Institute included carrying out surveys

in 2015 and 2019. Finnish small and medium-sized municipalities participated in the surveys. Questionnaires were mailed to group exercise instructors in the municipalities. After excluding respondents aged under 65 from the surveys, 709 people responded to the 2015 survey and 1,186 people to the 2019 survey. In 2015, 78% of the participants in exercise groups were women, and in 2019, the share of women was 74%. (Tiitu 2018; Tiitu 2020.)

3.5.2 Physical activity of older men and women based on motion sensor data and health examinations

Research data on the physical activity of older Finns measured with a motion sensor at the population level is only available for a few years of research. However, other studies have measured the physical activity of older people using motion sensors. A study by Gao et al. (2020) used a motion sensor to measure how much time 75–90-year-old people living independently at home in Jyväskylä and Muurame spent engaging in physical activity and sitting down on weekdays and weekends. The older people were slightly more physically active on weekdays than on weekends, and they also spent less time sitting down on weekdays. On average, the older people spent more than ten hours a day sitting down. This study did not address gender differences. In a study by Savikangas and partners (2020), 70–85-year-olds also spent an average of 10 hours a day sitting, and the amount of sitting was higher among men than women. In the FinHealth 2011 study, those aged 70 to 85 spent around nine hours sitting down each day; on average, men spent more time sitting down than women (Husu et al. 2016). The amount of time older people spend sitting down seems to have increased slightly and is higher among men than women. Based on motion sensor data, the gender differences in time spent sitting down are not in line with the amount of sitting self-reported by older people. Among other things, women report spending more time sitting in front of a screen on a daily basis than men (Koponen et al. 2019).

In a study conducted among people between the ages of 70 and 85 residing in Jyväskylä (n = 293), strenuous physical activity was slightly more common among men than women, but the amount of light physical activity was higher among women than men (Savikangas et al. 2020). A study by Karavirta and partners (2020) found that women aged between 75 and 85 (n = 264) engaged in moderately strenuous physical activity for an average of 3.5 hours a week, whereas the corresponding average among men (n = 180) was over four hours. (Karavirta et al. 2020). In addition, according to a study by Husu et al. (2016), men aged between 70 and 85 engaged in both light and somewhat strenuous physical activity more than women, which also supports the results obtained by surveys on differences in physical activity between the genders.

In addition to collecting data using a survey, the FinHealth study also obtains information on the health of older people through health examinations. In the health examinations, the physical functioning of older people is assessed based on a chair stand test, maximum grip strength, squat test and elevation of upper limbs. According to the FinHealth 2017 study, older men are physically in a better shape than women. On average, it took three seconds less for men aged 70 or over to get up from a chair ten times compared to women. In the maximum grip strength test, the grip strength of men aged 70 or over was on average more than 10 kg higher than among the women. Grip strength declined with increased age in both genders. 60% of older women and 25% of men aged between 70 and 79 were unable to squat without difficulties or could not squat at all. Difficulties with a lateral raise of the upper limbs also increased with more advanced age in both age groups among those aged between 70 and 79 and older. Men in the younger age group experienced fewer difficulties in raising their upper limb than women, but men aged 80 or over experienced more difficulties with the lateral raise than women. (Sainio et al. 2018; Koponen et al. 2019.) Therefore, it appears that the functional capacity of older men is better compared to women.

3.6 Summary

- Older men are more likely than women to exercise in accordance with the recommendations on health-enhancing physical activity.
- While difficulties related to mobility have remained almost unchanged over the past few years among older people, these are clearly more common among older women than men.
- The proportion of older people engaged in physical activity during their free time has not changed in recent years.
- There were relatively small differences in the falls suffered by older men and women.
- Based on motion sensor data, the time spent sitting down has somewhat increased, and this is higher among older men than women. The self-reported amount of time spent sitting in front of a screen is higher for older women than men.
- Based on the health fitness tests, the functional capacity of older men is better compared to women.

4 Participation in activities carried out by third-sector organisations

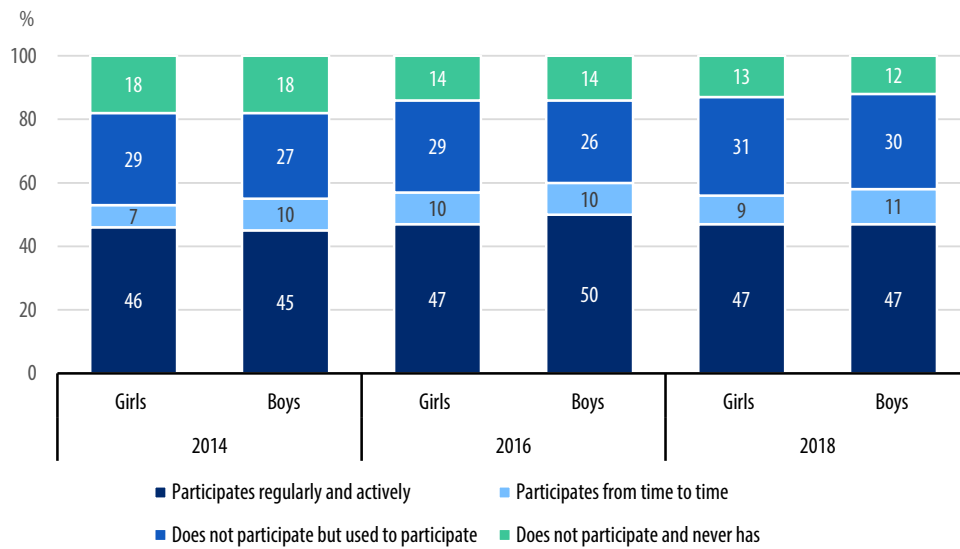
This section examines gender equality through sports club activities, the number of people engaging in different sports and the gender distribution of volunteers. The gender distribution of the decision-making bodies of sports organisations is examined in Chapter 6.

4.1 Participating in the activities by sports clubs

Sports club activities play a major role in encouraging children and adolescents' participation in physical activity and offering leisure activities. Based on the LIITU studies carried out every two years, more than 80% of Finnish children and young people engage in activities organised by sports clubs at some point of their childhood and youth (Mononen et al. 2021a; Blomqvist et al. 2019; Mononen et al. 2016; Blomqvist et al. 2015). Indeed, various studies have examined participation in the club activities among children and young people. The latest LIITU studies have reported in more detail on sports club activities among children and young people aged from 9 to 15 and 16 to 20, while the Young people's leisure activities study has reported on sports club activities among children and young people aged from 7 to 29 (Mononen et al. 2021a; Blomqvist et al. 2019; Hakanen, Myllyniemi & Salasuo 2019). A survey conducted by the Research Institute for Olympic Sports (Kihu) in 2018 also took into account the entire adult population considered to include everyone aged from 15 to 74 (Mononen et al. 2019).

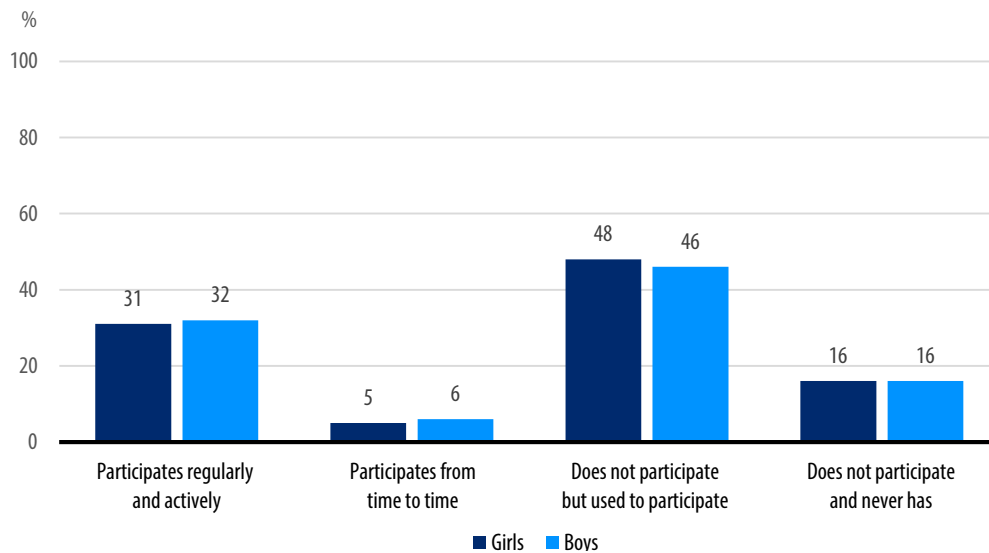
According to the 2018 LIITU survey, there was little difference between the genders in the club activities (58% boys and 56% girls). The biggest differences were found in the oldest age group, 15-year-olds, where the share of boys participating in club activities occasionally (8%) was higher than that of girls (4%). 18% of girls and 15% of boys aged 15 had never participated in sports club activities. (Blomqvist et al. 2019.) The prevalence of the popularity of participation in club activities by gender has remained fairly similar in recent years (Figure 4). The proportion of children and young people who have never taken part in sports club activities has decreased. Similarly, the share of those who have ended their hobby has increased slightly. While the shares of those participating in the club activities has not increased in a straightforward manner, they were at a higher level in 2018 than in 2014.

Figure 4. Shares of girls and boys who participated in sports club activities in 2014, 2016 and 2018 in the LIITU survey (Blomqvist et al. 2019).



The 2020 LIITU survey examined participation in sports club activities among young people studying in upper secondary education (Figure 5). There were no statistically significant differences between the genders (38% boys and 36% girls). The number of respondents studying in vocational education and training was so low that the study only presented analyses of participation in sports club activities among upper secondary school students. The results on general upper secondary school students include only Finnish-speaking students. (Mononen et al. 2021b.)

Figure 5. Shares of girls and boys studying in upper secondary education who participated in sports club activities in 2020 according to the LIITU survey (Mononen et al. 2021b)



According to the 2018 LIITU survey, 45 per cent of the respondents who reported having a disability participated in sports club activities (45%). Participation in club activities was the lowest (36%) among girls with communication difficulties. As the number of disabilities increased, participation in sports clubs decreased. (Ng et al. 2019). Of those general upper secondary school students who had disabilities, 27 per cent regularly and actively participated in the clubs. The corresponding share for students without disabilities was 33 per cent. Of the young upper secondary school students, those without disabilities were clearly more involved in club activities than young people with disabilities. This difference was particularly visible among male respondents (33% vs. 26%). One fifth of students in vocational education and training reported that they regularly and actively engage in physical activity in sports clubs. There were no differences between men and women and between younger and older students. (Ng et al. 2021).

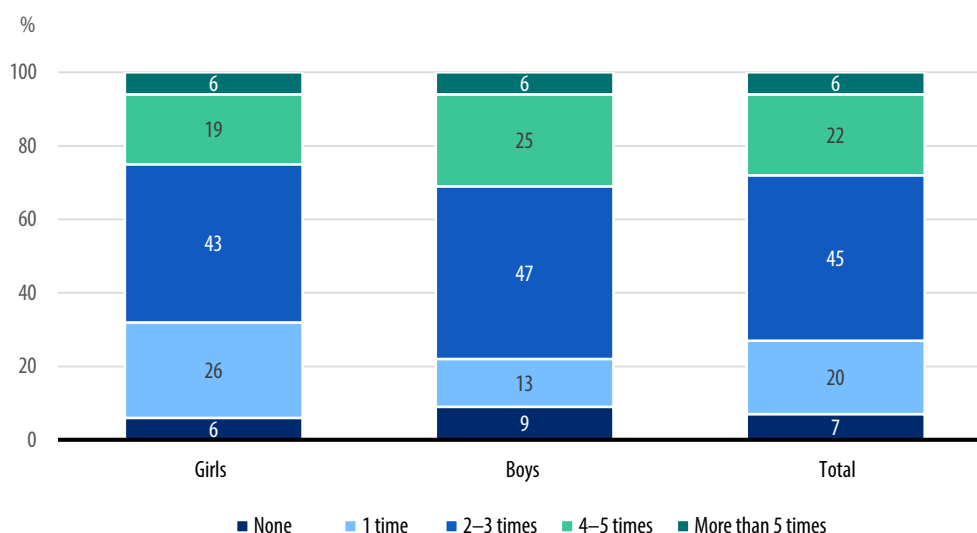
There are differences between the genders in the types of sport that young people engage in at the sports clubs. According to the 2018 LIITU survey, football was by far the most popular sport that 9–15-year-olds played in sports clubs. Among boys, the most popular main sports were team sports: football (34%), floorball (13%) and ice hockey (13%). These were followed by basketball (4%). The most popular physical activities among girls were dance and competitive dance (15%), gymnastics (15%), horseback riding (14%) and football (11%). (Blomqvist et al. 2019.)

The most popular sports that upper secondary school students engaged in at sports clubs were very similar to those of the younger pupils. The three main sports that boys studying in upper secondary school played were also football (23%), ice hockey (18%) and floorball (13%). Again, basketball (4%) was the fourth most popular sport. (Kokko, Hämylä & Martin 2021.) The most popular main sports among girls studying in upper secondary school were dance and competitive dance (20%), horseback riding (16%) and football (10%) (Mononen et al. 2021a).

4.1.1 Amount of training in sports clubs

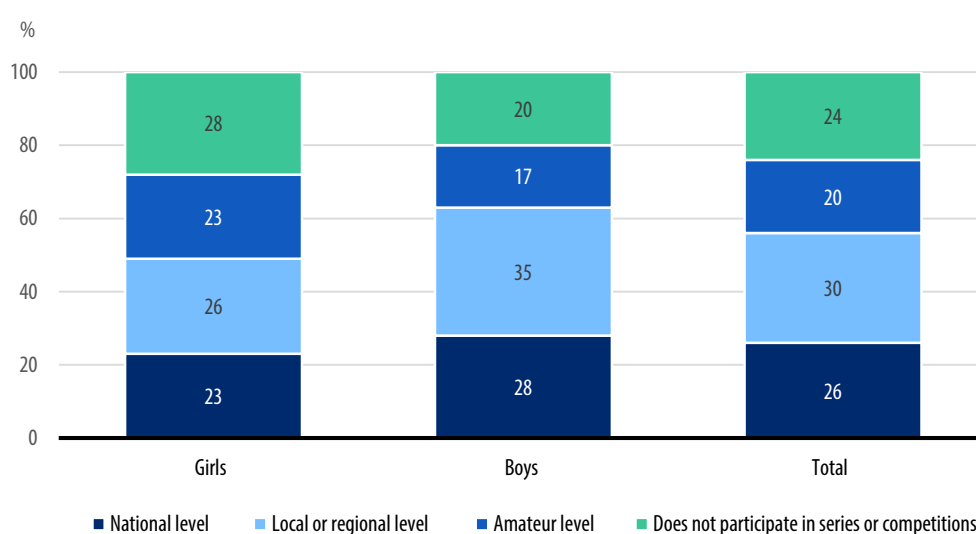
According to the LIITU survey, those aged 9–15 participating sports club activities trained on average three times per week under the guidance of a coach in their main physically active hobby (Blomqvist et al. 2019). The share of girls practising once a week under a coach or an instructor was higher than that of boys. Meanwhile, the share of boys was higher among those who practice 2–3 and 4–5 times with a coach (Figure 6).

