

**Faculté des sciences du sport,  
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**MASTER EXECUTIF EN MANAGEMENT DES ORGANISATIONS SPORTIVES  
*EXECUTIVE MASTERS IN SPORTS ORGANISATION MANAGEMENT***



**MEMOS XIV  
2010-2011**

**Sport for All development plan in Estonia**

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**Tallinn, 2011**

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## Chapter 1

### *1.1 Introduction*

Estonia is a state in the Baltic region of Northern Europe, which has gained independence in 1991 and has gone through a specific transition period. The present-day movement Sport For All in Estonia was not conceived from nothing, it has been built on the heritage of the Soviet-time mass sport in which the state sector was the source and the dictator of resources and the formal implementer was so-called the voluntary sector, such as the collective of physical culture.

Starting from the II Estonian Sport Congress in 1989, the role of sport in the society has been regarded similarly to many other European countries. The basis for a broader, well-organised and sustainable network of sports organisations is the balanced cooperation between the state and sports organisations with a focus on meeting the interest of the community. The Estonian Sport Charter, passed by the Estonian Sport Congress in 1994, has been followed by a large scale a penetrating requirement of the European Sport Charter – the creation of sporting possibilities for everyone.

Today, the sports organisations in Estonia are independent from the central government and entitled to financial support for realising their goals. The voluntary sector (sports clubs and other non-profit organisations) serves the function of uniting the people, organising practising, competitions, training sessions and other practical tasks related to sport activities.

The main Estonian sport organisation, the Estonian Olympic Committee, was re-established in 1989. Since 2001 when the Estonian Olympic Committee and the Estonian Central Sport Union merged, the Olympic Committee has been the umbrella organisation for Estonian voluntary sport sector. After merging, one of the priorities of the Olympic Committee was Sport for All development in Estonia. The one of the priorities of the organisation is to ensure that not only the result-oriented sports will advance, but that other members of society such as children, adults, the retired, and the disadvantaged will also have an opportunity to participate in sports.

The leadership of Sport for All in Estonia requires the co-operation of the public and third sector. The Ministry of Culture is responsible for the management and implementation of the Sport for All area,

the Estonian Olympic Committee is the general co-ordinator and the Sport for All Association is the co-ordinator. Effective co-operation with the Ministry of Social Affairs, the Ministry of Education and Research, the Ministry of Economic Affairs and Communications and various sports associations and clubs is the primary precondition for a successful development of Sport for All. Local governments and private sector also play an important role.

The Estonian Olympic Committee initiated “Sport for All development plan 2006-2010” that the Government of Estonia approved on 30<sup>th</sup> March 2006. The publication of information was stepped up over that period, and a web environment ([www.trimm.ee](http://www.trimm.ee)) was created. Furthermore, two national public awareness campaigns were carried out, sports information centres were created in county sports associations and the organisation of sports events was supported. All this helped to hasten the increase in the involvement in physical activities. In order to stress the continuous importance of the spread of physical activity and the need to keep bringing new people to physical activities, a “Sport for All development plan for 2011-2014” will be developed.

## *1.2 Statement of the problem*

Availability of Sport for All opportunities for everybody is achieved mainly by more intensive attention and a specific strategic approach, because it does not develop by itself as a side effect of top sport (Sotiriadou, Shilbury & Quick, 2008).

According to the WHO Global Strategy on Diet, Physical Activity and Health international expert opinion has supported the accumulation of at least half an hour of moderate-intensity physical activity on most days of the week. Moderate-intensity physical activity raises the heartbeat and leaves the person feeling warm and slightly out of breath (WHO, 2006).

In Estonia only 36,3 % of adults and about a half of schoolchildren are regularly physically active (doing physical exercises at least 30 minutes at least 2 times per week). This level of activity is lower compared to other countries in cultural regions adjacent to Estonia (in Scandinavian and Central-European 60-70% of the population are involved with regular physical activity).

Surveys on exercising habits conducted over the last 10 years in Estonia show a very minimal growth trend for recreational activities and Sport for All among the population (Culture consumption 2003; Culture Consumption 2006; Health behavior 2004; Health behavior 2006; Health behavior 2008, Health behavior 2010, Eurobarometer 2010). Moreover, Estonia is a leader in mortality associated

with cardiovascular diseases across Europe and indeed compared with the whole the world (National strategy CVD, 2005). It is clear that sport – as part of total physical activity – has an enormous role to play in promoting health and well being, reducing obesity and preventing mortality and morbidity from conditions such as cardiovascular disease, cancer and diabetes (Cavill, 2010). Therefore, to be comparable with other European countries, the Estonian sports system needs to be directed towards more exercise and Sport for All by strategically promoting it more intensively.

### *1.3 The aims and tasks of the study*

The aim of the study was to develop plan for Ministry of Culture (ministry of sports in Estonia), which is the official policy document of Sport for All area in Estonia in 2011-2014. The plan proposes concrete solutions for better and effective development of Sport for All.

The main tasks were:

1. To review Estonian sports system
2. To review physical activity benefits and Sport for All philosophy
3. To investigate the key determinants of peoples' participation in physical activity
4. To review relevant aspects for effective physical activity policies at a national level
5. To collect the information about main activities in Sport for All area in Estonia in 2006 - 2010
6. To map the Estonian sport system to identify solutions to barriers for increasing Physical Activity amongst the Estonian population.

### *1.4 Project methodology*

A number of approaches were used to explore the research questions. These included:

1. Literature review
2. In Depth interviews
3. Focus group interviews.

A bibliography search were done by using various internet browsers (PubMed, Google etc.) and keywords: physical activity, inactivity, healthy lifestyle, determinants, exercise, Sport for All, national strategy, obesity, policy documents.

The depth interviews were conducted with a sample of sport leaders of the public sector and voluntary sector, who are responsible of the sports policy and sports development in Estonia. The

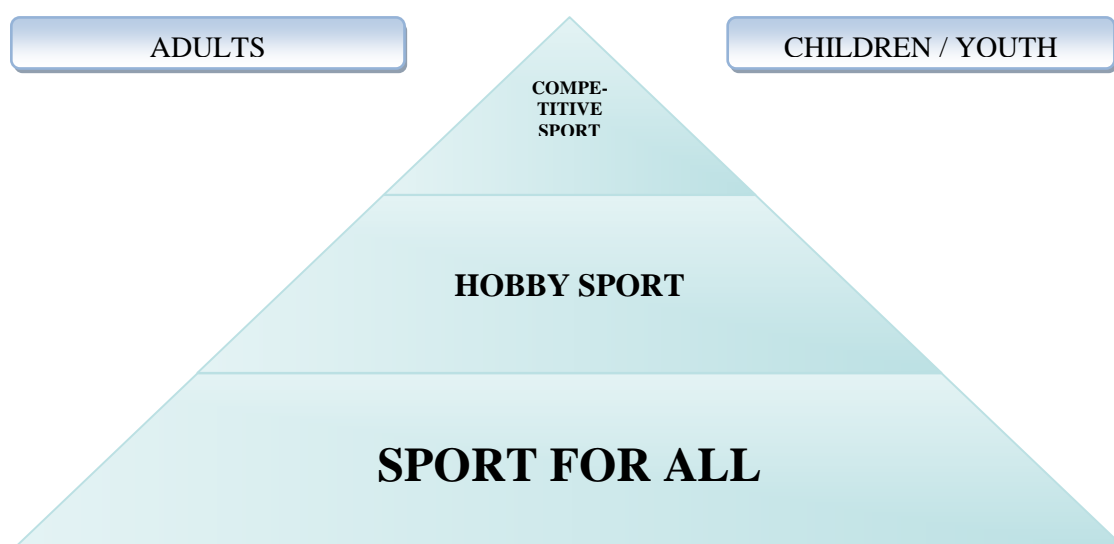
length of the depth interviews was 75 minutes. The interviewer was Peeter Lusmägi and there were an assistant (Mrs Mall Maasik) who recorded every respondent's comments in a notebook.

The focus groups were representative sample of the Estonian sports organization. The main purpose of focus group research was to draw upon respondents' attitudes, feelings, beliefs, experiences and reactions about Sport for All. The moderator was Peeter Lusmägi and Mrs Mall Maasik recorded respondent's comments. Each focus group session lasted approximately 90 minutes.