Figure 6. Number of weekly exercises guided by a coach among children and young people participating in sports club activities by gender (%) (Blomqvist et al. 2019).



According to the LIITU study, a larger proportion of girls aged 11 to 15 did not participate in series or competitive sports or compete at the amateur level. Boys were more likely than girls to compete at the national or local and regional level (Figure 7).

Figure 7. Share of participation in different levels of series and competitions by gender (n = 2,046) (%) (Blomqvist et al. 2019).



Participation in series and competitions was similar among the upper secondary school students participating in sports clubs as among younger pupils. (Mononen et al. 2021a). Boys in general upper secondary school were more likely than girls aim at achieving success in adult series or competitions. Girls were more likely than boys to aim at achieving success in young people's series or competitions or to have no competitive goals at all.

4.1.2 Quitting participation in sports club activities and related reasons

The studies examining children's and young people's participation in sports club activities also report the reasons for quitting the club activities. According to the 2018 LIITU study, participation in club activities was the most common among 11-year-olds (71%); engaging in the activities started to decline already among 13-year-olds (58%). Engaging in club activities was lowest among 15-year-olds (44%). (Blomqvist et al. 2019.) According to the 2020 LIITU study that examined participation in sports club activities among upper secondary school pupils, 38% of 16–17-year-olds and only 30% of 18–20-year-olds

participated in the club activities (Mononen et al. 2021a). The results of the Young people's leisure activities study are fairly similar with the results of the LIITU studies. According to the Young people's leisure activities study, 66% of children and young people aged 9–15 participated in regular activities by sports club. Participating in the activities was most common among those aged 10–11, and there was a clear decline in participation after the age of 13–14. Approximately 40% of those aged 17–18 and 30% of those aged 19–20 regularly participated in the club activities. (Hakanen et al. 2019, 25–26.) This decrease in sports club activities in the older age groups is also reflected in a study on the physical activity of the adult population by KIHU. Slightly over one sixth of 15–24-year-olds (18%) and 25–34-year-olds (17%) participated in sports club activities. The share of those participating in the club activities decreases significantly with age. Around one in ten people over the age of 55 participate in sports club activities. (Mononen et al. 2019.)

According to the LIITU study, 26% of children and young people aged 9–15 had quit their hobby organised by a sports club. There were no differences between the genders in the age of quitting the hobby. The most important reason for quitting the hobby was getting bored with the sport (40%). Girls (12%) quit their hobby more often than boys (7%) because they did not like their coach. However, 89% of girls and 77% of boys who had quit their participation in a sports club were interested in starting their hobby again. (Blomqvist et al. 2019.) There were also no differences between the genders in the age of quitting the hobby among upper secondary school pupils. The reasons for quitting the hobby were somewhat different between the genders. More often than boys, the girls' decisions to quit their hobby organised by a sports club had been influenced by wanting to invest more in studying, a lack of sufficient team spirit, illness or injury, not enjoying competing against others, or not being as good at the sport as they wanted to be. For boys, getting bored with the sport was a more common reason for giving up the hobby than for girls. 80% of girls and 72% of boys in upper secondary education who had quit their participation in a sports club were interested in starting their hobby again. Girls were more interested than boys to start to participate in club activities for recreational purposes, while boys were slightly more interested in competing in their sport than girls. (Mononen et al. 2021a.)

More than half (59%) of children and young people aged 9–15 who had never participated in sports club activities had considered doing so. The corresponding share among upper secondary school pupils was 49 per cent. Girls aged 9–15 (64%) had considered starting a new hobby organised by a sports club more often than boys (53%). Girls in upper secondary schools (56%) had also considered starting a new hobby organised by a sports club more often than boys in upper secondary schools (41%). (Mononen et al. 2021a; Blomqvist et al. 2019.) There was some variation by gender in the reasons why young people of upper secondary education age had not started a hobby organised by a sports club. More often than boys, the reason for girls was that they had not been able to find an interesting or suitable sport or activity (girls 52%, boys 39%), had no time (girls 34%,

boys 22%) or wanted to invest in their studies (girls 28%, boys 13%). For boys, a lack of motivation (41%) was the reason for not starting a hobby more often than for girls (25%). (Mononen et al. 2021a.)

Sports clubs have aimed to engage young people in their activities even after the young people have quit their hobby. The clubs have provided those quitting their hobby opportunities to serve as coaches or instructors, for instance. According to the LIITU study, less than one tenth (9%) of general upper secondary school students who had either quit their hobby organised by a sports club or had never participated in sports club activities were interested in serving as coaches or instructors in the club at the time of the survey. Meanwhile, more than one tenth (13%) were interested in the tasks in the future. Girls were slightly more interested than boys in serving as coaches or instructors at their club both at the time of the survey (girls 12%, boys 6%) and in the future (girls 15%, boys 10%). 39% of boys and 28% of girls felt that they would never be interested in serving as coaches or instructors in a sports club. (Mononen et al. 2021a.)

4.2 Licenses

An examination of sports licenses provides information about the gender distribution in various sports. The licence systems are specific to every sport, and there are differences between them. The grounds of recording and keeping statistics on the licences vary based on the needs of each sports federation. As a result, the possibilities of using the licence data are limited and the numbers of people regularly engaging in different sports cannot be reliably compared with each other. In fact, Lämsä et al. (2017) argue that licences currently describe overall activity in different sports rather than just the number of athletes competing in a given sport.

One of the purposes of the digital Suomisport service maintained by the Finnish Olympic Committee is to collect data on clubs and sports federations. In late 2021, the Suomisport system contained licence data from 64 different sports federations. Of the largest sports federations, the Football Association of Finland, Finnish Gymnastics Federation and Finnish Basketball Association among others are not covered by the Suomisport system.

The licence information on sports federations presented in this study is based on data collected by the KIHU Research Institute for Olympic Sports on applications for general grants by organisations promoting physical activity. These are data reported to the Ministry of Education and Culture by the organisations themselves. Long-term monitoring and description of changes are based on the available data. Sports in which players mainly compete as teams of three or more persons are defined as team sports.

Figures 8 and 9 contain trend data on the total number of licences in the largest team and individual sports in the period 2014–2020. The team sports included in the data include the federations with the clearly largest number of licenses. The data on individual sports includes federations with 7,000 or more licences in 2020. The total numbers during the final year of measurement have been affected by the COVID-19 pandemic.

Figure 8. Licences for the most popular team sports 2014–2020 (number).

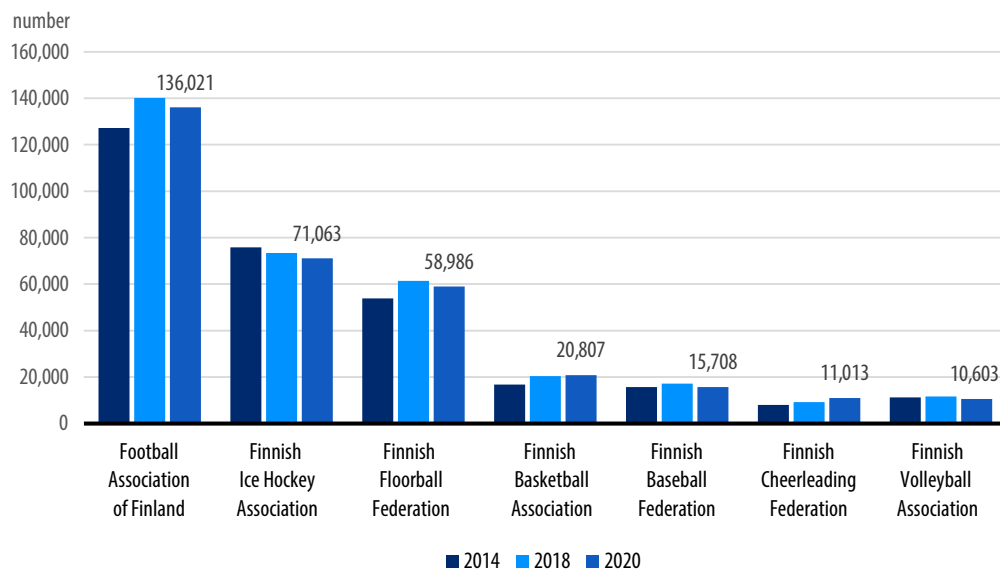
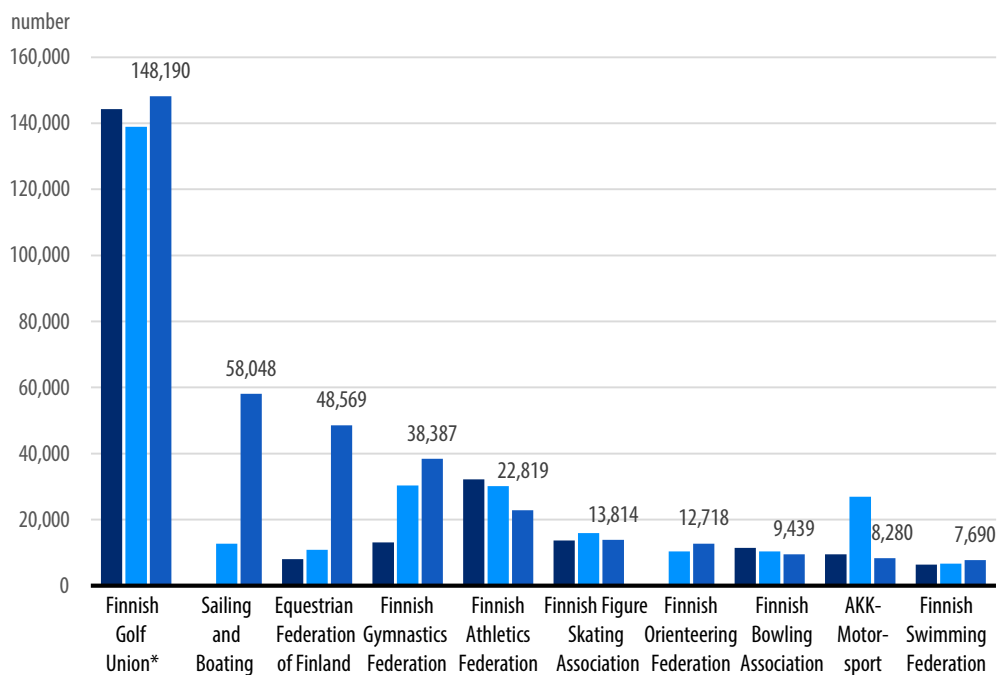


Figure 9. Total licences for the most popular individual sports 2014–2020 (number).

*2013 licence data used as 2014 data.

Although the numbers of the licences change both within and between different sports, the gender distribution between enthusiasts remains almost unchanged. Tables 3 and 4 describe the share of women's and girls' licences of the total number of licences for the largest team and individual sports. During the period under review, the share of women in the Finnish Volleyball Association has increased by seven percentage points and the share of women in the Finnish Gymnastics Federation has decreased by six percentage points. In addition, in the Finnish Sailing and Boating Federation, the share of licences for women and girls has increased from seven to 22 per cent.

Table 3. Share of women's and girls' licences among total licences for the biggest team sports 2014–2020.

Sports federations	2014	2018	2020
Finnish Ice Hockey Association	9%	8%	8%
Finnish Floorball Federation	16%	17%	17%
Football Association of Finland	23%	23%	24%
Finnish Basketball Association	35%	37%	37%
Finnish Baseball Federation	42%	45%	46%
Finnish Volleyball Association	56%	60%	63%
Finnish Cheerleading Federation	98%	98%	98%

Table 4. Share of women's and girls' licences among total licences for the biggest individual sports 2014–2020.

Sports federations	2014	2018	2020
AKK-Motorsport	9%	14%	11%
Finnish Bowling Association	18%	19%	19%
Sailing and Boating	7%	16%	22%
Finnish Golf Union*	30%	29%	28%
Finnish Orienteering Federation	no information	39%	40%
Finnish Swimming Federation	48%	54%	51%
Finnish Athletics Federation	55%	54%	56%
Finnish Gymnastics Federation	97%	88%	91%
Finnish Figure Skating Association	no information	93%	93%
Equestrian Federation of Finland	96%	93%	95%

*2013 used as 2014 data

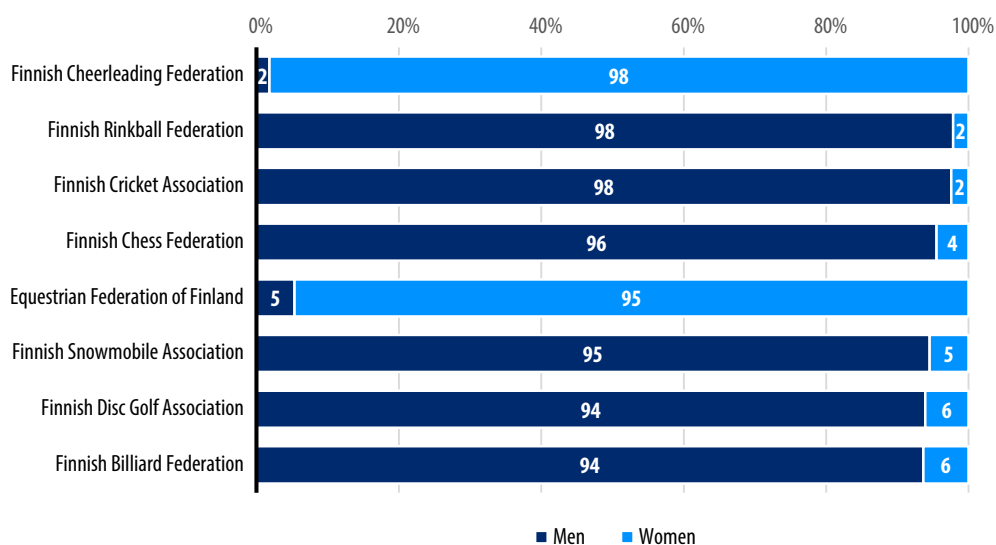
A more comprehensive description of the licences is based on autumn 2020 data. At this point, a total of 63 sports federations reported the gender distribution of their licences in connection with their grant applications. Of the licences, 64% were held by men and 36% by women.

Based on the 2020 licence data, the number of enthusiasts was the highest in golf with slightly under 150,000 enthusiasts who had redeemed the licence. Of golf enthusiasts, 72% are men and 28% women. In large team sports, men are the majority in all sports except cheerleading and volleyball. Overall, 74% of team sport licences are held by men and 26% by women. In individual sports, the gender distribution of licences is more even than in team sports. 56% of licences in individual sports are held by men and 44% by women. In this report, individual sports include sports in which people compete primarily alone or in pairs.

The gender distribution of the licences for team and individual sports is strongly influenced by whether the licences by the Finnish Figure Skating Association and Finnish Gymnastics Federation are considered as team or individual sport licences. In the sports organised under both federations, athletes may also compete in teams. If the licences of these sports federations were included in the licences for team sports, 66% of the team sport licences would be held by men and 34% by women. Of the licences for individual sports, 62% would be held by men and 38% by women. In this case, there would not be a great difference in the gender distribution of licences between team and individual sports.

Based on the licence data, some sports are strongly gendered. In 18 sports federations, licences held by the minority gender amount to 10% or less of total licences. Based on the reported number of licences, the most gendered sports are cheerleading, rinkball and cricket (Figure 10).

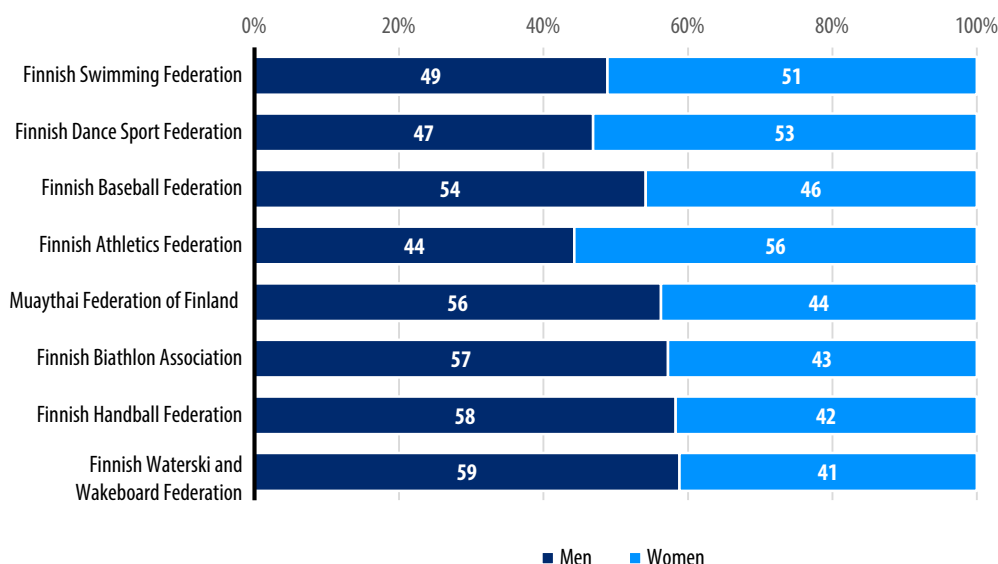
Figure 10. Sports with the smallest share of licences among the minority gender (%).



Many sports federations have tried to increase the number of enthusiasts representing the minority gender by various means. For example, the Football Association of Finland has been taking various measures to increase the number of women and girls playing the sport for a long time. The association's current overall strategy included drawing up the *Kestävää kasvua* (Sustainable growth) development strategy, whose aim was to strengthen the position of football as a women's and girls' sport, too. In addition to increasing the number of girls playing football, the strategy's development measures concern the quality of sports activities organised by clubs, creating value through women's football, strengthening women's and girls' professional football, and strengthening diversity and the role of women in the football family. (Football Association of Finland 2020.)

In 13 sports federations in total, licences held by the minority gender amount to 40% or more of all licences. The gender distribution is the most even in swimming, dance and Finnish baseball (Figure 11).

Figure 11. Sports with the largest share of licences among the minority gender (%).



The number of licences is one way of describing the number of sports enthusiasts and their gender distribution. However, examining the number of licences does not reveal the total number of enthusiasts in all sports, as people can engage in many sports without having to hold a licence. For example, the actual number of orienteering enthusiasts is many times higher than the number of licences granted for the sport, as a large

proportion of enthusiasts practise the sport by finding recreational control points, and do not need to obtain a licence for this purpose. The number of licences is also constantly changing, which makes it difficult to form a full understanding of the real-time situation.

4.3 Volunteering

Volunteering can be considered to lay the foundation for sports club activities in Finland. However, it is difficult to determine the exact scope of volunteering in Finnish clubs, as research data on Finns' volunteering in sports and physical activity is fragmented. Different studies have asked about voluntary activities in various ways, and the questions have been partly imprecise. This means that their results cannot be reliably compared. (Lehtonen & Hakonen 2013, 28.) Various studies have found that 11–21% of Finns are involved in volunteering related to physical activity or sports (e.g. Aarresola et al. 2019; European Commission 2018, 77; National Sports Survey 2010). Based on an international comparison, Finns are more active than average in participating in volunteering related to physical activity and sports. According to a study by the European Commission, six per cent of EU citizens participated in volunteering related to sport and physical activity. According to the same study, 11% of Finns participated in volunteering related to sports and physical activity. Of the EU Member States, only the Netherlands, Sweden, Denmark and Luxembourg ranked above Finland. (European Commission 2018, 76–77.)

In 2018, KIHU examined engaging, volunteering and participating in physical activity among the Finnish adult population. According to the study, 12% of the Finnish adult population is involved in volunteering for sports clubs. Additionally, 3% of the adult population volunteer in other sports or physical activity organisations. 7% of the population perform voluntary work related to physical activity in other associations or organisations. A total of 21% of the Finnish adult population is involved in volunteering related to physical activity. In total, this amounts to approximately 845 000 volunteers. (Aarresola et al. 2019.)

Men are more active than women in volunteering related to physical activity or sports. According to previous studies conducted in the 2000s, 14–22% of men and 9–12% of women were involved in volunteering related to physical activity (Lehtonen & Hakonen 2013, 6). According to the KIHU study, 23% of men and 18% of women engaged in volunteering related to physical activity and sports. 16% of men and 9% of women volunteered in sports clubs. On average, the men spend 7.6 hours a month and women 6.9 hours on volunteering related to physical activity and sports. (Aarresola et al. 2019.) Long-term changes in volunteering cannot be reliably assessed due to the different question and answer options used in previous surveys.

4.4 Summary

- More than half of children and young people under upper secondary school age engage in hobbies organised by sports clubs. Slightly over a third of upper secondary school students participate in sports club activities.
- There are no major differences between the genders in the prevalence of participating in hobbies organised by sports clubs.
- The share of those practising several times a week is higher among boys and men than girls and women. Goals related to competing in the sport are also more common among boys and men, and they are more likely to compete at a higher level than girls and women.
- Men hold less than two thirds of the licences of sports federations. Based on the licence data, some sports are clearly gendered. Based on the licences granted for team sports, men (74%) are in a clear majority compared to women (26%). In individual sports, the gender distribution is more even (56% men, 44% women).
- Volunteering related to physical activity and sports is more prevalent among men than women. There have been no changes between the genders in volunteering.

5 Competitive and high performance sports

One of the objectives of public sport policy is to promote competitive and high performance sports that aim to garner international success. A structural system-level change that took place in the early 2010s led to the establishment of the High Performance Unit as part of the Finnish Olympic Committee. The aim of this change process was to focus the management of high performance sports in a special high performance unit (see Lehtonen 2017; Mäkinen, Lämsä & Lehtonen 2019). In addition to increasing the physical activity of the population, competitive and high performance sports has also been subject to major public investment in the 2010s. The development of gender equality in competitive and high performance sports is examined in the following areas: athlete grants, success in sports and teams in sports competition, coaching, academy athletes, professional sports, following sports, and discrimination and harassment.

5.1 Government grants for athletes

The government's athlete grant system dates back to the mid-1990s. At that time, the sports system had shifted from the time of strong central organisations to a sectoral structure, professionalisation spread to international high performance sports, and Finland's success at the Olympic Games was no longer taken for granted. In 1994, the Government adopted a decision based on which the candidate for the Olympic Games in Atlanta (1996) and Nagano (1998) was granted a tax-free annual subsidy of 60,000 Finnish marks (EUR 14,290 in 2019 rate), which was defined as a tax-free grant. The Olympic status of the sport and individual sports determined the allocation of subsidies, especially in the early years of the financing scheme. The financing system was modelled based on the state grants system for individual artists introduced in 1968. The tax-free government grant for athletes was made permanent in 1999. Three years later, a decision was made to extend the grants to talented young athletes. Gradually, Paralympians, athletes in non-Olympic sports and team members have also been able to apply for and receive athlete grants. (Lämsä 2020.)

When the grant scheme was introduced in the 1990s, the grant was awarded to approximately 30 athletes. Awarding large (EUR 12,000) and small grants (EUR 6,000) was first introduced in 2002, and this model remained in place until 2004, at which point a three-stage grant system was introduced. This system is still in place today. (Ibid.)

The grants for athletes are included in the central government's annual budget for sports and physical activity (approximately EUR 150 million), which has almost entirely consisted of Veikkaus revenue from gambling activities. The total amount of grants awarded to athletes between 1995 and 2021 was approximately EUR 30 million. Over the past 26 years, the grants awarded to female athletes have amounted to EUR 11.9 million (40%) and for male athletes EUR 17.8 million (60%). According to a summary compiled by Lämsä (2020) on the athlete grant system, grants are also awarded to the coaches of the athletes receiving the grants. The total amount of these grants awarded to coaches between 1995 and 2019 was approximately EUR 2.8 million.

Support for athletes by awarding grants has increased since the turn of the 2010s, both in numbers and in euros (Figures 12 and 13). In 2010, more than 100 athletes received grants. Over the past four years, more than 250 athletes have received grants each year. The share of women among the grant recipients has been gradually increasing. In 2015, the grant was awarded to more than 50 women and three years later (2018) to more than 130 women. Female ice hockey players were the largest individual group of athletes receiving grants. That year, the number of grants awarded to women and men was nearly the same, and the trend has continued. In euros, women received more grants than men in the period 2018–2020.

Figure 12. Grants for athletes 1995–2020 (number).

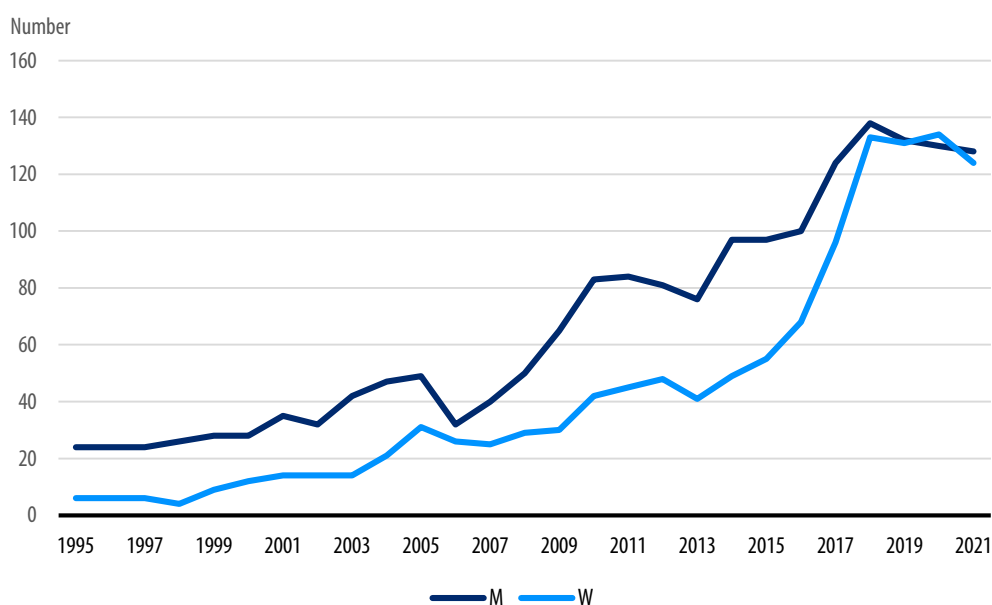
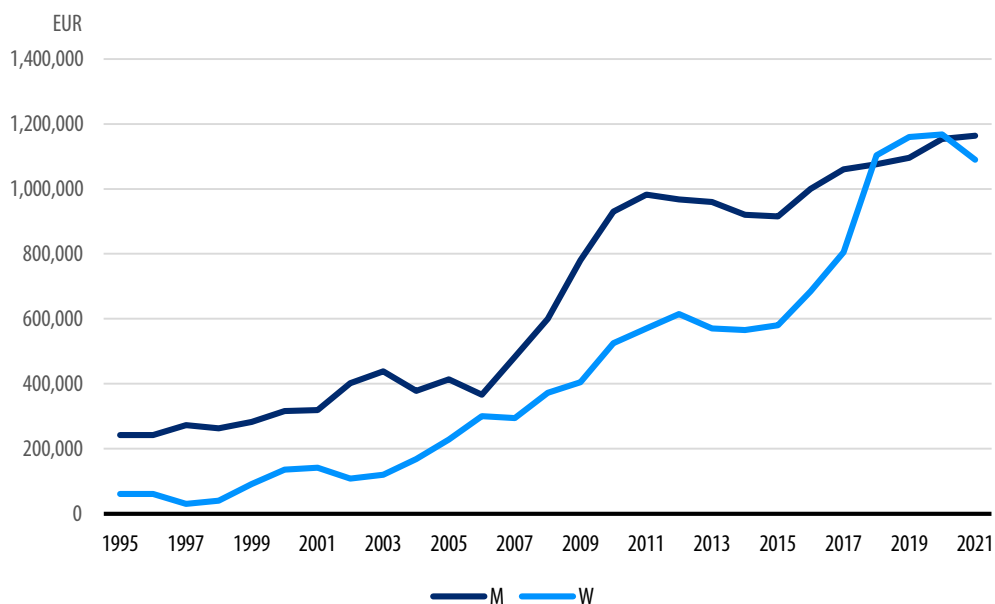
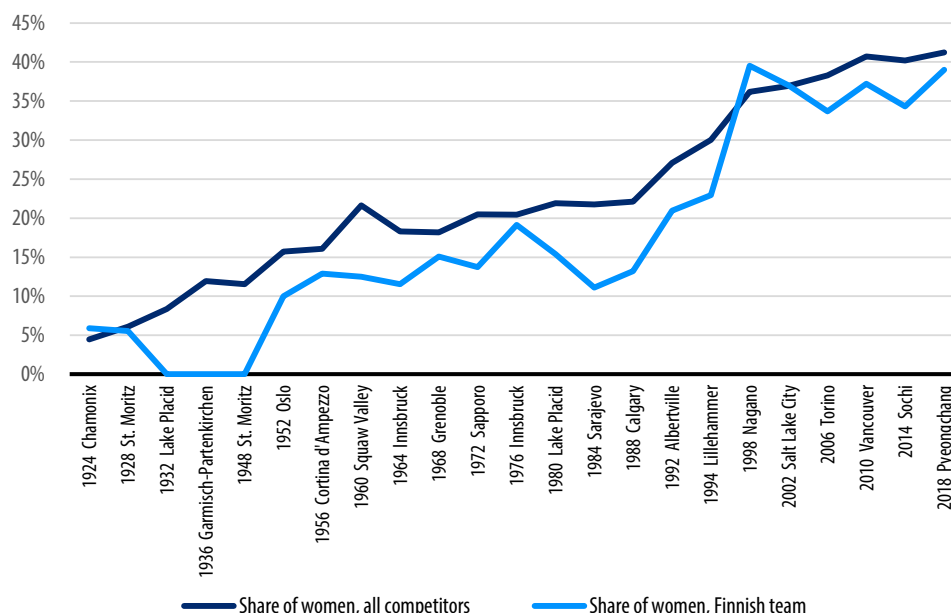


Figure 13. Grants for athletes 1995–2020 (€).