The method for the qualitative data analyses was thematic analyses. The qualitative data collected by the depth interviews and focus group interviews were grouped into several themes. Once the themes had been collected the theme statements were formulated and critical elements were identified. This formed the basis for the "Sport for All development plan in Estonia for 2011 - 2014".

### *1.6 Key Definitions*

In order to explain the subject of Sport for All the most important concepts that should form a terminological frame for the subject of Sport for All have herein been defined. The position of Sport for All in the sport system is set out in the following figure:



**Figure 1. Sport for All in sport system (source: the Estonian Olympic Committee)**

**Sport for All** is considered to be engagement in physical exercise improving physical form, or of an entertaining nature, and the execution of strenuous physical exercises.

**Hobby sports** comprise physical activity of a competitive nature. This includes, e.g. ball games at county championship level, participation in mass events such as marathons etc.

**Sports venue** is a local exercise and sports facility that ensures convenient physical activity opportunities for everyone. This includes non-motorised traffic roads, sports tracks, sports halls, sports courts, etc.

**Near sports places** are exercise and sports facilities that are located in the near vicinity of living quarters (up to 15 minutes from the living area) in the daily activity area of the people and which are mainly used by the people living in the vicinity for daily activity and sport.

**Recreational sports centre** is a sport and free time centre in a natural setting used all year round. This contains nature paths, ski runs, bicycle tracks, sledge tracks, ski slopes, skate parks, orientation paths and open courts and pitches for sports games.

**Health promotion** is mostly a process or an activity which results the ability of people to improve their health. This may take place thanks to growth in awareness and motivation, but also through improved possibilities and conditions.

**Health management** is based on the knowledge that a person's health is influenced the most by his or her way and style of living. The employment of the principles of health management helps a person to become a motivated citizen with healthy habits.

**Health** – 1948 The World Health Organisation (WHO) defined health as a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity; health is not the reason for living, but a means for daily life; it is a positive term that stresses on the social and individual resources and physical abilities.

**Sports club** is a legal person in private law the main activity of which is the development of sport.

**County sports union** is an association of sports clubs operating in a county which, as a member of the national Olympic Committee, represents sport in the county and has the exclusive right to organise county championships and grant the corresponding titles.



**Sports federation** is a national association of sports clubs practising a sport, which, as a member of the international sports federation of the sport and a member of the national Olympic Committee, represents the sport and has the exclusive right to organise national championships and grant the corresponding titles.

**Sports association** is an association of sports clubs operating or natural persons acting in a specified field of sport (amateur sport, recreational sport, schools sport, student sport, sport for disabled people, company sport, veteran sport etc) or on the regional principle.

**National Olympic Committee** is an organisation which unites county sports unions, sports federations, sports associations and, under the conditions provided for in the Olympic Charter, natural persons and organises common activities and develops and protects the sports and Olympic movement in Estonia.

## *1.7 Scope & Limitations*

The study focuses on key principles of physical activity and Sport for All, the strategic framework and the aspects for developing effective physical activity policies.

The result of the study - the Sport for All development plan in Estonia – have a timeframe for years 2011 – 2014.

## *1.8 Summary*

Physical activity, health, and the quality of life are closely connected. The human body has been made for movement and therefore it needs this regularly in order to function at best and to avoid diseases. It has been proved that a sedentary lifestyle increases the risk of many chronic diseases, including diseases of the cardiovascular system, which is the main cause of death in the Western world. Also, an active lifestyle brings about many other social and psychological benefits and there is a direct link between physical activity and life expectancy, by which physically active populations tend to live longer than passive populations. People with a sedentary lifestyle, who become more active physically, say that they feel better, both physically and mentally, and that they enjoy a better life quality (EU PA Guidelines, 2008). Human health is mainly prescribed by lifestyle, which depends on physical activity and diet. By making a hobby into a lifestyle, one can reduce the influence of risk

factors to health caused by lack of movement. There are many opportunities for physical activity and it is never too late to start.

“EU Physical Activity Guidelines” suggest that public authorities should support each other through cross-sectoral cooperation to implement policies that can make it easier and more attractive for individuals to increase their level of physical activity. Increasing physical activity within a population can be seen in many important policy areas, in which the public authorities have an important role, e.g. sport, health, education, transport, environment, urban planning and public safety, working environment, and services for senior citizens.

Treatment of illnesses caused by too little exercise and unhealthy lifestyles costs more and more. However, increasing physical activity presumes a change in mentality and more awareness of the Sport for All opportunities. Therefore, a considerable shift to promote Sport for All principles is needed in the coming years. Based on this principle Peeter Lusmägi as a head of Sport for All of the Estonian Olympic Committee developed “Sport for All development plan in Estonia for 2011-2014”.

## Chapter 2

### Literature Review

#### *2.1 Introduction*

The purpose of this chapter is to provide a review of the development, structure and financing of the Estonian sports organisation. Chapter also will investigate what is known about physical activity benefits and the Sport for All philosophy. The key determinants of peoples' participation in physical activity will be introduced. Finally, it will review relevant aspects for effective physical activity policies at a national level.

#### *2.2 The development of Estonian sports organisation*

The fresh winds of the sports life of Central and Western Europe reached Estonia in the 1860s and 1870s. Lead by German Physical Education teachers, Karl Saliman and Julius Richard Reinhard, sports associations Revalsche Turnverein (1863) and Dorpater Turnverein (1864) were established in Estonia. The creation of Estonian sports associations accelerated in connection with the spread of the temperance movement. On 2 February 1897 the foundation meeting of Saadjärve Bicycle Riders Association took place in Tabivere school house, as a result of which the first Estonian sports association was created (Arvisto & Piisang, 1996, p 216).

In the beginning of the 20<sup>th</sup> century sports associations began to be organised more actively in Estonia and sports departments were established in other associations. Regarding most types of organised sports, the initial influence was from England and the first places for practicing were port cities. Examples were taken also from German and Russian sports associations. In the 19<sup>th</sup> century the sports organisers in Estonia were mainly Baltic Germans, then in the 20<sup>th</sup> century the initiative was taken over completely by Estonians. Sports clubs were established in each city and bigger rural centres, competitions began to be organised. This was a highly enthusiastic, though amateurish, period. By 1915 there were 18 registered sports associations in Tallinn and 17 in Tartu. Many bigger and smaller associations were facing financial difficulty; they were established and liquidated. There was no nationwide organisation to unite them all (Koik, 1980, p 12).

After World War I the organisational evolution of sports continued. The creation of sports associations by fields of sport was started. The basis for an organised Estonian sports movement was made on 20 January 1920 when the Estonian Sports Association was established. Participation in the

Antwerp Olympic Games, and the three medals won there, reinvigorated the sports life from the 'shadow of death' that had covered it during the war years. The departments of the Estonian Sports Association were reorganised into professional associations, and after the registration of the Articles of Associations in 1923 the Estonian Central Sports Association became the new central sports organisation. On 8 December 1923, the Articles of Association of the Estonian Olympic Committee were signed and Dr. Friedrich Akel was elected as Chairman of the organisation (Mandre, 1996, p 6-7).

Many sports associations, unions, societies and clubs were created at the time of the first Republic of Estonia. By the end of 1939 a total of 343 were active, uniting together 15 000 members. In 192 societies only group gymnastics was practiced. Track and field was practiced in 76, weightlifting and martial arts in 56, basketball and volleyball in 51, water sports in 28, tennis in 18 clubs and other sports in only a few clubs (e.g., sailing in five). Due to a scarcity of national support, the more enticing the sport, the more income the association had (Koik, 1980, p 13).

In 1940 the transition to the USSR athletics structure started and on 24 December of that year the Athletics and Sports Committee was established at the USSR Minister's Committee, eliminating the Estonian Central Sport Association, Estonian Olympic Committee, Estonian Cultural Endowment Athletics Foundation Capital Government, professional and county associations, former sports associations and clubs.