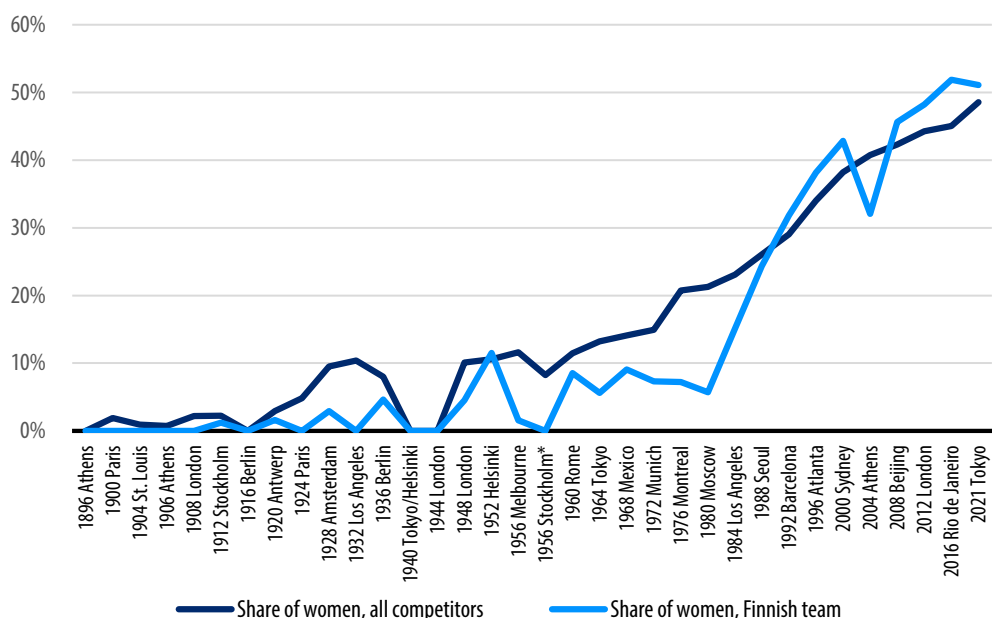
5.2 Teams in major sports competitions and achieved medals

Finland had its first team in the summer Olympic Games in 1906 and in the Winter Games in 1924 (Figures 12 and 13). Four athletes were sent to the 1906 Intercalated Games held in Athens. The first female athletes were selected for the 1912 Summer Olympics in Stockholm. One female athlete participated in the 1924 Winter Olympics in Chamonix. Since then, Finnish teams have had female athletes in nearly all Olympic Games. The total number of women among all competitors and in the Finnish team has been gradually growing. In the Winter Olympics, women's share of all participants in the games increased to over 20 per cent in the 1960s (Figure 14). The next turning point was in the 1990s. The proportion of women in the Finnish team grew significantly from Lillehammer (1994) to Nagano (1998). Finland had its first women's ice hockey team at the 1998 Olympic Games, and the inclusion of the team sport in the selection of sports was also visible in Finnish women's sports. In the 2010s, women accounted for about 40 per cent of the Finnish Winter Olympic Games team.

Figure 14. Share of women, Winter Olympics competitors (Sports Museum 2021a).

In the summer Olympic Games, women accounted for less than 10 per cent of the athletes in the Finnish team until the 1980 Moscow Olympic Games (Figure 15). Since then, change has been rapid. The share of women in the Finnish team has been higher than the share of women among total competitors ever since the 1992 Barcelona Olympics. An exception is the Athens 2004 Olympic Games. In the two previous summer Olympic Games, the Finnish team has had more female than male athletes.

The role of women in the Olympic Games, both internationally and nationally, is based on a number of factors. The number of sports included in the games has increased and the IOC has promoted gender equality through its own actions, for example by deciding that since 1991 all new Olympic sports must have a women's series. The decision did not apply to previously approved Olympic sports. (Seema 2015.) For example, women's boxing was not included in the Olympic programme until in 2012 (IOC 2016).

Figure 15. Share of women, Summer Olympics competitors (Sports Museum 2021a).

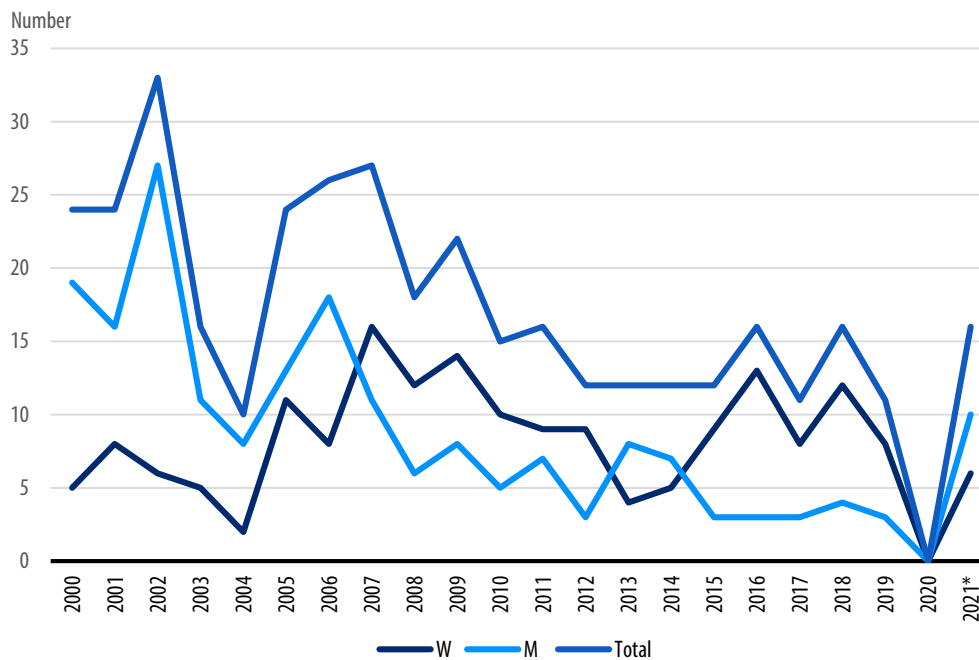
In the 2000s, women have achieved a total of 180 medals in Olympic Games, World Championships or European Championships in the sports included in the Olympics; men have achieved 193 medals. While men have more medals from Olympic Games and World Championships, but women (82) have more medals from European Championships than men (65; Table 5). The statistics include the Olympic Games, World Championships or European Championships medals in adult series and in the sports that are mainly part of the programme of the next summer or winter Olympic Games. Short course swimming competitions and athletic indoor track and field competitions have also been included. This makes the interpretation of Olympic sports wider than normal. Medals achieved in Parasports are not included. (Sports Museum 2021b.)

Table 5. Olympic, World Championship and European Championship Medals won by Finland since 2000 (Sports Museum 2021b, statistics by 21 October 2021).

	Women				Men			
	G	S	B	Total	G	S	B	Total
Olympic Games	1	7	11	19	8	12	9	29
World Championships	16	23	40	79	27	29	44	100
European Championships	15	26	41	82	16	19	30	65
Total	32	56	92	180	51	60	83	194

Figure 16 shows the combined Olympic, World Championship and European Championship medals won by men and women in Olympic sports since the 2000s (Sports Museum 2021b). Overall, it appears that the number of medals achieved has started to decrease at the end of the first decade of the 2000s. The lowest number of medals was achieved between 2012 and 2015, totalling at 12. The number of medals achieved each year has been increasing slightly in recent years, but it is still clearly lower than in the early 2000s. Measured by the number of medals achieved, women's success in sports began to grow in the middle of the first decade of the 2000s. A turning point came in 2007, when women first achieved more medals than men. Since then, men have only achieved more medals than women in Olympic sports in the period 2013–2014.

Figure 16. Number of Finland's medals from high performance competitions in the 2000s. Includes Olympic Games, World Championships and European Championships (Source: Sports Museum 2021b, statistics by 21 October 2021).



5.3 Coaches

There is no precise information available on the total number of people working as coaches in sports and physical activity (Blomqvist, Mononen & Hämäläinen 2019). However, based on various classifications and data sets, we can present estimates of the total number of coaches and the development of gender equality in coaching. According to the 2018 Aikuisväestön liikunnan harrastaminen, vapaaehtoistyö ja liikuntaan osallistuminen (Engaging in physical activity, volunteering and participation among the adult population) study, 383,200 Finns (9%) were involved as coaches, assistants or instructors either regularly, sporadically or on a one-off basis; 6% of Finnish women and 13 % of Finnish men. (Aarresola et al. 2019.)

Based on the notifications by the Finnish sports federations, a total of 2,555 professional coaches were employed in different sports in 2018. 27% of them were women (Oja et al. 2019). A year later, the total number of women was 2,979 and the share of women had increased slightly (33%) (Särkivuori et al. 2020). These data are indicative, as they are compiled based on the general aid applications by sports federations, which the federations fill in annually when applying for general aid from organisations promoting

physical activity. The statistics on the total number and gender distribution of professional coaches are undermined by the inconsistency of the knowledge base and possible overlapping tasks. There is no precise information available on whether professional coaches work in sports clubs, sports federations or under joint salaries, for example in sports academies.

In 2019, the Research Institute for Olympic Sports (KIHU) published a report on Finnish coaches, providing information on topics such as the training, operating environment, values and attitudes of coaches. The report was partly a continuation of 2009 and 2013 data collection, and the report compared the most recent data to 2009 data. Based on their coaching task, the respondents were a fairly comprehensive representation of the coaches of athletes of different ages and levels, ranging from volunteers to professional coaches. However, as the total number of coaches in Finland is not known, the representativeness of the data could not be assessed. (Blomqvist et al. 2019.)

The data for the 2019 report were collected by a survey, which was filled out by 2,765 coaches representing 61 sports. The majority of respondents were men (67%). The share of women in the respondents increased by 4 percentage points (33%). The majority of women who responded (58%) were in the age group of under-30-year-olds, while the majority of men were between 40 and 49 (42%). A larger share of the female coaches (30%) had competed at the international level or in major sports competitions than the male coaches (19%). The most common reason for starting the coaching activities was a personal background with the sport for the women (65%) and the respondent's own child's interest in the sport for the men (34%). (Ibid.)

The majority (60%) of the coaches who responded to the survey were volunteers; male coaches (68%) more often than female coaches (43%). The average time spent on coaching was 13 hours a week; male coaches spent more time on this than women. The women's highest level of education completed was level 1 or 2 more often than men's. Meanwhile, in vocational coach training, the share of men (22%) was slightly higher than that of women (17%). The share of untrained coaches was higher among men than women (Ibid.)

81 per cent of the female coaches and 39 per cent of the male coaches were coaching (a) female athlete(s). Women (38%) also coached athletes in individual sports more often than men (21%). Meanwhile, men were coaching team sports (75%) more often than women (64%). The male coaches also coached (a) male athlete(s) (65%) more often than women (28%). The female coaches were younger and had part-time coaching relationships clearly more often than the men. A higher proportion of all part-time coaches (67%) were the coaches of female athlete(s), while a higher proportion of the full-time coaches (65%) were the coaches of male athlete(s). (Ibid.)

37 per cent of the respondents had received salary income for their coaching efforts. 35 per cent of them had received compensation for their expenses and 10 per cent had received a grant. Just under one third of the respondents (30%) had not received any financial compensation for their coaching efforts. Women (56%) had received a salary income more often than men (27%), whereas a higher share of men (36%) had not received any financial compensation compared to women (16%). (Ibid.)

5.4 Finnish Coaches Association and SAVAL

The total number and gender distribution of coaches can also be examined based on professional organisation. The Finnish Coaches Association was established in 1975 and its purpose is to develop sports coaching and the role of sports coaches in Finland. Any person or community involved in sports coaching may become a member. (Finnish Coaches Association 2021a). Promoting gender equality is a key part of the organisation's activities. In its 2016–2020 Non-Discrimination and Equality Plan, the association set the target of increasing the share of female members from 23 to 30% by 2020 with its ongoing projects, Coach Like a Woman and SCORE. (Finnish Coaches Association 2016a).

Based on 2020 membership data, the targets set in 2016 for increasing the proportion of women in the 2016–2020 strategy period have been achieved. In 2020, the Finnish Coaches Association had 3,618 members in total, of which 93 were community members. Women accounted for 31% of the members. A slightly higher share of members aged 20–35 were women (55.7%). This age group accounted for 16.2% of all members. (Finnish Coaches Association 2020a).

The Professional Coaches of Finland (SAVAL) is a service and advocacy organisation for coaches that is part of a larger employees' association, the Association for Managers and Professionals (YTY). SAVAL is also a member organisation of the Finnish Coaches Association. The number of members in SAVAL has increased by 244 in the period 2016–2021 (Nieminen 2021). Of the new members, 85 are women and are 159 men. The total number of members in the association in 2021 is 1,191 (Table 6). Compared to 2016, the proportion of women in all members has increased by two percentage points from 27 to 29.

Table 6. Members of the Professional Coaches of Finland in 2021.

	Women	Men	Total
16 to 29 years	77	58	135
30 to 39 years	119	239	358
40 to 49 years	86	304	390
50 to 59 years	44	191	235
Over 60	14	59	73
Total	340	851	1,191
%	29	71	100

5.5 Academy athletes

Sports academies are regional cooperation networks, including educational institutions (secondary schools, general upper secondary education and higher education), sports clubs and expert organisations. Sports academies are an integral part of the high performance sports system. In recent years, the government grant allocated to them has increased. In 2015, the discretionary government grants awarded to the academies amounted to EUR 0.85 million and in 2019 to slightly over EUR 1.9 million (Ministry of Education and Culture 2020). The sports academy activities are based on an idea of a so-called dual career whose main goal is combining goal-oriented training and school attendance. The dual career begins in the Finnish sports system when an athlete is in the secondary school age and continues to the career transition succeeding a career in high performance sports (Olympic Committee 2021a). The sports academies have experts from different fields who support athletes in matters such as health care and special issues related to coaching. There are currently 19 sports academies operating in different parts of Finland.