The Sports Committee was a Soviet-republican organ, subjected to both the Estonian SSR Minister's Committee and to the Athletics and Sports Committee at the USSR Minister's Committee. According to the statutes, the objective of the Sports Committee was to create a scientifically proven system for the physical education of the population and the preparation of highly qualified athletes, the wide-scale involvement of citizens in practicing athletics and the development of the necessary financial-technical base. All sports events organised in Estonia were under the management and control of the Sports Committee. The Sports Committee coordinated the preparation of athletics personnel.

The biggest subsidiary of the Committee was the Study-Sports Government, which handled all sports federations that were public organs. There were six sports societies in Estonia: trade union sports society Kalev; sports society of rural people Jõud; students' sports society Noorus, and the republican committees of union-wide sports societies: Tööjõureservid, Dünamo and Lokomotiiv, all of which had their own city or regional committees. In addition to the named, there was also the ALMAVÜ

Estonian SSR Central Committee with its city-regional committees, clubs and subordinate organisations that were active in all technical sports (Koik, 1980, p 20).

The local councils of sports societies developed and managed the activities of athletics collectives in the institutions, companies and organisations on their territory. Athletics collectives within a company or an institution, including state farms or collective farms, were the initial link. By May 1941, 1148 athletics collectives had been created, that linked 40 000 members, then by 1978 there were around 1700 collectives, with approximately 300 000 members. All sports societies, excluding Lokomotiiv, had their network of sports schools, making a total of 59 sports schools in Estonian SSR (Koik, 1980, p 21).

Athletics collectives fostered different sports and activities, but their organisational aspect was to be similar, the management of affairs had to meet orders and the sporting costs were mainly covered by the base organisation, the members of which the collective was made up of. In 1989, a total of 9507 athletics collectives were counted in the Estonian SSR, only 37 of which bore the name of a sports club. Athletics collectives favoured and supported sporting activities, but these did not have the characteristics of a democratic club: freedom of organisational judgement, beginning of self-financing, non-formally joined members (only the employees of the institution were allowed to become members); also, for the most part, only limited to sporting activities. Collectives were under the control of the trade union organisations of the institutions (Arvisto & Piisang 1996, p 218).

In 1984, the Estonian SSR State Athletics and Sports Committee were established as the national organ managing sports life in the country. With the re-declaration of the independence of Estonia, the Estonian Sports Office was established as the successor of the Sports Committee. Based on the Sports Office, a Sports Department was created at the Ministry of Culture in 1996.

The collapse of the social regime of the USSR was followed by the disintegration of the sports organisation of that period. But since sport is an area that people are interested in despite the geographic location of a country or its political order, it was anticipated the sports life would recover through club reorganisation. Social scientist Indrek Tart stated that as much as 10.3% of the new associations established between 1988-1995 were sports associations and clubs (Aarelaid, 1996, p 174).

The idea of restoring a club system found supporters in Estonia already in the mid-1980s and it was publicly accepted in 1989, when in the sports concept approved at the Estonian Sports Congress II

sports clubs were recognised as the main organisational form of sporting life and the main unit of a competitive system. The origin of the club system was based on traditions and the sports models in democratic western countries (Arvisto& Piisang, 1996, p 219).

On 14 January 1989, the Estonian Olympic Committee was restored. At the same time the restoration, establishment or reorganization of sports federations was taken up. Although in the new situation the sports federations were organisations of full legal control and independence, to care for the fate of their sport, many events needed coordination in order to adhere to the general courses of action. In order to fulfil that obligation, the Estonian Central Sports Association was recreated on 17 May 1990 (Mandre, 1996, p 18).

The idea of joining the Estonian Olympic Committee and Estonian Central Sports Association, first mentioned in spring 1992, was realized on 21 November 2001, when a central non-national sports organisation, the Estonian Olympic Committee (EOK), was created on the basis of the two organisations.

### *2.3 The structure of Estonian sports organisation*

Beginning with the Estonian Sports Congress II held in 1989, the approach characteristic to European countries has primarily been followed in regards to sport in Estonian society. There is balanced cooperation between the state and the sports organisations and a broad, well organised and competent network of sports organisations, originating from the interest of the people, has developed.

State and local government bodies acknowledge the importance of the social, healing and economic role of sport in society. The general role and work division between different institutions is based on sports politics, including financing. Sports organisations are independent of the state in their decision making and they have the right to financial or material support in order to realize its objectives (Tõnise, 2004). The function of the state and the local governments is to create the conditions and prerequisites for exercising sport. The conditions created by the state and the local government are:

- 1) the creation of a favourable judicial area – acts and legislation concerning the practicing of sport;

- 2) development of a material base – planning, construction and partial upkeep of sports constructions and facilities;
- 3) financial support of the voluntary sector – supporting sports clubs, sports associations and societies, executing projects initiated by the named and ordering public services from the clubs (e.g., ordering the sport activities of children and youth from clubs providing support via capitation fees);
- 4) ensuring physical education in general education schools and providing higher education in sport in public universities. Local governments finance sports schools active as hobby schools;
- 5) the moral and financial acknowledgement by the state of noteworthy athletes, coaches, sports work organisers, etc. (Randma *et al*, 2006).

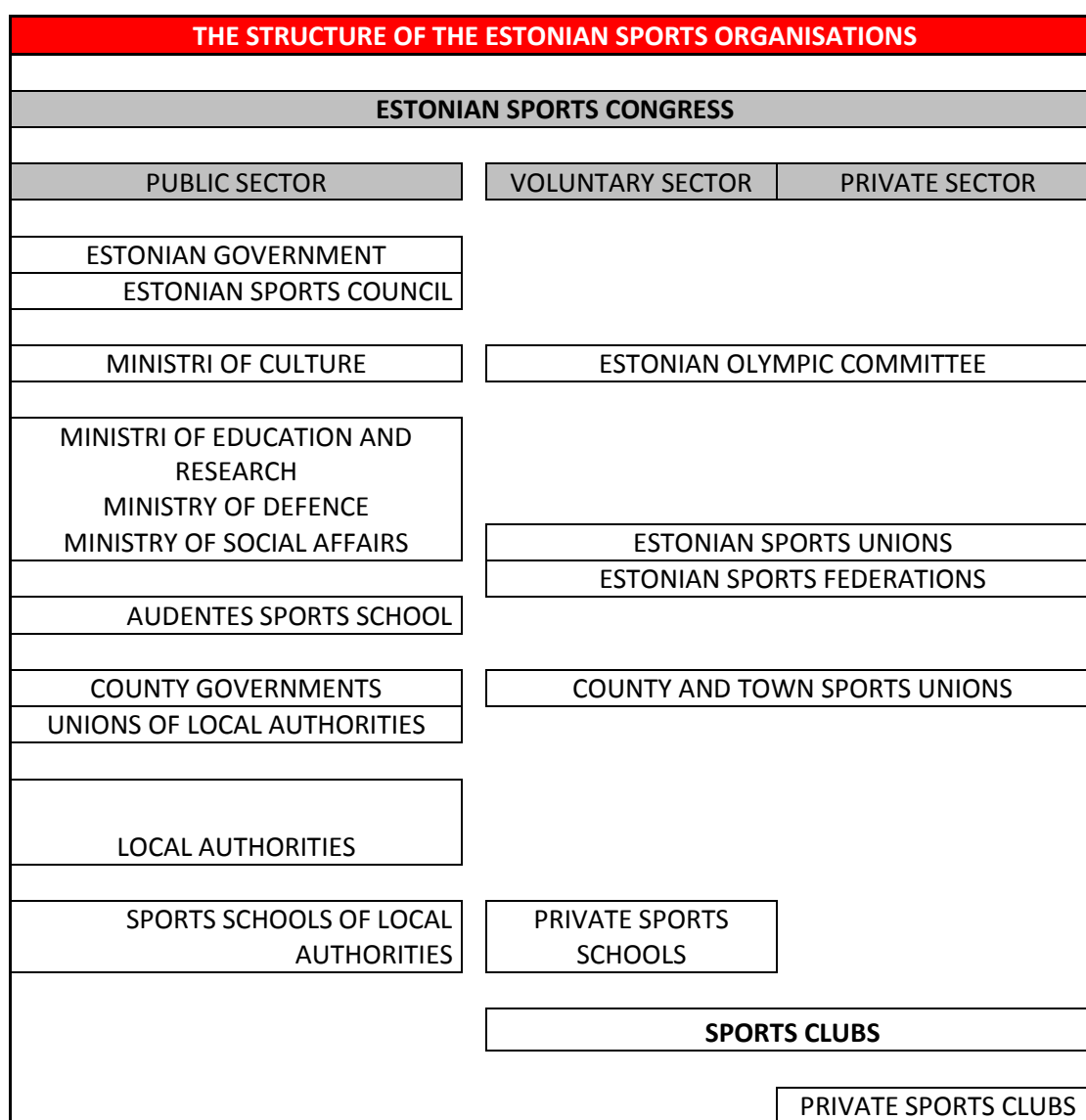


Figure No 2 “The structure of the Estonian Sports Organisations” (source: the Estonian Olympic Committee)