The data on athletes training daily at the sports academies is compiled from the Sports Academy Pulse (2021), which is a joint database of sports actors and training centres. The sports academy/coaching centre is responsible for updating the information. The total number of athletes at different academies was approximately 16,000 in 2020. This number is missing the data from one sports academy. Athletes involved in daily coaching activities are defined as academy athletes, ranging from young people of upper secondary school age to adults playing in national teams. As a result, some academy athletes receive Ministry of Education and Culture grants for athletes. There were nearly 9,500 male (58%)

and slightly over 6,400 female (42%) academy athletes. The figures also include athletes with disability, of whom there were a total of 84 (50 men and 34 women).

5.6 Professional sports

The increasing professionalisation of sport in various forms is a central part of the development of competitive and high performance sports. The league activities of team sports represent the most traditional form of professional sports and are also examined in this gender equality review. The Liikunnan talous Suomessa vuonna 2018 (the Economics of Sports in Finland 2018) review published by the Finnish Society of Sport Sciences also compiled information on the financial situation of professional sports, which was primarily examined on based on the financial statements of corporate sports clubs. The report determines professional sports as an area of sports that aims to not only achieve sports results but also to generate financial profits for owners and to make it possible to earn a living from sports. In professional sports, the funds needed are collected from outside the sports enthusiasts – from viewers, companies and the media – and it is also guided by the logic of keeping the audience entertained. (Ala-Vähälä et al. 2021).

Financial accounts for professional sports were obtained from the asiakastieto.fi service, and they were specified with the persons responsible for leagues and sports federations. Six team sports were examined: ice hockey, floorball, football, basketball, volleyball and baseball. From the leagues, the both men's and women's premier divisions were included in the examination as well as men's Ykkönen football league and Mestis ice hockey league. In these 14 different series, 52 corporate sports clubs played in the 2018 and 2019 seasons. Corporate sports clubs are rare in women's league sports. There were two corporate sports clubs in the women's leagues. (Ibid.)

The total turnover of the 14 leagues included in the review and Jokerit Hockey Oy, which plays in KHL, was EUR 215.8 million in 2019 (or in the 2018–2019 season) (Table 7). Women's league activities accounted for 4.2% or EUR 9 million of the total economic volume. Of the total sum, the ice hockey league finances accounted for 71% (EUR 153.3 million), football 16% (EUR 35.6 million) and other sports 13%. In ice hockey, the turnover of women's league clubs is EUR 1 million, which is 1.5 per cent of the total turnover of ice hockey league activities. In football, the turnover of the Kansallinen Liiga ("national league, formerly known as Naisten Liiga, "women's league") was EUR 1.6 million (4.5%). In volleyball and baseball, there are smaller differences in women's and men's league activities. The finances for the women's league activities are also clearly higher in these two sports: volleyball EUR 2.2 million and baseball EUR 2.5 million. As the overall finances of the leagues are also clearly smaller than in ice hockey and football, the percentages are also higher. The share of women's league finances was 31 per cent in volleyball and 25 per cent in baseball.

Table 7. Key figures for league activities in six sports in 2019 (more detailed information on the sources of these indicators available in Ala-Vähälä et al. 2021, 33).

Sports	Corporate sports clubs 2019 (2018–19) EUR 1,000,000				League sports clubs 2019: estimate, EUR 1,000,000	
	Number	Turnover €	Avg. / club	Profits, tot.	Different leagues	Sport total
Ice hockey						153.3
Liiga clubs (15 clubs)	15	106.6	7.1	+0.4	106.6	
<i>Subsidies of Liiga club groups (9)</i>	<i>11</i>	<i>13.6</i>		<i>+0.8</i>	<i>13.6</i>	
Mestis clubs (12)	9	5.0	0.5	-0.5	6.6	
Women's Liiga clubs (10)	0	0	0	0	1.0	
Other Liigas, Jokerit oy (KHL) (1)	1	14.4	14.4	-11.1	25.5	
Football						35.6
Veikkausliiga clubs (12)	8	13.9	1.7	-2.3	20.5	
<i>Subsidies of Veikkausliiga club groups (2)</i>	<i>7</i>	<i>7.1</i>		<i>+0.8</i>	<i>7.1</i>	
Ykkönen, clubs (10)	5	3.2	0.6	-0.6	6.4	
Women's Liiga, currently Kansallinen Liiga (10)	1	-	-	-	1.6	
Baseball						10.0
Superpesis clubs, men (14)	3	2.6	0.9	+0.1	7.5	
Superpesis clubs, women (11)	0	0	0	0	2.5	
Volleyball						7.1
Mestaruusliiga clubs, men (11)	0	0	0	0	4.9	
Mestaruusliiga clubs, women (9)	1	-	-	-	2.2	
Basketball						7.0
Basketball League clubs, men (11)	4	1.5	0.4	-0.8	6.0	
Basketball League clubs, women (10)	0	0	0	0	1.0	
Floorball						4.9
Salibandyliiga clubs, currently F-League men (14)	1	0.3	0.3	0	4.2	
Salibandyliiga clubs, currently F-League women (10)	0	0	0	0	0.7	
TOTAL		168.2		-15.3		215.8

In addition to team sports and players, individual athletes are also becoming more professional, which is reflected in the incorporation of sports activities. Alpine skiers, motor sports athletes, golfers and tennis players have been pioneers in incorporation in Finland. In recent years, companies have also been established by the most successful athletes of more traditional sports, such as cross-country skiing and track and field sports. New sports, such as e-sports, may be so inherently different from traditional sports that professionalism is built into the sport. (Ibid.)

5.7 Following sports

Watching and following different sports in person at competitions and matches as well as via various media is an essential part of competitive and high performance sports. In 2018, the Research Institute for Olympic Sports carried out a population survey targeted at Finns aged between 15 and 74. In the survey, following sports in different ways emerged as one of the key themes (Mäkinen, Lämsä & Pusa 2018). In this section, we report on the main results of the survey. In the KIHU report, the results were compared with a similar survey carried out in 2016 and partly with the most recent National Sports Survey (2010), which was implemented by sports organisations and the Ministry of Education and Culture until 2010.

According to the report, 57% of Finns aged 15 to 74 had been watching sports in person. The share is the same as in the 2010 sports and physical activity poll (19- to 65-year-old respondents). In 2010, 50 per cent of women and 63 per cent of men had followed a sports event or match in person, while eight years later, the share of women had increased to 54 per cent and the share of men (64%) had remained almost the same. (Mäkinen et al. 2018.)

Ice hockey is by far the most popular sport followed in Finland, both in person and through the media. A total of 854,000 people had watched sports in person, and just over two million Finns aged 15–74 had followed sports through the media. Women accounted for about one third (34%) of the audience at ice hockey matches, but there were clearly more women who followed the sport through the media (44%). In general, women (39%) watched sports in person less often than men (61%). Differences in following sports through the media were less pronounced. Both men and women followed nearly as much ice hockey, cross-country skiing and track and field sports through the media. Meanwhile, women watched figure skating much more than men both through the media (74%) and in person (almost 60%), while watching less rallying than men (19%). Of the sports events watched in person, baseball was the only sport with an equal amount of female and male spectators. According to the report, there have been no major changes in watching individual sports in person compared to previous studies. Ice hockey has been the most popular spectator sport for a long time. Football, motor sports and basketball are more popular than before. (Ibid.)

Both similarities and differences emerged between the genders when the respondents were asked about the sports that they wished Finland would succeed in. Both genders hoped for success in the most watched sports. Women were more likely than men to wish for success in figure skating, snowboarding, parasports and swimming. Meanwhile, more men wished for success in rallying and other motor sports, football and tennis. (Ibid.)

5.8 Discrimination

The Non-Discrimination Act (1325/2014) prohibits discrimination on the basis of age, ethnic or national origin, nationality, language, religion, belief, opinion, health, disability, sexual orientation or other personal characteristics. Discrimination may be direct or indirect. If a person, on the grounds of personal characteristics, is treated less favourably than another person was treated, is treated or would be treated in a comparable situation, this is direct discrimination. Discrimination is indirect if an apparently neutral rule, criterion or practice puts a person at a disadvantage compared with others on the grounds of personal characteristics, unless the criterion or practice has an acceptable objective and the measures to attain the objective are proportionate. (Non-Discrimination Act 1325/2014.)

The Act on Equality between Women and Men (609/1986) lays down separate provisions on the prohibition of discrimination based on gender. Under the Act, direct gender-based discrimination means treating women and men differently on the basis of gender, treating someone differently for reasons of pregnancy or childbirth or treating someone differently on the basis of gender identity or gender expression. Indirect gender-based discrimination means treating someone differently by virtue of a provision, criterion or practice that appears to be gender-neutral in terms of gender, gender identity or gender expression, but where the effect of the action is such that the persons may actually find themselves in a less favourable position on the basis of gender. Indirect gender-based discrimination also includes treating someone differently on the basis of parenthood or family responsibilities.

5.8.1 Discrimination in sports and physical activity

Research into bullying, discrimination and harassment in Finnish sports and physical activity culture has expanded in the 2010s and 2020s. Research data have been collected on topics such as discrimination and bullying experienced by sexual and gender minorities and more generally by children and young people in their leisure time exercise and sports activities (e.g. Laine, Salasuo & Matilainen 2021; Hakanen et al. 2019; Laine, Salasuo & Matilainen 2016; Kokkonen 2012). Overall, there is clearly more bullying and

discrimination in sports and physical activity than in other hobbies (e.g. Salasuo, Tarvainen & Myllyniemi 2021; Laine et al. 2021; Laine et al. 2016).

Participants in the Young people's leisure activities study were asked if the child or young person had sometimes experienced bullying, discrimination or other inappropriate behaviour in their leisure time physical activity. Different forms of inappropriate behaviour were presented in the questionnaire, and the respondents could indicate the extent to which they had experienced described behaviour for each of them. According to the Young people's leisure activities study, 31% of 10–29-year-olds had experienced bullying, discrimination or other inappropriate behaviour in their leisure time sports or physical activity hobby. Experiencing bullying, discrimination and inappropriate behaviour was clearly more common among those over 15 years of age than the younger respondents. (Hakanen et al. 2019, 48.)

The LIITU study asked the child and adolescent respondents: "Have you felt that you are being discriminated against?". Those who had experienced discrimination were also asked about the reasons for discrimination and the situations in which they had experienced discrimination. According to the LIITU studies, more than a third of children and young people had experienced discrimination or bullying. Of those aged 11, 13 and 15 who had experienced discrimination or bullying, 19% reported having been bullied or discriminated against in their leisure time sports and exercise activities. Of the upper secondary school students who had experienced discrimination or bullying, 33% reported that they had been bullied or discriminated against in their leisure time sports and exercise activities. (Laine et al. 2021; Laine et al. 2016.) According to the Young people's leisure activities study, the differences between various age groups could indicate that bullying and discrimination are less common in the younger children's leisure time sports and exercise activities. However, it could also be that young people over 15 years of age may be better at recognising bullying, discrimination and inappropriate behaviour than the younger children. (Hakanen et al. 2019, 48.) In the 2020 LIITU study, the different ways and environments in which children and young people of different ages engage in their leisure time physical activities were also highlighted as a possible explanation. Less of the physical activity of older children and young people occurs in a guided sports environment, which means that adults are less involved in supervising the activities. (Laine et al. 2021).

According to LIITU studies, girls and women generally experience discrimination and bullying more often than boys and men (Laine et al. 2021; Laine et al. 2016). However, boys and men experience discrimination and bullying in their leisure time sports and physical activity more often than girls and women. (Laine et al. 2021; Hakanen et al. 2019, 49; Kokkonen 2018; Laine et al. 2016.) Women who responded to the LIITU survey in 2020 had experienced discrimination and bullying more often than men in all other areas they

were asked about except for their leisure time sports and exercise activities (Laine et al. 2021). According to the data from a child victim survey conducted in 2013, experiencing psychological or physical violence committed by the instructor was more common among boys than girls in leisure time sports and physical activities. The questionnaire used in the study asked the respondents whether they had experienced any of the forms of violence presented on the form in their leisure time activity. In the study, the concept of violence was understood in broad terms, which meant that it was considered to include various forms of physical and psychological violence, some of which are illegal under the Criminal Code and some have a less clear legal status. Unlike in previous research findings, the boys also reported sexual harassment and violence committed by the instructor more than girls. Boys also reported having experienced psychological, physical and sexual harassment and violence more often than girls in their other hobbies. (Peltola 2018; Peltola & Kivijärvi 2017.)

Finnish studies on bullying, discrimination and harassment in sports and physical activity culture often refer to the definitions on discrimination and harassment of the Non-Discrimination and Equality Act. Some studies do not specify in more detail what they mean by concepts such as discrimination or harassment. The concepts used also get mixed up and the difference between bullying, discrimination, harassment or inappropriate treatment is not always made clear. Improving the availability of data that is as uniform and comparable as possible would require clarifying the concepts used in research on the phenomenon.

5.8.2 Sexual and gender-based harassment in competitive sports

A total of 199 sexual offences committed in relation to sports and physical activity were reported to the police in Finland in the period 2016–2018. In addition to physical activity covered by sports organisations, this number also covers venues such as swimming pools and gyms. The police has transferred 87, or 44%, of the reported offences the prosecutor for consideration of charges. The most common offence category was the sexual abuse of a child. Other most common types of crime were sexual harassment, public obscenity and illicit observation. Of the suspects, 249 were men and 9 were women. The gender of the suspect was not known in three cases. Of the 199 reports, 65, or about one third, were related to competitive sports and recreational activities. The rest of the reports were related to non-organised leisure time physical activity. Sexual offences committed in the context of sports and exercise particularly target children and young people. In the period 2016–2018, 64% of the victims of crime whose age was known were under 16 years of age. Sexual offences in sports and physical activity are gendered; between 2016 and 2018, 179 women and 68 men had been recorded as victims of sexual offences in related reports

of an offence. The gender of the victim was unknown or there was no victim in 50 cases. (Turpeinen 2020; Turpeinen 2018.)

Under the Non-Discrimination Act (1325/2014), harassment is a form of discrimination. Harassment involves the deliberate or de facto infringement of the dignity of a person, if the infringing behaviour relates to a reason used as grounds for discrimination, and as a result of the reason, a degrading or humiliating, intimidating, hostile or offensive environment towards the person is created by the behaviour. Sexual and gender-based harassment is prohibited under the Act on Equality between Women and Men. Sexual harassment means “verbal, non-verbal or physical unwanted conduct of a sexual nature by which a person’s psychological or physical integrity is violated intentionally or factually, in particular by creating an intimidating, hostile, degrading, humiliating or offensive atmosphere”. The definition of gender-based harassment is otherwise similar, but it is not of a sexual nature but rather related to the gender of a person, their gender identity or gender expression. (Act on Equality between Women and Men 1986/609).

The “Me too” campaign, which started in 2007 and entered into the public consciousness ten years later, gave visibility particularly to the sexual harassment experienced by women (Honkasalo 2017). The media initially addressed this broad societal issue mostly through the cultural sector. Gradually, sexual harassment in other areas of society also became a topic of public discussion. Sexual harassment in sports is considered to have gained a lot of attention in the media in early 2018 (Vuolle 2020).