On the national level, sport and the hobby of physical exercise are governed by the Ministry of Culture and the area is coordinated by the Sports Department of the ministry. The areas of sport and physical exercise as hobby are financed and developed also by the Ministry of Education and Research, Ministry of Defence, Ministry of Social Affairs, Ministry of the Environment, and Ministry of Economic Affairs and Communications. The obligation of county governments is the creation of conditions suitable for sporting activities and the monitoring of the use of state budget funds.

Local governments are responsible for creating sporting conditions on their territory. They plan, construct and maintain sports bases; create and maintain institutions (sports schools, sports centres), and support sports organisations working in the public interest.

The Government of the Republic has formed a Supervisory Board of Estonian Sport, chaired by the Ministry of Culture, to coordinate the area of sport and physical exercise involving different ministries, all county governments and local governments.

The role of the voluntary sector in sport is the joining of people, the organisation of practice, competitions, training, and other such organisational issues to do with actual sports activities. On the non-state level the umbrella organisation of Estonian sport is the Estonian Olympic Committee, which organises the joint activities of its members and develops and protects the sport and Olympic movement in Estonia.

As at 1 January 2011, 62 sports federations, 19 county and city sports unions, and 16 sports associations are members of the Estonian Olympic Committee.

Sports federations are the nationwide associations of sports clubs where a specific sport (e.g., skiing, athletics, etc.) is practiced. These sports federations represent the sport as members of international sports federations and national Olympic Committees, and they have the sole right to organise nationwide championships and issue corresponding titles.

County sports associations are associations of sports clubs active within a county, who are members of the national Olympic Committee and represent the county's sport as such, and who have the sole right to organise county championships and issue corresponding titles. There is a country sports



association in each of the 15 counties of Estonia. Additionally, the sports associations of the four biggest cities (Tallinn, Tartu, Narva, and Pärnu) are members of the Estonian Olympic Committee.

Sports associations are the associations of natural persons of sports clubs active in a specific field of sport (hobby sport, Sport for All, school sport, student sport, disabled sport, work recreation, veteran sport, etc.) or based on regional principles. Sports associations are, e.g., Estonian Sports Association Kalev, Estonian School Sport Union, Estonian Sport for All Association, etc.

The pyramid of the voluntary sports sector is supported by sports clubs, who are legal persons governed by private law, active mainly in the development of sport and principally bearing the execution of sport work. From 2006, in addition to non-profit organisations, businesses are also allowed to act as sports clubs. The Estonian Olympic Committee states that as of 11th of November 2010, there were 2461 sports clubs registered in Estonia. More than 100 different types of sport and physical activities are practiced by 132 000 people in the sports clubs, 69 000 of whom are children and young people. As at 1 January 2009 there were 27 567 students in the sports schools.

## *2.4 Financing Estonian sport*

The development of Estonian sport is in the public interest, in the form of an expansive non-profit activity. The public and private sectors' interest in financing the activities of sport organisations is generally created when the public service – sports education, training, competitions – are offered for a broader range of participants, especially children and young people.

As sport has become commercialised and professionalized, the relative importance of money, both in forming a top result and in providing high-quality sport services, has increased. Yet, in executing sports politics the financing of sport is not an end itself, but a means for reaching the main objectives of the sport movement – maintaining the physical form of the people and guaranteeing athletic self-determination.

On the basis of data gathered by the Estonian Olympic Committee and the Ministry of Culture, the measurable expenses on sport in 2009 were EUR 84.03 million, the part covered by the central state authority was EUR 14.92 million, by local governments EUR 48.89 million and by the private sector EUR 19.17 million.

The named sums include public sector support for sports organisations and sports projects, to the planning, construction and maintenance of sports facilities, the membership fees and payments to sports organisations and the donations and sponsorship of the private sector.

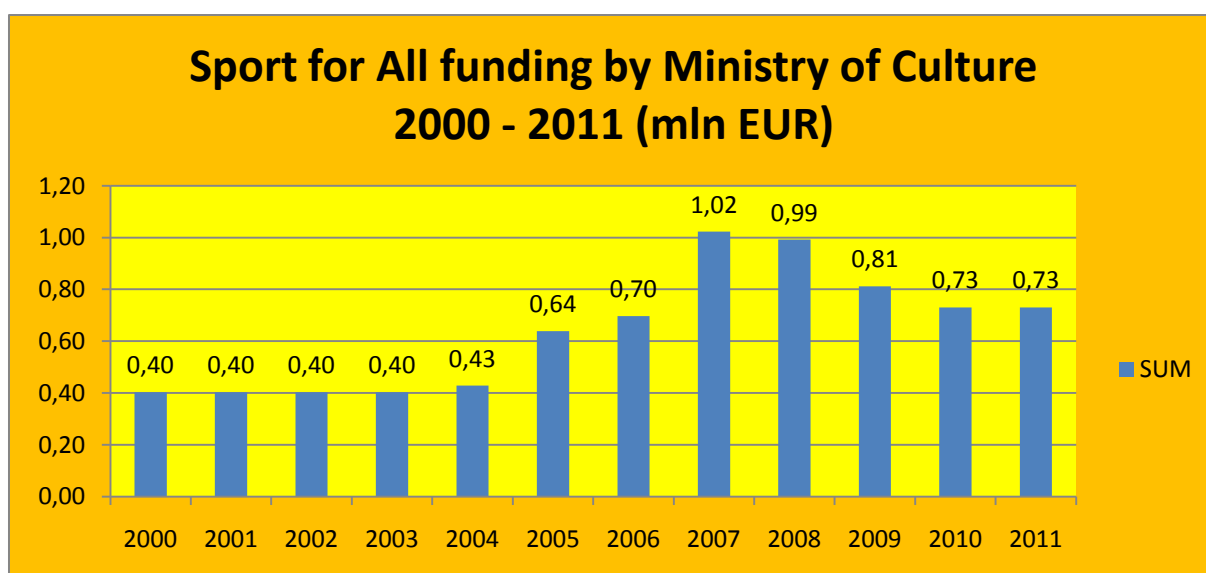
The named sums do not include the expenditures of private persons on sport equipment nor the payments for services to businesses, the expenses on programmatic physical education and generally the construction and maintenance of facilities with a larger range of use (light traffic roads, parks, school buildings, civic centres, etc.), also the investments of the private sector in any sports facilities.

The expenditures made by private persons were covered in the spring of 2006, when AS Saar Poll and the Ministry of Culture carried out a culture consumption survey, which showed that 36.3% of people spend on sport activities and hobbies up to EUR 63.91 per year, 13.3% from EUR 63.98–191.73 and 6.9% of the respondents invest EUR 191.80 and more on their health.

**Financing sport from nationwide sources.** The scope of sport financing has grown year-by-year. In 1997, the financial support given by the central authority was EUR 6.39 million; by 2010, the figure had grown to EUR 14.61 million.

Since on the national level sport activities and hobbies are in the area of government of the Ministry of Culture, it is understandable that the biggest financial contribution of the Ministry of Culture was into this area, reaching EUR 9.58 million in 2010.

EUR 0.91 million of the support by the Ministry of Culture was investment support to local governments, EUR 1.71 million was given to youth sport through sports federations and EUR 0.96 million was directed to sport programmes of sports federations. For the support of Sport for All activities the ministry allocated EUR 0.73 million in 2010 and 2011. Additionally, the Ministry of Culture supports the execution of swimming base courses in counties, of anti-doping activities, of sport employment surveys, of construction of sports facilities, and many other activities necessary for ensuring the development of sport.



**Figure No 3 “Sport for All funding by Ministry of Culture” (source: the Estonian Olympic Committee)**

The contribution of the Ministry of Education and Research to sport was EUR 1.62 million in 2010, and most of the sum is given to youth sport training and for financing state-commissioned education. The appropriations by the Ministry of Social Affairs reached EUR 0.27 million in 2010.

In addition to the sums stated in the figure, a considerable contribution has been made also by the Ministry of Economic Affairs and Communications in creating light traffic, by the Ministry of the Environment in constructing hiking paths and recreation spots, and in recent years there has been a big support from Structural Funds of the European Union, especially for building sports facilities.

## ***2.5 Physical activity and Sport for All***

In western developed countries there are data to show that occupational physical activity has declined significantly, especially since the registration of the first three “dotcoms” in 1985 and the first publically available dial-up internet access in 1989 (Brown, 2010).

Physical activity is defined as any bodily movement produced by skeletal muscles that requires energy expenditure. Physical inactivity has been identified as the fourth leading risk factor for global mortality. It is an independent risk factor for noncommunicable diseases, causing 1,9 million deaths globally each year. Physical inactivity is estimated to be the main cause of around 21-25% of breast and colon cancer, 27% of diabetes and about 30% of the ischaemic heart disease. Physical inactivity is also linked to overweight and obesity. Globally, in 2010 the number of overweight children under the

age of five years is estimated to be 43 million, of whom nearly 35 million are living in developing countries. (WHO 2008; Engelsmann 2010).

According to Bull et al (2004) the definition of policy on physical activity is following: *a formal statement that defines physical activity as a priority area, states specific population targets and provides a specific plan or framework for action. It describes the procedures of institutions in the government, nongovernment and private sector to promote physical activity in the population, and defines the accountabilities of the involved partners.*

Recent research on physical activity and health provides continuing, consistent and increasingly specific evidence for the support of the importance of physical activity for public health (Oja, 2010). The extensive systematic review of the scientific evidence undertaken by the U.S. 2008 Physical Activity Guidelines Advisory Committee presents the most comprehensive summary of the current state of the knowledge (PA Advisory report, 2008). Oja (2010) highlights that from the Sport for All point of view the most important aspect of the new recommendations is the fact that vigorous intensity physical activity is clearly recognized as health-enhancing. While the earlier physical activity recommendations focused on moderate-intensity physical activities, e.g. lifestyle activities like walking, cycling and gardening, the new recommendations state that both moderate-intensity and vigorous-intensity activities, or a mixture of both, benefit health.

In a review of qualitative studies it was found that older people identified the importance of sport and physical activity in staving off the effects of aging and providing a social support network (Allender, 2006, p 826). Cavill (2010) underscores the point to achieve true societal benefits from sports we must have significant reach into the population, and sports needs to become a way of life, and part of national participation culture. Many countries seem to be more interested in seeing sport as competitive and focused on winning at all costs. This winning focus excludes numerous participants and has also been identified as one reason that children and adolescents discontinue sport activity.

The term "Sport for All" was first used in Council of Europe documents in the 1960s. Sport for All was defined at a meeting in Bruges in 1968 which adopted the following conclusion: Sport for All must provide "conditions to enable the widest possible range of the population to practice regularly either sport proper or various physical activities calling for an effort adapted to individual capacities" (Marchand, 1990, p 3).

Growing interest in sport and in the specific development of Sport for All by all European countries led to the adoption of the European Sport for All Charter in 1976. This asserted that “Every individual has the right to participate in sport” and “it is the duty of every member state to support financially and organizationally this ideal” (European Sport for All Charter, 1976).

Sport for All is essentially philosophy, a message to motivate citizens to engage in sport and other physical activities. If Sport for All is to reach the masses, it must be equally attentive to non-competitive and unstructured physical activities. Sport for All is open for everyone who wishes to partake of it, be they talented or not, trained or not, courageous or not (Aman, 2009). Baumann (2010) argued that the participation of all kinds of people, under all kinds of circumstances, and in all kinds of activities, should be understood and shaped as Sport for All. Under the name of Sport for All, programs are developed which give everybody access to sport, independent of competitive performance: from very young to very old and under all economic conditions. Inclusion, in contrast to competition, has been the key word for this movement.

According to Baumann (2009) the new image and significance of Sport for All correlates with a new understanding of its manifold benefits for the individual as well as for society. Sport for All is much more than leisure time for the masses; it also has important social outcomes. The new and future message is that Sport for All is not only directed to the individual, but is also embedded into a social context. Cavill (2010) suggested that Sport for All programmes should promote sports and physical activities that will be taken up by people across the lifespan and sustain throughout life. This is more likely to be through activities such as walking and cycling rather than competitive sport.

Sport for All could be an important strategy for increasing leisure time activity, especially in younger and older adults, who appear to be most at risk of declining physical activity levels (Brown, 2010). Sport can help young people to become part of their local communities and may help to reduce crime and anti-social behavior, although the evidence for this is still limited (Bailey, 2005). Baumann (2010) argues that to fully exploit the opportunities prevailing in Sport for All means to fully unfold its cultural, social, integrative, health and economic qualities. Sport for All offers its services for health and integration, for peace and solidarity.

## *2.6 Key determinants of peoples' participation in physical activity*

Regular participation in physical activity and exercise can be viewed as a dynamic process in which adoption and maintenance of involvement are key outcomes. Although the decision to be active or

sedentary ultimately resides in the individual person, evidence indicates that this is not exclusively a reasoned decision. Critical behavioral determinants may not be known by the individual or may be outside the control of the person's abilities or skills. Environmental barriers can outweigh personal intentions. Thus, physical activity and exercise are both socially and self-regulated behaviors (Gordon-Larsen, McMurray & Popkin, 2000).

A complex range of factors – in the individual and the micro and macro environments – influence the likelihood that an individual, group or community will be physically active. Factors in the macro environment include general socioeconomic, cultural and environmental conditions. Influences from the micro environment include the conduciveness of living and working environments to physical activity, and the supportiveness of social norms and local communities. Such individual factors as attitudes towards physical activity, belief in one's ability to be active or awareness of opportunities in daily life can influence the likelihood that someone will try a new activity (Cavill, Kahlmeier, & Racioppi, 2006).

The findings from the approximately 300 studies on the determinants of adult physical activity were summarized and they classified factors associated with physical activity into six categories: a) demographic and biological; b) psychological, cognitive and emotional; c) behavioral attributes and skills; d) social and cultural; e) physical environmental; or f) physical activity characteristics (Troost, Owen, Bauman, Brown, & Sallis, 2002). These 5 are listed below.

- 1. Demographic and biological factors.** Age and gender were the two most consistent demographic correlates of physical activity behavior in adults. In studies that included men and women and that had sufficient age diversity to examine age-related trends, physical activity participation was consistently higher in men than in women and was inversely associated with age. Socioeconomic status, occupational status and educational attainment were also consistent determinants of physical activity behavior. Overweight or obesity also emerged as a consistent negative influence on physical activity (Troost et al, 2002).

There are many studies that provide evidence of the influence of these factors. For example, a study of 17 766 adolescents enrolled in USA middle and high schools found that higher socioeconomic status measured by maternal education and family income had a substantial impact on likelihood of engaging in inactivity. Advanced education and high income were associated with lower levels of inactivity (Gordon-Larsen et al, 2000).

- 2. Psychological, cognitive, and emotional factors.** Trost et al noted that physical activity self-efficacy (a person's confidence in his or her ability to be physically active on a regular basis) emerged as the most consistent correlate of physical activity behavior. Barriers to physical activity emerged as a strongest influence for both men and women – lack of time, too tiring, too weak, fear of falling, bad weather, no facilities and lack of exercise partners. Constructs from the Theory of Reasoned Action and Theory of Planned Behavior (attitudes, normative beliefs, perceived behavioral control, and intentions) received relatively weak support (Trost et al, 2002).