The Finnish Center for Integrity in Sports FINCIS has been commissioned by sports federations to draw up reports concerning both bullying and harassment in general and sexual and gender-based harassment in more detail in the context of various sports. According to a report on bullying and harassment in different forms of ice skating, bullying occurred in proportionally nearly equal amounts among men and women. In the report, bullying referred to “intentional, repeated and psychological or physical violence against the same person”. Women had experienced and observed more sexual and gender-based harassment than men. (FINCIS 2020.) Women also experienced sexual and gender-based harassment more often than men in national ice hockey and football teams (Hentunen, Laakso & Ikonen 2018, 13). The definition of sexual and gender-based harassment used in the reports was based on the Act on Equality between Women and Men.

In 2020, FINCIS conducted a study on the prevalence of sexual and gender-based harassment in Finnish competitive sports ($n = 9,018$). The study was focused on athletes aged 16 and over. The study included 48 sports federations and organisations. The definitions of sexual and gender-based harassment used in the report were derived from the Act on Equality between Women and Men. Of the survey respondents, 26 per cent had experienced sexual harassment in sports activities in the previous five years.

14 per cent of the respondents had experienced gender-based harassment. One fifth had observed sexual or gender-based harassment in competitive sports. The female gender is a significant risk factor for experiencing sexual and gender-based harassment in competitive sports. Both forms of harassment were more common among women than men. In addition to gender, age was also a significant risk factor for harassment. The younger the athletes, the higher their risk of being subjected to sexual or gender-based harassment. (Lahti et al. 2020).

According to a FINCIS study, the experience and perception of sexual and sexual harassment differ strongly from one gender to another. Of the female respondents, 32% had experienced sexual harassment in competitive sports and 23% had experienced gender-based harassment. Of the men who responded to the survey, 19% had experienced sexual harassment and 3% had experienced gender-based harassment. Women (26%) had also observed either sexual or gender-based harassment more often than men (12%). The most common form of sexual harassment experienced by respondents was overall disturbing talk, which 24% of women and 17% of men had experienced. The second most common form of sexual harassment was verbal harassment that the respondent had been subjected to. This had been experienced by 12% of women and 4% of men. 4% of women and 1% of men had experienced physical sexual harassment in sports activities. Of the female respondents, 56, or just over one per cent, had been asked or coerced to sexual activity or promised money, a favour, goods or some other compensation for sexual acts. Of the male respondents, 14, or approximately 0.3%, had similar experiences. Of the women who responded to the survey, 11 (0.2%) reported that they had been subject to an attempted rape or had been raped in relation to their sports activities in the past five years. Three men (0.07%) had similar experiences. (Ibid.)

Sexual and gender-based harassment seems to be mainly committed by men. Of the women who had experienced sexual harassment, 55% reported that the person who had harassed them was male. About one in ten women reported that they had been harassed by a person of the same gender. One third of women who had experienced sexual harassment reported having been harassed by both men and women. Of the men who had experienced sexual harassment, around two thirds (67%) reported that the person who had harassed them was male. Of the men who had experienced sexual harassment, 5 per cent reported that the harasser was a woman. Less than a quarter (24%) of the men who had experienced sexual harassment reported having experienced harassment by both men and women. (Ibid.)

Of the women who had experienced gender-based harassment, 63% reported that the person who harassed them represented the male gender. 5% of women said the harasser was a woman. A quarter of women who had experienced gender-based harassment had been harassed by both men and women. Less than half (49%) of men who had

experienced gender-based harassment had been harassed by a male. The share of female harassers was 12%. Just over a quarter (27%) of men who had experienced gender-based harassment had experienced harassment by men and women. (Ibid.)

5.9 Summary

- The operating conditions for women's sports and female athletes have developed especially in the 2010s. Since 2018, equal numbers of athlete grants have been awarded to women and men.
- Since 2007, women have achieved more medals than men in the Olympic Games, World Championships and European Championships apart from some individual exceptional years.
- The proportion of female coaches among the members of professional organisations has been increasing in recent years. Currently, approximately 1/3 of the members are women.
- Women are more likely to coach individual sports or to coach individual athlete(s) than men.
- Women experience and observe clearly more sexual and gender-based harassment in competitive sports compared to men.
- In addition to gender, other risk factors for experiencing sexual and gender-based harassment include young age and competing at a high level. According to a statistical forecast, young women who compete at a high level are at the highest risk of encountering sexual and gender-based harassment.

6 Decision-making and leadership

For decades, increasing the number of women involved in decision-making has been a key development target related to equality in sports and physical activity. For this purpose, statistics have been compiled since the 1990s, especially from sports organisations. As gender equality policy measures also apply to central government and the public sector, the gender distribution of the leading public officials in central and regional government and municipal sports services has also been reported in previous years. The present review excludes municipal sports services from the examination. Already in the 2017 review (Turpeinen & Hakamäki 2018), it was assessed that accurately describing municipalities' area of responsibility related to physical activity would become increasingly complicated as a result of increasing variation in the titles of public officials, changes in statistical methods and development of the field of operation. In municipalities, activities included in the field of physical activity can occur under many different administrative branches and cost centres: for example, under technical, cultural, recreational, wellbeing or educational services. It is possible to obtain data on the salaries of municipal employees broken down by titles and gender. However, the titles of employees and public officials do not always directly indicate whether the person's job or some part of it falls within the scope of sports services. Varied practices and their changes make comparisons at the municipal level inaccurate.

6.1 Central government

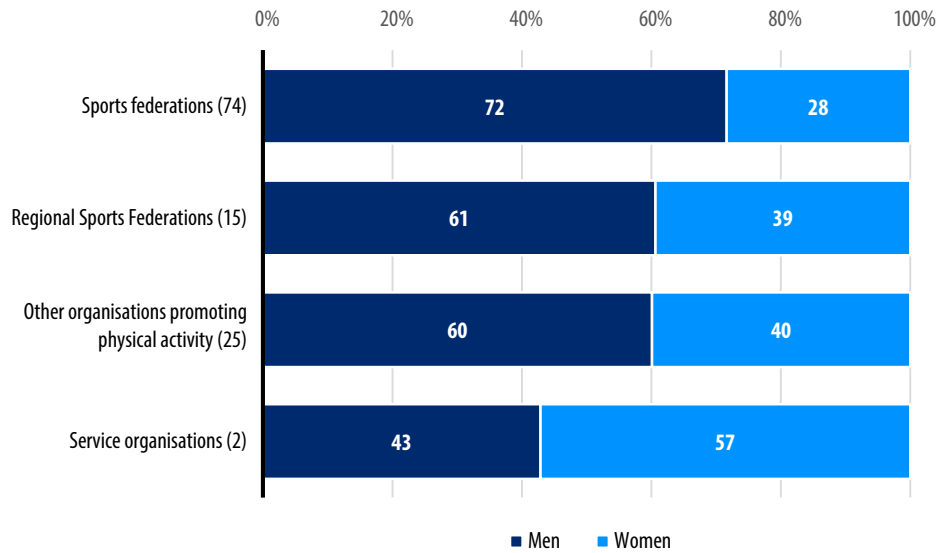
Under the Equality Act, the proportion of both women and men in government committees, advisory boards and other corresponding bodies, and in municipal bodies and bodies established for the purpose of intermunicipal cooperation, but excluding municipal councils, must be at least 40 per cent, unless there are special reasons to the contrary (Act on Equality between Women and Men 657/2021). Section 8 of this Act, on the other hand, which contains provisions on recruitments, states that if an employer, upon selecting someone for a particular task, bypasses a more qualified person of the opposite sex in favour of the person chosen, unless the action was based on weighty and acceptable grounds related to the nature of the job or the task, this constitutes discrimination prohibited under the Act.

Four women and five men work in the Ministry of Education and Culture's Division for Sport (with the job titles Director/Counsellor for Cultural Affairs/Senior Officer/Senior Specialist). The National Sports Council is chaired by a man. Two men and one woman work in the Sports Council secretariat. The three National Sports Council departments are all chaired by women. Of the members of the Sports Council and its divisions, 22 are men and 21 women. In the sports activities of the regional state administrative agencies (6 agencies), 11 persons work under the title of Senior Officer or Director, of whom six are men and five are women. Eight persons work under the titles of Planning Officer or Administrative Officer. Three of them are women and five are men. Consequently, it appears that gender equality is relatively well realised in central government.

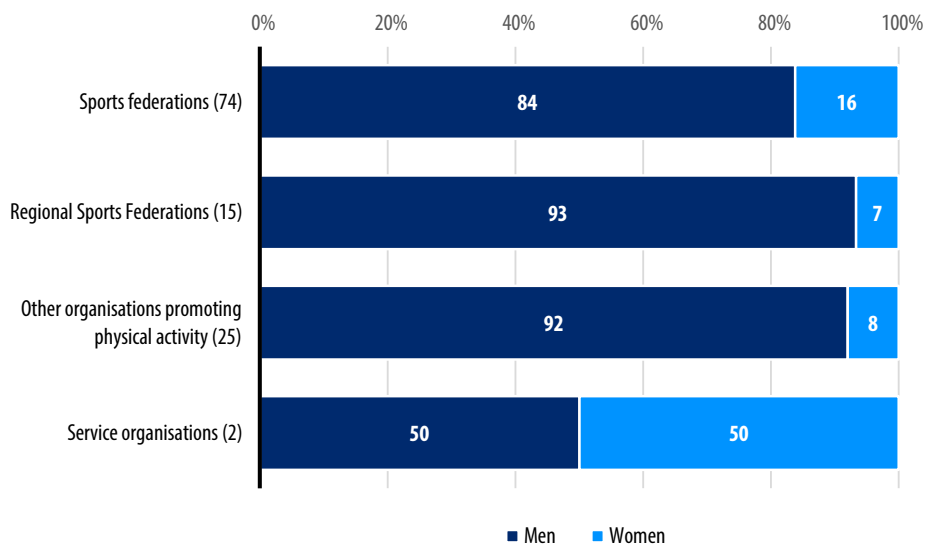
6.2 Sports organisations

The boards of third-sector sports organisations (n=116) have a total of 1,026 members, of whom 686 (67%) are men and 340 (33%) are women. The gender distribution in the boards varies widely in different organisations. The proportion of women in sports federations is the lowest (28%). Around two out of five members are women in the boards of other organisations promoting physical activity (40%) and Regional Sports Federations (39%). The boards of service organisations (the Olympic Committee and the Paralympic Committee) have more women than men (Figure 17).

The latest data on the gender distributions of the boards of sports organisations have been obtained from general grant applications of organisations promoting physical activity collected by the Ministry of Education and Culture for 2021. As the applications were submitted in 2020, the year 2020 will be used in the comparison of the board members. LIKES has supplemented the missing data, particularly regarding the chairs of the boards and the operational directors of the organisations. This additional information was collected from the organisations' websites in 2021. The division of organisations differs slightly from the previous reviews and reports on equality in physical activity (cf. Kortetmaa et al. 2021; Oja et al. 2019; Särkivuori et al. 2020; Turpeinen & Hakamäki 2018). The division of organisations presented in the present report is the same as the one used by the Ministry of Education and Culture.

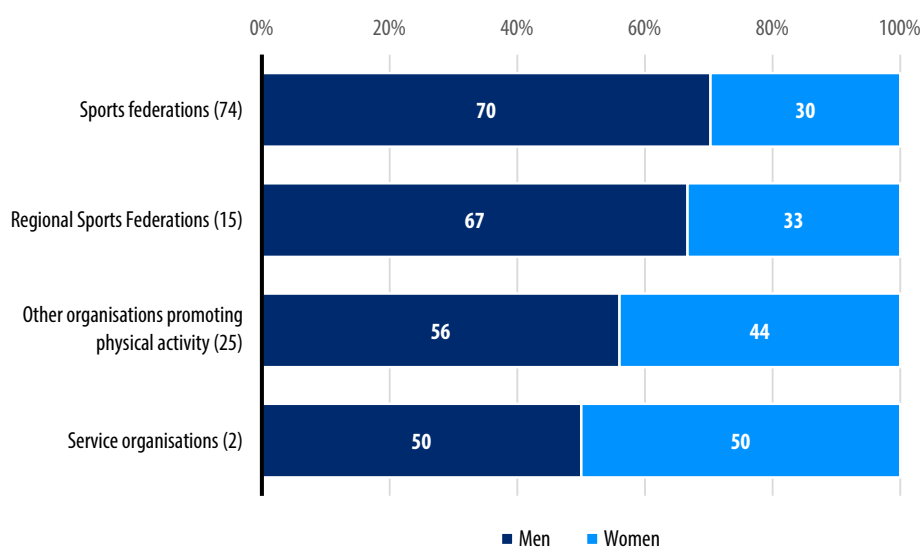
Figure 17. Gender distribution in sports organisation boards in 2020 (%).

There are no women on the boards of six and no men on the boards of two sports federations. There are clearly more men than women among the chairs of the boards of sports organisations (Figure 18). The share of women is the lowest among the chairs of the boards of Regional Sports Federations (7%) and other organisations promoting physical activity (8%). Of the boards of sports federations, 16% are chaired by women.

Figure 18. Gender distribution among the chairpersons of sports organisation boards in 2021 (%).

The gender distribution of the operational directors of sports organisations is slightly more even than that of the chairpersons of the boards (Figure 19). Nevertheless, the proportion of men is clearly higher when we look at the operational directors of organisations. In this report, the operational director refers to a person hired to manage the activities of the organisation. In the sports organisations examined, the titles of the operational directors included executive director, managing director, general secretary, regional director, head of organization, head of office, director of sports services, and federation secretary. For the organisations that have not hired anyone to stand as their director, the chair of the board of the organisation has been indicated as the operational director.

Figure 19. Gender distribution among the operational directors of sports organisations in 2021 (%).

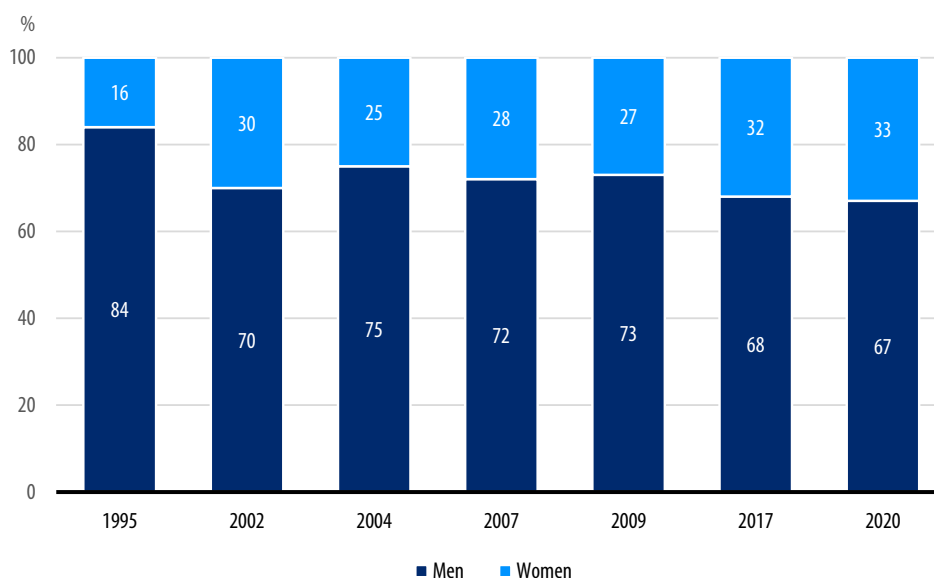


Since 1995, statistics have been compiled on the gender distribution of the boards, chairpersons of the boards and operational directors of sports organisations. The compilation of data has not been systematic or regular, and mergers of national organisations, for example, have changed the division of organisations. However, the collected data allows making conclusions on the change in the gender distributions in the sports organisation boards with sufficient accuracy. A special emphasis in this examination is on sports federations, as their number is multiple times that of other sports organisations. The figures for 2020 and 2021 include organisations that applied for general aid for organisations promoting physical activity for the following year. Some organisations eligible for central government aid on which no comparative data was available for previous years have been excluded from the reviews concerning the previous

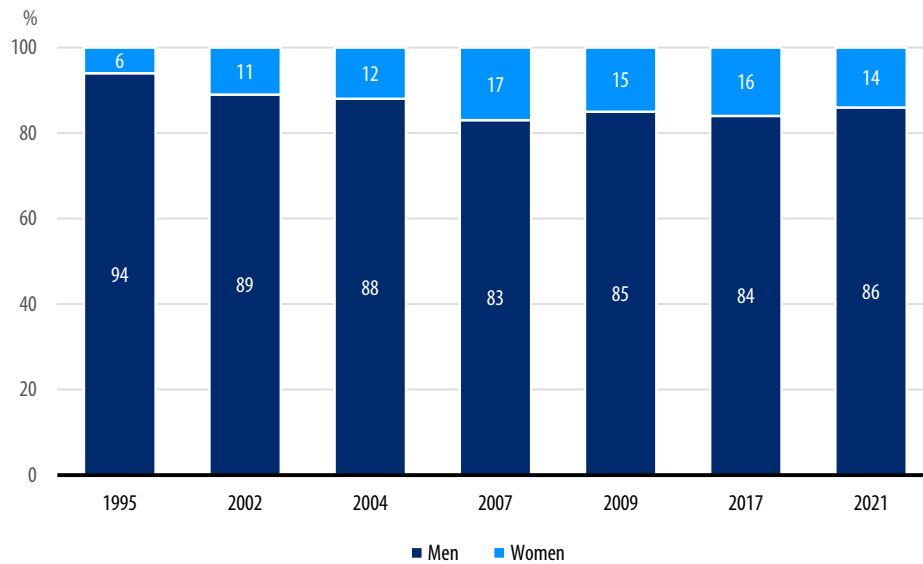
years (see Turpeinen & Hakamäki 2018, 58). The most recent data on the chairpersons of the boards and operational directors were collected in 2021.

From 1995 to 2020, the share of female board members has risen from 16 per cent to 33 per cent but the change has not been entirely straightforward (Figure 20). The most significant change took place from the 1990s to the early 2000s. Since then, the proportion of women has varied between 25 and 33 per cent.

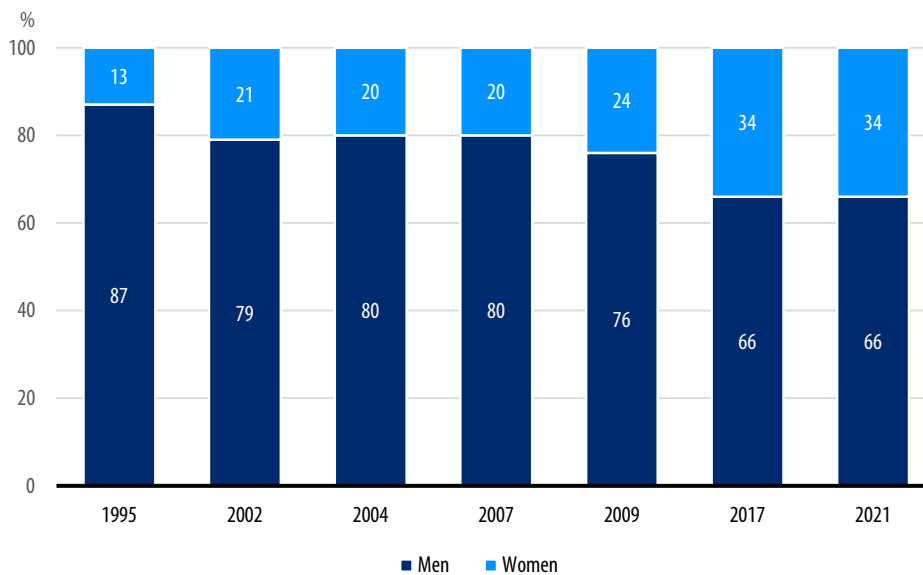
Figure 20. Share of men and women among sports organisation board members in total in 1995–2020 (%).



Clearly fewer women than men serve as the chairs of sports organisations (Figure 21). Between 1995 and 2021, the share of women serving as the chairpersons of sports organisations has increased, but there has been variation in the trend. There was growth until 2007, after which the proportion of women remained fairly stable until 2017. However, in 2021, the share of female chairpersons started declining and was at its lowest point since 2004 in the reporting years.

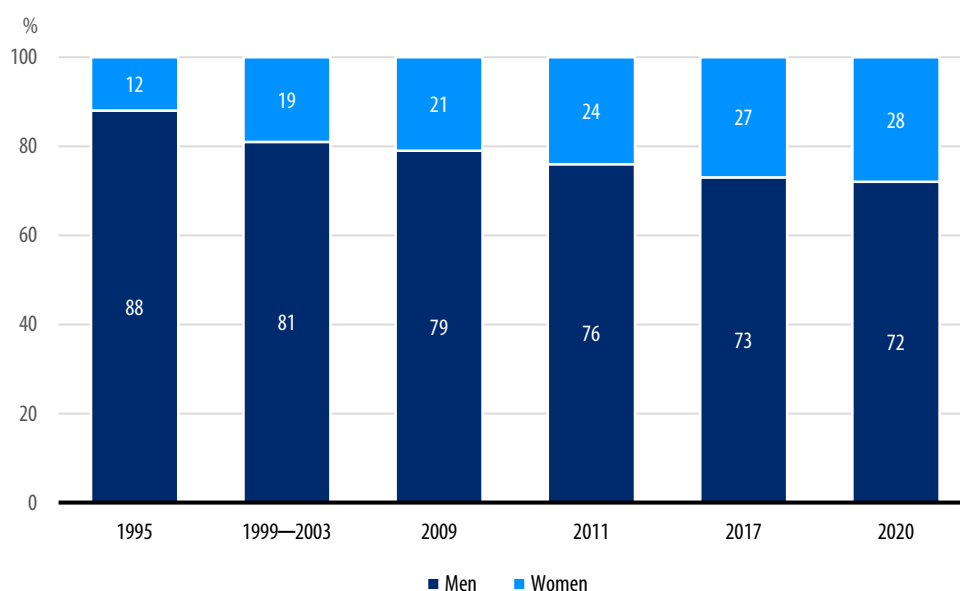
Figure 21. Share of men and women among chairpersons of sports organisation in total in 1995–2021 (%).

The share of women among the operational directors of sports organisations has clearly increased over the past 25 years. The share of female operational directors grew from 13% to 34% between 1995 and 2021. The greatest leaps in the share of women have taken place between 1995 and 2002 and between 2009 and 2017. Since 2009, the share of female operational directors has increased by 10 percentage points (Figure 22).

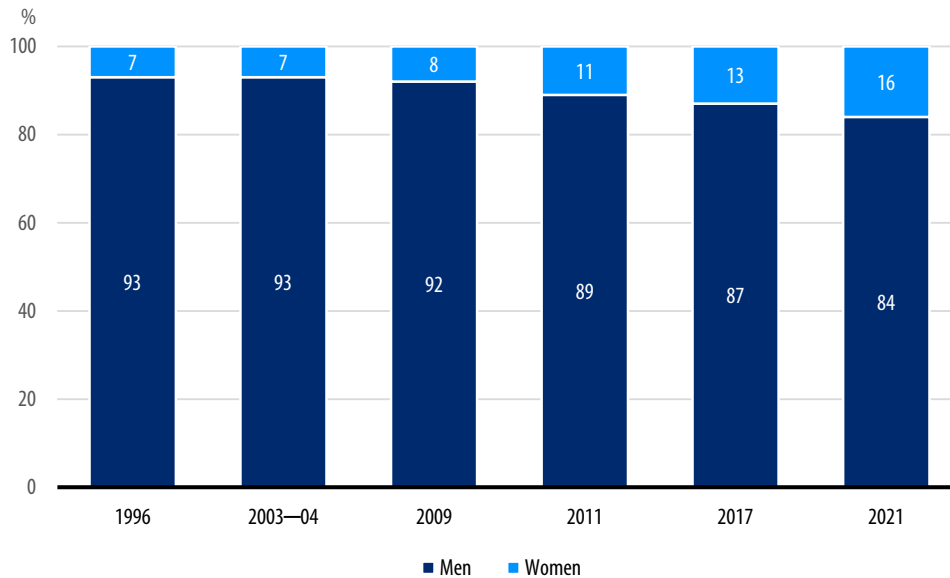
Figure 22. Share of men and women among operational directors of sports organisations in total in 1995–2021 (%).

In the boards of sports federations, men's proportion is larger than in other sports organisations. However, women's proportion has been gradually increasing every time statistics have been compiled since 1995. The share of women on the boards of sports federations has increased from 12 to 28 per cent over the past 25 years. Since 2011, the share of female board members in sports federations has increased by four percentage points (Figure 23).

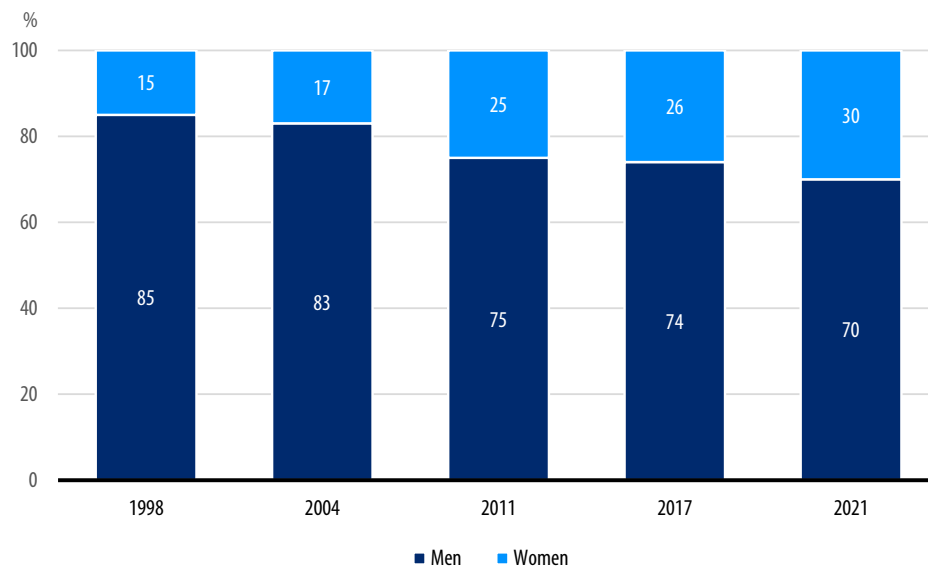
Figure 23. Share of men and women among sports federations' board members in 1995–2020 (%).



Clearly more men serve as the chairs of the sports federations. The share of female chairs of sports federations grew from seven to 16 per cent between 1996 and 2021. However, women's proportion of the chairpersons has increased every time statistics have been compiled since 2011. Over the past ten years, the share of women among the chairs of sports federations has increased by five percentage points (Figure 24). In sports federations, the share of female chairs has also increased over the past ten years, unlike in sports organisations in general.

Figure 24. Share of men and women among chairpersons of sports federations in 1996–2021 (%).

Slightly less than one third of the operational directors of sports federations are women. The share of women can be interpreted to have increased in cycles; the greatest leaps took place in the periods 2004–2011 and 2017–2021. Over the past ten years, the share of women among the operational directors of sports federations has increased by five percentage points (Figure 25).

Figure 25. Share of men and women among sports federations' operational directors in 1998–2021 (%).

The figures presented cannot be compared directly with international statistics. The EU-coordinated ALL IN project collected data on the gender distribution among the chairmen, vice-chairmen and members of the national Olympic Committees of 18 countries (Council of Europe 2019). In Finland, 31 organisations responded to the survey. While the number of organisations is smaller and narrower than in the present report, for example the share of women at about one third of board members is the same in both data sets. In the data set of the ALL IN project, the largest share of women as board members was found in France (37%), but in Finland, the share of female vice chairs was the highest in a comparison between countries (40%). Finland also had the highest number of female chairs (14%) compared to other European countries.

The 40 per cent target of the minority gender as board members is fully or nearly realised in Finnish sports organisations, with the exception of sports federations. Although the share of women (28%) among board members in sports federations remains low, it has been grown in each data collection since 1995. Since 2011, the share of women has increased by four percentage points. The share of women among the operational directors of sports organisations (34%) has increased by 10 percentage points since 2009. From the perspective of gender equality, the biggest challenges are the gender distribution of the chairpersons of the boards of sports organisations (14% are women) and the fact that no significant changes have taken place in this since the early 2000s.

6.3 Summary

- Sports organisations continue to have primarily male board members (67%) and chairpersons (86%). The changes have not been significant since the beginning of the 2000s.
- The share of women is the smallest on the boards of sports federations (28%).
- Over the previous period of just over ten years, the share of women has increased, especially among operational directors (24%→34%), when including all sports organisations in the examination.
- Considering all sports organisations, the share of women chairing the organisations has not increased over the past ten years.
- At the same time, however, the share of women serving as the chairs of sports federations has continued to grow over the past ten years (11%→16%).

7 Developing equality in sports and physical activity

This chapter provides a concise overview of development projects and sports policy measures aimed at developing women's opportunities to work as coaches and managers in sports and physical activity.

7.1 Coach Like a Woman project

The Coach Like a Woman project, coordinated by the Finnish Coaches Association, began in 2014 and consisted of three project periods 2014–2015, 2016–2017 and 2018–2019. The project was funded by the Ministry of Education and Culture, and the activities were focused on ball games. By the end of 2015, the sports covered by the project included football, handball, ringette, floorball, ice hockey, American football, baseball, basketball and volleyball, and parasport ball games organised under the Finnish Paralympic Committee. Parties contributing to the project on the background included the Professional Coaches of Finland SAVAL and Finnish Sports Confederation Valo (Finnish Olympic Committee as of early 2017). During the third project period, ultimate and rugby were also included in the project. (Finnish Coaches Association 2019.)