An example of the influence of these factors is a study among 213 sixth grade students from four randomly selected public middle schools in South-Carolina summarized that obese children reported significantly lower levels of physical activity self-efficacy, were involved in significantly fewer community organizations promoting physical activity and were significantly less likely to report their father or male guardian as physically active (Trost, Kerr, Ward, & Pate, 2001).

- 3. Behavioral attributes and skills.** A review by Dishman et al (1985) concludes that while exercise or sport experience in youth can be a strong agent in influencing exercise behavior in adults, its influence is frequently overridden by other personal and environmental influences. The people most likely to engage regularly in spontaneous exercise are well-educated, are self-motivated, and have the behavioral skills to plan an exercise program and prepare for relapses. In general, continuity of activity through the life cycle is poorly understood (Dishman, Sallis, & Orenstein, 1985). In addition Trost et al (2002) found that past exercise behavior exercise habits emerged as a consistent predictor of current activity status. There were positive associations with healthy diet, and being a smoker was inversely related to physical activity.
- 4. Social and cultural factors.** As a result of a cross-sectional study among adults in the USA the authors identified that among interpersonal factors influencing physical activity, social support for exercise from family, friends or exercise program staff is probably the most clearly established determinant (Brownson, Baker, Housemann, Brennan, & Bacak, 2001). Trost et al (2002) also indicated that social support emerged as a consistently important correlate. Every study that included a measure of social support or physical activity found a significant positive association.

Another potentially important social factor is neighborhood crime. The US study by Brownson et al (2001) revealed large differences between income groups in regard to self-reported exposure to high rates of crime among low-income groups. Total number of incidents of serious crime in the adolescents' neighborhood was significantly associated with a decrease in physical activity (Gordon-Larsen et al, 2000).

- 5. Physical environment factors.** Trost et al (2002) concluded that although the strength and direction of the associations with physical activity varied from study to study, there was sufficient evidence to identify several new environmental correlates of physical activity. These were individual level influences such as exercise equipment at home, access to facilities, satisfaction with recreation facilities, and community level influences such as neighborhood safety, hilly terrain, frequent observation of others engaging in physical activity (modeling), and enjoyable scenery. Notably, studies found physical activity to be significantly lower among adults living in rural areas than in urban study participants.

According to Gordon-Larsen et al (2000) physical activity was most associated with environmental factors, and inactivity was most associated with sociodemographic factors. The study also found that weather has a direct effect on participation.

In the study by Brownson et al (2002) nearly every access variable (indoor or outdoor places to exercise, walking/jogging trail, streets, park, shopping mall, indoor gym, treadmill) investigated showed a positive association with physical activity after adjustment for potential confounders. Self-reported estimates of levels of access were generally higher among men. Importantly, between 23% and 34% of individuals who had used a range of environmental supports such as walking trails reported increases in physical activity.

## ***2.7 Relevant aspects for developing physical activity policies at a national level***

Sports promotion has had long history in many countries yet examples of comprehensive national strategies for the promotion of health-enhancing physical activity are limited (Daugbjerg, Kahlmeier, Racioppi, Martin-Diener, Martin, Oja, & Bull, 2009). Obviously, more research is needed to increase knowledge of the determinants of successful physical activity promotion and of their use in practice. At the same time, description and analysis of the experiences and results of physical activity



promotion in various countries and circumstances may be useful in improving chances for success (Vuori, Lankenau, & Pratt, 2004).

A review from 2009 of 27 national policy documents published in English across 14 European countries showed that in recent years there has been a noticeable advance in the development of national policy documents supporting the promotion of physical activity. The following eight aspects were identified as being relevant for effective physical activity policies:

1. Sectors and institutions involved: involvement of different sectors in the preparation and implementation of the policy. Important partners include various sectors of the national government, subnational authorities, municipalities, nongovernmental organizations, the private sector, the media, associations, educational institutions, employers, etc.
2. Implementation: implementation plan for the policy and a clear definition of the body or bodies responsible for the implementation.
3. Legal status: legally binding or nonbinding; formally adopted by government or not.
4. Target groups: clearly identified population groups targeted by the policy.
5. Goals and targets: physical activity goals and targets were specified for certain population groups and time periods.
6. Timeframe: clear timeframe specified for the implementation of the policy.
7. Budget: specified budget allocated to the implement of the policy.
8. Evaluation and surveillance: development or continuation of an evaluation on the implementation and results of the policy; surveillance or monitoring system to measure physical activity (Daugbjerg et al, 2009).

The World Health Organization suggests that action on physical activity should be based on the best available evidence. Action needs to be large scale, coherent and consistent across different levels of government and across different sectors in countries (Cavill et al, 2006).

One of the most successful countries developing sport and physical activity policies is Finland, the neighbor country of Estonia. According to the surveys (Eurobarometer, 2010; Health Behavior in Finland, 2009) the number of people involved in physical activity is one of the highest in the world.

Vuori et al (2004) argued that the ultimate goal of the physical activity promotion policies, measures and programs is to increase physical activity in the Finnish population. Finnish sports policies have undergone a major shift in the past three decades from emphasis on competitive and elite sports to a

focus on physical activity emphasizing well-being, fitness and health for all as its main goals. This change has included a shift from policies restricted mainly to the sports sector to multisectoral policies. Finland has been launched three successive five-year national physical activity programmes.

Summarizing 30 years of development of sport and physical activity programs in Finland Vuori et al (2004) concluded:

1. Policies are necessary for long-lasting and wide-ranging actions.
2. Policies are political agreements, and therefore sports have to be on political agendas and supported by politicians.
3. Evidence of benefits is increasingly important in policy and decision making, and must be used effectively for communication and advocacy.
4. Various domains of sports can or can be made to support each other, although they often compete with each other.
5. Administration and organizations at the national level are needed to ensure sufficiently high political commitment, visibility, leadership, and supporting functions such as research, education and distribution of information.
6. Participation in sport takes place at the local level. Therefore, municipalities and local organizations are the primary partners to be supported and strengthened.
7. Stable professional municipal leadership is necessary for sustained maintenance and development of sports sites and services for all.
8. Multisectoral collaboration at both national and local levels is necessary to provide opportunities for physical activity in all its domains for various population groups.
9. Civic organizations, particularly those in the sports and public health fields, are the nearest to the people, and they should play key roles in carrying out the practical work of physical activity promotion.

## **2.8 Summary**

In the 21<sup>st</sup> century everyday life offers fewer opportunities for physical activity. Sedentary lifestyles have serious consequences for public health and inactivity also exacts high financial costs in different countries on global level. Summarizing all the above literature, in this review we can clearly state that Sport for All principles and physical activity has been a part of national health and sports policies in recent years.

Society is responsible for creating conditions that facilitate active living (Cavill et al, 2006). Therefore, it is important to develop and implement national Sport for All and physical activity programs, which involves different sectors and institutions and focus whole the population. The literature also emphasized the need to take into consideration the individual factors and micro and macro environment in developing physical activity policies at a national level.

This literature review has been provided as a basis for understanding the research problem and will inform the research design and areas explored as part of this project.

## Chapter 3

### Methods and organization of research

#### 3.1 Methods

A number of approaches were used to explore the research questions. These include:

1. Literature review
2. In Depth interviews
3. Focus group interviews.

1. Exploratory methodology

- 1.1. Literature review analyses

A bibliography search was done using various keywords and the browsers provided by PubMed, LA84 Foundation and Google. The following keywords were used: physical activity, inactivity, healthy lifestyle, determinants, exercise, Sport for All, national strategy, obesity, policy documents.

This literature review has been provided as a basis for understanding the research problem:

- background information of the development, structure and financing of the Estonian sports organisation;
- theoretical aspects about physical activity benefits and Sport for All philosophy;
- description of the key determinants of peoples' participation in physical activity;
- a review of the relevant aspects for effective physical activity policies at a national level.

2. Deductive methodology

- 2.1. In Depth interviews

The in depth interviews were conducted with a sample of sport leaders of the public sector and voluntary sector, who are responsible of the sports policy and sports development in Estonia:

1. mrs Tiina Möll, adviser of the Sports Department of the Ministry of Culture. Mrs Möll coordinates and supervises Sport for All area in the public sector.
2. mr Rein Jalak, vice-president of the Estonian Sport for All Association. Mr Jalak conducts Sport for All trainings and is responsible for publishing publications on physical activity.