According to the final report of the Coach Like a Woman project, the target set for the last project period was: 1) Inspiring former athletes to continue their careers in sports as coaches and, through this, increase the number of female coaches in team sports, 2) support the women currently working as coaches in their careers, 3) developing the skills of those transitioning to a career in coaching and clarifying the coaching path through mentoring, and 4) identifying special features related to female coaching, and utilising and increasing research knowledge. According to the results presented in the project's final report, particularly the sports that were active in participating in the project, namely ringette, ice hockey and football, managed to increase the number of female coaches at their main series level. Overall, the own commitment and activity of the sports was emphasised a lot in the promotion of equality. At the individual level, mentoring, training and meetings had strengthened the career development of female coaches. The broader output and successes identified for the project included an increase in the media visibility of female coaches. In addition, networking and other cooperation between different sports had expanded both nationally and internationally. At the end

of the project period, the share of female coaches in the sports covered by the project was estimated to be 15%. Compared to the 2017 status, the estimated growth was 2.5 percentage points. (Finnish Coaches Association 2019.)

The original project that covered ball sports was continued with the Coach Like a Woman in Combat Sports project coordinated by Finnish Coaches Association. The main objective of the project is to increase the total number of female coaches in the sports included in the project, particularly the number of top coaches, and to provide support and create a support network for female coaches already involved in the activities. The project utilises the operating models created and experiences gained in the previous project. The federations involved in the project planned for the period 2020–2021 include the Finnish Judo Association, Finnish Karate Federation, Muaythai Federation of Finland, Finnish Fencing and Pentathlon Federation, Finnish Boxing Federation, Finnish Wrestling Federation, Finnish Weightlifting Federation, Finnish Taekwondo Federation and Finnish Taido Association. In addition to sports federations, the background communities of the project include the Professional Coaches of Finland SAVAL, the Finnish Olympic Committee and the Finnish Paralympic Committee. (Finnish Coaches Association 2021b.)

7.2 Gender equality in projects and training programmes related to gender equality

Although the proportion of women in managerial positions in sports organisations has increased in the past few years and especially over the decades, sports organisations are still mostly managed by men. Indeed, several different projects have aimed to promote women's opportunities to work in leadership positions in sports and physical activity. In the Coach Like a Woman project, which ended in 2021, the aim was to strengthen the management competence of women working in sports and physical activity and encourage them to apply for leadership positions in sport. This was a three-year project, preceded by a pilot project carried out in the period 2017–2018. The project consisted of three training programmes in which 20 participants were selected based on applications. The project was funded by the Jane and Aatos Erkko Foundation. (Olympic Committee 2021b.) The themes of the training programme included personal leadership, management of people, communication, interaction and presentation skills, strategic management, sports management and networking (Olympic Committee 2020b). Mentoring was also an important part of the training programme (Olympic Committee 2021b).

The Naiset vaikuttajina liikunnan pelikentillä (Women exerting influence in the playing fields of sports) project implemented in the period 2019–2021 also aimed at increasing

the number of women in positions of trust and professional leadership in sports and physical activity organisations. The project's target group particularly included club and regional level actors. The project was funded by the European Social Fund and it involved providing training on management and equality issues for a total of 60 women involved in different tasks related to sports and physical activity. The content of the training project consisted of various perspectives on issues such as management, interaction and communication, networks and equality. Mentoring received by the participants was also an essential part of the project. (Olympic Committee 2021c.) According to an impact assessment carried out on the project, the project was considered effective and necessary at the level of individuals, the community and society alike. The project participants found the training they had received useful for their career development, strengthening their management skills and promoting their networking skills. (Pulkkinen 2021.)

A third project coordinated by the Olympic Committee was the International New Leaders training programme in carried out in the period 2018–2019. The training programme was initiated by Birgitta Kervinen, who received the IOC Women and Sport World Trophy Award in 2017 and donated the prize money to the development of physical activity and sports for women and girls. The training programme was also funded by the Ministry of Education and Culture, the International Olympic Committee (IOC) and the European Olympic Committee. The latter two were also involved in implementing the training programme together with the Finnish Olympic Committee.

The development of women's and men's leadership skills in sports was set as the goal of the training programme, and particular attention was paid to the basis of good governance, responsibility and ethical aspects, networking of participants, increasing the number of female sports leaders and the implementation of the IOC Gender Equality Recommendations. The plan was to select a total of 30 participants to the programme, 50 per cent of each gender. (New Leaders, Curriculum.)

Workshops, seminars and mentoring were defined as the main learning methods. The workshops included topic such as strategic management, crisis management, inclusive organisational culture, development of interaction skills, and influencing and presentation skills. The training programme also included preparing a personal development plan. (Ibid.) A further target was set in 2018 to make the training programme a pilot that IOC will expand to all continents in 2019 and 2020. (Olympic Committee 2021d.)

According to the monitoring of the training programme, 19 women and 11 men participated in the project. The workshops were organised by the Lithuanian, Irish and Azerbaijani Olympic Committees. More than 200 people participated in the closing seminar held in Helsinki, including persons of trust and general management from the IOC, the European Olympic Committee and the national Olympic committees. A

panel discussion planned for the Tokyo Olympic Games in 2020 was cancelled. The final survey was filled out by between 17 and 18 training programme participants, their number depending on the question. The respondents were asked about issues such as the implementation of the development plan, mentoring and other support received. Achievement of goals related to one's personal development plan (avg. 5.65) varied on a scale of 0–10 (0 = not at all, 10 = very well), as did the continuation of the activities according to the plan after the end of the degree programme (avg. 7.24). The training programme was mainly considered very useful, and the participants felt they could keep using the skills they had learned in the future. The participants have kept in touch digitally after the training programme. (New Leaders, Results.) For the time being, there are no plans to organise the training programme coordinated by the Finnish Olympic Committee again or further developing the training programme.

It is not possible to draw direct conclusions on whether the above projects have significantly increased the number of female coaches or women employed in managerial tasks in sports. Drawing conclusions would require monitoring the participants' careers and longitudinal monitoring of project results. However, it seems that promoting gender equality in sports and exercise continues to require making inequality visible. Various projects have increased the competence of the persons involved and their background organisations, and brought light to the imbalance in the gender distribution among the managers in the field of sports and physical activity. The projects have also been used to highlight factors related to female coaches' careers in public debate. Gendered structures or obstacles to career advancement have also been made visible. In this respect, they already meet the objectives set for the work to promote equality in the EU's sports policy. In addition, the projects have proposed measures for agents such as sports clubs and federations to promote gender equality, and implemented the sports policy objectives of international organisations, such as the IOC.

There is still room for development in how international projects, such as ALL IN, are made use of at the national level and how project-based promotion work can be introduced as sports and physical activity practices. Objectives, plans and support measures are available in many different ways, for example, on how to mainstream the gender perspective in the decision-making and policy measures concerning sports and physical activity. In fact, translating the objectives into concrete practical measures requires continuous and goal-oriented cooperation and political will in the sports and physical activity sector, both at different levels of public administration and in associations in the sector as well as other organisations.

7.3 Spikes Prize as part of the promotion of equality in physical activity

The Ministry of Education and Culture grants various recognition awards and medals for merits in physical activity and sports. Of these, the Spikes Prize has been awarded since 1995 as a recognition of distinguished activities to promote gender equality and pluralism in sports and physical activity. The Spikes Prize may be awarded to an association, group, project or person operating in Finland on a permanent basis. (Ministry of Education and Culture 2021e.)

The award was based on a working group report published in 1995, Piikkareilla - nopeammin, korkeammalle ja tasa-arvoisemmin ("On spikes - faster, higher and with better equality") included extensive reflection on gender equality in sports and physical activity. In 1995–2016, the evaluation criteria for the prize recipients were long-term, productive and effective or innovative activities that promote gender equality in the sports sector. The evaluation criteria and priorities vary; for example, in the period 2017–2018, measures taken by those working in sports to promote equality in the sports sector were rewarded. A special theme in 2017 was the promotion of equality in leadership and coaching in sports and physical activity, and in 2019, the criteria emphasised serving as a role model of equality. As of 2020, the prize was renewed so that the gender equality prize (odd years) is awarded in alternating years with the non-discrimination prize (even years). (Government 2021.)

8 Conclusion

The key contents of the Equality in sports and physical activity in Finland 2021 review are based on the objectives and steering instruments of sports policy. The task of the administrative branch of the Ministry of Education and Culture is to create preconditions for a physically active lifestyle for the entire population and to promote high performance sports that aim to reap international success. The promotion of gender equality is based on norms and regulations as well as commitment to international policies and recommendations.

The underlying idea of the report has been a description of change. It also covers some new or previously unpublished information related to gender equality. This has enabled uncovering new features and trends in equality in sports and physical activity. As a result, the available and reported data describes in itself the key objective related to gender equality of compiling statistics on sports and physical activity measures and research results broken down by gender. There are still clear data gaps, such as the total number of coaches in Finland, which also undermine the interpretation of gender equality in sports coaching and serving as a coach. New information can also be used to highlight existing phenomena related to physical activity and sports from the gender perspective. After a 2017 gender equality review (Turpeinen & Hakamäki 2018), new data related to bullying and other inappropriate behaviour have been reported.

The development of data collection methods also changes data and the resulting interpretations. This has been particularly evident in measuring physical activity. Data measured using an accelerometer gives different results for the state of physical activity among the population than self-reported data compiled by means of surveys. However, regardless of the methods used, the trend continues to be that a slightly larger share of men and boys meet the recommendations than of women and girls. Men and boys also engage in more moderate to vigorous physical activity during the day.

The operating conditions for women's sports and female athletes have developed especially in the 2010s. Some of the changes have occurred in recent years, others in the longer term. The Ministry of Education and Culture has created better preconditions for female athletes by granting them the same amount of athlete grants as men since 2018. Slightly over 40 per cent of the athletes involved in sports academy activities are girls and women. Both in Finland and internationally, sports organisations have been

paying attention in their own work to the competence and career opportunities of female coaches for a longer time by now. In Finland, the share of female members in professional organisations in the sector has been increasing.

The characteristics related to engaging in specific sports as a leisure time activity seem to be fairly well-established. The most common forms of leisure time physical activity among the adult population and both genders are walking, running, cycling, gym exercises and swimming. As a result, municipal investments in pedestrian and bicycle routes and publicly supported sports facilities serving different population groups can be considered an act of equality. Everyday environments supporting local residents' physical activity will continue to play a key role in promoting gender equality also in the future.

On the other hand, changes in sports culture create differences in physical activity between the genders and even strengthen them. Thanks to an expansion of the available range of group exercise activities and increase in their popularity among girls and women, they are increasingly likely to engage in physical activities organised by private service providers. Similarly, the team ball games favoured by boys and men are still mainly organised by the third sector and organisations.

For a long time, women's opportunities for getting involved in decision-making in sports and physical activity have been promoted through both international and national sports policy. Finland has also played a visible role in international activities in the field, and the country's national legislation and various recommendations support the realisation of gender equality in the recruitment of managers. The results of the international ALL IN project coordinated jointly by the Council of Europe and the European Union and this review show that the objectives set by the European Commission on gender equality in decision-making have not been achieved. In the comparison of 18 countries participating in the ALL IN project, the share of women in the board members of sports federations is closest to the target in France, at 40 per cent. Finland performs reasonably well in the comparison, but there is good reason to further continue the development work.

Looking more closely at national trends from the perspective of decision-making reveals that these are polarised. While there has been an increase in the share of women in the operational management of national and regional organisations promoting physical activity, a similar change in positions of trust has been stagnating for a long time when looking at the field of sports organisations as a whole. On the other hand, an examination of sports federations alone also shows some positive development. As a result, an assessment of extensive changes in decision-making and management should always take the diversity of organisations into account and also pay attention to whether the positions of trust or operative management are examined separately or together.

Efforts have been made to increase the participation of women in decision-making through various training programmes and projects. In the future, there is a need for building more analytical understanding of the significance of these measures at the level of individuals and systems, and for consideration of the long-term impacts of the projects in relation to their objectives. In addition, attention must be paid to recruitment processes. Recruitments should particularly pay attention to whether persons are selected to boards or decision-making bodies based on an idea of a board member who is “the right fit” (Mikkonen et al. 2021). The concept of the “right fit” consists of socially constructed, gendered ideas, such as what kinds of qualifications, qualities, skills, background or personality traits a board member should have. Due to this conscious or unconscious tendency, board members tend to have fairly similar ideas regardless of their gender or other demographic factors. This leads to a failure to make use of diversity, which would develop the organisation’s capacity. (Ibid.)

The implementation of equality and non-discrimination plans by organisations promoting physical activity also plays an important role from the perspective of promoting gender equality. Organisations are responsible for the practical implementation of programmes regarding management, coaching, high performance sports and various support measures. As the results of the Council of Europe’s ALL IN project showed, the policy documents and plans for developing gender equality work in Finland are at a good level in a European comparison (cf. Council of Europe 2019). The activities required for public support take a concrete form as general grants to organisations, for instance. From this perspective, the outcomes of the work to promote equality carried out by sports organisations will also be affected by both the steering mechanisms of public administration and, for example, the organisations’ own approaches, values, capabilities and resources in the future (cf. Lehtonen & Stenvall 2019; 2021).

The promotion of gender equality has been one of the key objectives of Finnish sports policy since the early 1990s. At the moment, gender is part of identity politics and it is no longer perceived as a clear concept despite its legal basis (Hakamäki et al., 2022). Sustainable development, human rights, intersectionality and equality also overlap in the promotion of gender equality.

Indeed, as an individual development target for sports policy, gender equality is at a crossroads. From the perspective of legislation, equality must be taken into account as an independent whole, but it is essential to clarify the significance and weight of gender equality with respect to content, for example, as part of human rights discussions and related actions. Similarly, it is important to specify how sports policy measures and central government steering are concretised in the same or different ways when the umbrella term is sustainable development, intersectionality or human rights. From the perspective of sports policy and central government steering, the ways the concepts are interwoven

and partly overlap with one another are not unambiguous or make their administration any clearer. There is also need for clarifying the concepts from the perspective of taking concrete measures, for instance in the field of operators. In summary, this is a question of translating administratively clear concepts into the desired concrete policy measures and effective actions.

In addition to clarifying the concepts used, it is important to pay attention to municipalities, which play an increasingly important role especially in promoting physical activity. Construction, conditions and an environment that supports activity in day-to-day life, together with the responsibility for the implementation of policy measures promoting physical activity, all depend on local opportunities to implement the activities. Nevertheless, municipalities are currently living in great uncertainty due to the health and social services reform. Municipalities are also continuing to grow increasingly differently at a rapid pace both economically and regionally. In the future, the combined effect of these two issues will show to what extent local resourcing of sports and physical activity in municipalities, taking gender equality into account, will involve coping, preserving the status quo or developing something new.

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