3. mr Mart Siimann, president of the Estonian Olympic Committee. Mr Siimann is a former prime minister of the Estonian Republic and is a leader of Estonian voluntary sports system.
4. prof emeritus mr Mait Arvisto, honorary president of the Estonian Sport for All Association. Mr Arvisto is a main author of the several sports policy documents and concepts in Estonia and he is a chairman of the the sports sociology laboratory at the Tallinn University.
5. mr Tõnu Seil, vice-chancellor of Ministry of Culture. Mr Seil co-ordinates whole sports area in the Ministry of Culture and is responsible for developing sports legislation.

The proposal for the interview was also sent to the minister of Social Affairs, but he delegated the appointment to the vice-chancellor of the Ministry of Social Affairs and to the chairman of the National Institute of Health Development. These persons were interviewed in the focus group interview with other representatives from social affairs sector.

The length of the depth interviews was approximately 75 minutes. The interviewer was Peeter Lusmägi and an assistant (mrs Mall Maasik) recorded the respondent's comments in a notebook. The persons were pre-informed about the purpose and the main topics of the interview.

The main topics which were covered during the interviews are:

1. Sport for All administration at the national level. Implementation of the Sport for All policy. Main achievements of the "Sport for All Development Plan 2006-2010".
2. Goals and targets of the Sport for All policy in 2011 – 2014. Key issues for developing Sport for All in national level in 2011 – 2014.
3. Financing the Sport for All policy and activities.
4. Investments to sports facilities.
5. Main target groups among Estonian population for developing Sport for All.
6. Regulating the legislative framework in Sport for All.

## 2.2. Focus group interviews

The main purpose of focus group research was to draw upon respondents' attitudes, feelings, beliefs, experiences and reactions about Sport for All. The moderator was Peeter Lusmägi and mrs Mall Maasik recorded every respondent's comments in a notebook. Each focus group session lasted approximately 90 minutes and the location was the meeting room of the Ministry of Culture.

The focus groups were a sample of the Estonian sports organization, which are involved with Sport for All activities. In addition to the sports organizations one focus group interview was conducted with the representatives from the social affairs sector. All the main areas for developing sport, health issues and Sport for All in Estonia were represented in focus group interviews.

The main topics which were covered during the interviews are:

1. Priorities and main activities of the organizations in Sport for All in years 2011 – 2014.
2. Infrastructure of the organizations for developing Sport for All.
3. Main target groups among Estonian population for organizations for developing Sport for All.
4. Key issues for developing Sport for All in national level in 2011 – 2014.

All the members of the focus groups were pre-informed about the purpose and the main topics of the interview.

The following focus group interviews were conducted:

1. Representatives of the regional sports unions and regional county governments. There were 3 focus group interviews in total:
  - 1.1 North-Estonia and East-Estonia sports representatives;
  - 1.2 Central-Estonia and West-Estonia sports representatives;
  - 1.3 South-Estonia representatives.
2. Estonian Sports Association (Estonian Academic Sports Association, Estonian School Sports Union, Estonian Sports Association Kalev, Estonian Senior Sports Union, Estonian Rural Sports Union, Estonian Sport for All Association, Estonian Paralympic Committee, Estonian Nordic Walking Association).
3. Estonian Sports Federations (Estonian Cycling Federation, Estonian Athletics Federation, Estonian Orienteering Federation, Estonian Triathlon Federation, Estonian Swimming Federation, Estonian Gymnastics Federation, Estonian Tennis Federation, Estonian Badminton Federation, Estonian Ski Federation).

4. Mass event organizers (Tartu Marathon Sports Club, Stamina, Sports Events Organizing Club, Sports Club "Moving", Tallinn Sports Department, Estonian Rural Sport Association, Gymnastic club Katrek).
5. Representatives of the Estonian Ministry of Social Affairs, the Ministry of Education and Research, the Estonian Health Fund, National Institute for Health Development and Praxis.
6. Team Sports Federations (Estonian Football Federation, Estonian Handball Federation, Estonian Volleyball Federation, Estonian Indoor Hockey Federation, Estonian Basketball Federation).
7. Representatives of the biggest fitness sports clubs (6 clubs).
8. Board members of the Estonian Sport for All Association (9 members).

### 3. Data analyses

The method for the qualitative data analyses is *thematic analyses*. The qualitative data collected by the in depth interviews and focus group interviews were grouped into 5 themes:

1. Sporting venues
2. Sport for All events
3. Raising Sport for All awareness
4. Counselling system for people engaging in sport
5. Regulating the legislative and financial framework

During the analysing process sub-themes also occurred. Once the themes had been collected the theme statements were formulated and critical elements were identified. This formed the basis for the "Sport for All Development Plan in Estonia 2011 - 2014". The results of the interviews were sent to everyone who participated in the interviewing process for additional comments and remarks.

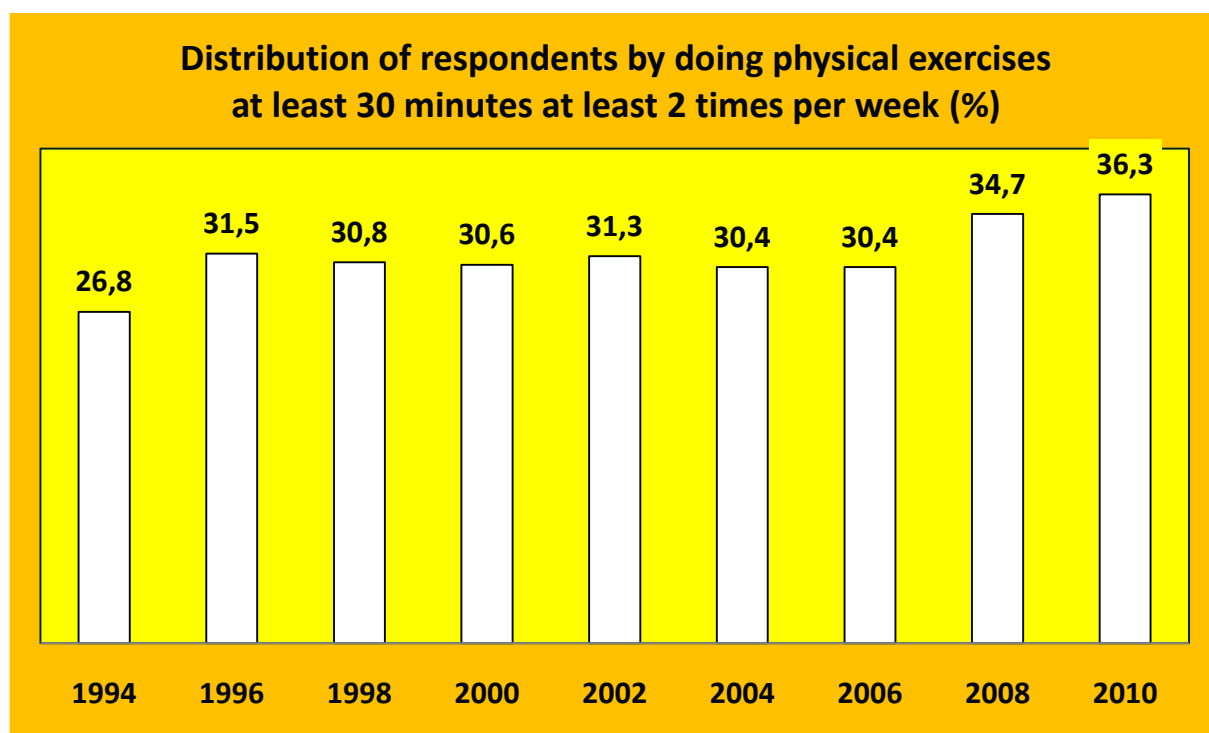
## Chapter 4

### Results

#### *4.1 Most significant results of the “Sport for All Development Plan 2006-2010”*

The main activities with the results of the “Sport for All Development Plan 2006 – 2010” were analysed and appraised in the in-depth interviews. Within framework of the Development Plan, media campaigns urging people to follow a sporty lifestyle were carried out, information material on physical activity was published, investments were made in sports facilities, and activity support was given to hobby sports from the state budget. All this is in order to increase the percentage of people who are physically active.

In the beginning of 2011 a health behaviour survey of the Estonian adults for year 2010 was completed. It appeared from the survey that in 2010, 36.3 per cent of the population were engaged in physical activity at least 2 times per week. The same indicator for 2006 was 30.4 per cent.



**Figure No 4 “Distribution of respondents by doing physical exercises at least 30 minutes at least 2 times per week in Estonia” (source: the Estonian National Institute of the Health Development)**



The representatives of the Ministry of Culture concluded that the targets of the Development Plan for the previous period were achieved in part; investments were largely influenced by the recession. Despite that, regional recreation centres were developed and the sports movement events, and information activities directed to promote Sport for All, were supported.

The most important results of the Development Plan 2006-2010 by main areas are as follows:

### **Sports facilities**

Representatives of the Ministry of Culture stated that, with the Development Plan 2006-2010, increasing the number of movement and sports facilities for the period was set as a target. The consistent and balanced investment management of sports facilities and areas at the level of county and local authority was planned. Also, it was planned to construct sports and playing fields within municipalities on the principle of program support.

During the last Development Plan period the Estonian Road Administration had 186 km of non-motorized traffic roads (2006-2009) built. Following the program support principle, a total of 1 460 349 EUR was invested in regional recreational centres in 2006-2010. During the same period 21 526 400 EUR was invested in sports facilities. The biggest projects were the development of Tehvandi and Jõulumäe sports centres, also building sports halls and stadiums in county centres.

### **Information service and advice to people practising sport**

According to the Ministry of Culture the aim of this area was to improve the level of quality of information service and advice given to people practising sport at county level. In 2006–2010 the building of sports information centres and their daily activities was supported in each county. Sports information centres give information on the possibilities for physical activity in the whole area and through their activity the information has become more easily available for the people. The amount of support for one sports information centre was 19 173 EUR per year.

### **Medical service**

The representatives from social affairs sector said that the objective of the Development Plan 2006-2010 period was to develop the material-technical and also the intellectual base of the sports medicine centres in Tallinn and Tartu and to carry out health examinations for at least 10 000 young

athletes per year. This objective has been reached. The cost of health examinations for young athletes was covered by the Estonian Health Insurance Fund.

All insured citizens are also welcome to present to their general practitioner (doctor) for regular health checks. In cases of problems, they will be directed to a specialist and the cost of this will be covered by the Health Insurance Fund.

In addition to that, people practising sports can have their health checked for a fee, and purchase different sport medicine services in Tallinn, Tartu, and Narva.

## **Training**

According to the Estonian Olympic Committee the Development Plan also set up the organisation of an annual national conference and a fair, the development of a procedure for leading towards a profession for physical activity specialists and Sport for All coaches, training of general practitioners, and organising county seminars.

Following the lead of the Estonian Sport for All Association, annual conferences and seminars on physical activity have been taken place. In addition to that, in 2007 the organisation of fair Tervex was supported.

Since 2007 the Sport for All Association, in cooperation with the Ministry of Culture and the Estonian Olympic Committee, has been carrying out Sport for All training in Tallinn, Tartu, and Pärnu. By March 2010, 34 training courses (each lasting 8 hours) had taken place. More than 1 500 people participated in these courses. The Sport for All Association also formed the EOC Sport for All Professional Commission that started to issue certificates of competency. By 31 December 2010, there were 30 Sport for All instructors registered.

During 2006-2010 general practitioners were trained with the aim to improve their capabilities, and that of the nurses, in physical activity consultation. The total of 225 general practitioners and nurses were trained for 20 hours. The training was organised by the National Institute for Health Development.

## **Knowhow and information**

The aim of creating knowhow and spreading it has been to inform the citizens about the necessity of physical activity and of the opportunities for this. The targets set for the previous Development Plan period have been reached.

Sport for All Association has published 20 books and information brochures on physical activity in 2006-2010 including information and tips on choosing optimal training loads, suitable training composition and diet, for stretching and recuperation, and for filling in the training journal, etc. Publications of larger scope were annual calendar plans for public and mass sport events, pulse disks and calorie disks. Tallinn University published a DVD on basic swimming.

A scientific-methodical magazine "Movement and Sport" has been issued since 2007. It is distributed for free throughout county sports associations.

A physical activity portal, **TRIMM** ([www.trimm.ee](http://www.trimm.ee)), was published in 2007. The visitors of the portal can assess their health and physical ability through different tests and questionnaires. Interested people can find tips about healthy diets and stretching exercises, the portal also includes descriptions on different sports and on senior sport. There is an international sports event calendar, which includes information about more than 900 events for each year. TRIMM was visited by approximately 25,000 visitors per month in September 2010.

## **Organizing Sport for All**

In order to support Sport for All, the Development Plan for the last period saw many different national campaigns and Sport for All events for the results of which different surveys were planned to be carried out.

### ***Campaigns***

An information campaign **Estonia Moves!** was carried out in 2007-2008 in cooperation between the Ministry of Culture, the Estonian Olympic Committee and Sport for All Association. The campaign was supported by outdoor advertisement, where famous people brought themselves as examples to others to engage in physical activity. The campaign was most noticed in 2007 by people living in

Tallinn (77 per cent), a little less so in Tartu (64 per cent) and a little more less in Pärnu and Narva (both 59 per cent). The corresponding figure nationwide was 61 per cent.

The sub-slogan for the 2008 information campaign Estonia Moves! was “Don’t be a dummy!”. In addition to outdoor advertisement, five TV commercials were made: a 45-second clip in Estonian, a 45-second clip in English and three 15-second clips in Estonian. The 2008 campaign was most noticed among the people of Tallinn (58 per cent), and the least by people living in Narva at 35 per cent. The target group that noticed the outdoor advertisement the most was 15 to 30-year-old Estonians (57 per cent).

### ***Support for Sport for All programmes***

In 2006-2010 the Ministry of Culture supported the Sport for All projects organised by: Estonian Employers Sports Association, Estonian Triathlon Association, Estonian Roller Skating Association, Estonian Heart Association, Tallinn Kalev Sports Club, Saaremaa Sports Association, ESS Kalev, NGO Stamina, Estonian Health Care Museum, NGO Tallinnmeeting, Tallinn University, “Jõud” Rural Sports Association, Estonian Sports Veterans Association, Estonian Sports Journalists’ Association, Kalev Estonian Sports Association, NGO Estonian Athletic Association NGO, Estonian Academic Sports Federation, Estonian Nordic Walking Association, Sports Club Movement.

More than 500 smaller projects were supported within the **Sporty School Break program**, thanks to which many children were able to visit water parks or participate in fun events (trips, competitions, etc.) during their school breaks. The Sporty School Break programme took place during the years 2003-2006. In the period under inspection here, i.e. 2006, the cost of the project was 89 476 EUR.

**Basic swimming instruction program.** In 2006-2010 the program was supported by 230 081 EUR every year. Within the project the Second Grade students (Third Grade students in Tallinn) received 24 hours of basic swimming instruction. The study target of the program is an to swim 25 metres.

**Support for hobby sports in schools.** The acquisition of physical education inventory took place through the Ministry of Education and Research using national budget resources. The Ministry supported the acquisition of inventory for hobby schools through the Estonian Olympic Committee. Through the School Sport Association the schools that participated actively in the “Briskly to School” events, were supported with this inventory. Promotion of school sport and the coordination of the activities associations involved in school sport is the responsibility of the Estonian School Sports

Association and it takes place through city and county school sports associations. The objective of the School Sport Association's activity is to promote an active lifestyle among students on professional, competitive and hobby sport level through the development of school sports.

### ***Survey***

The health behaviour survey of Estonian grownups has been carried out three times (in 2006, 2008 and 2010). In 2008 the Sports Information and Training Foundation carried out a survey "The conditions for and the situation of teaching physical education in Estonian schools".

### ***4.2 Sport for All Development Plan 2011 - 2014***

The "Sport for All Development Plan 2011 – 2014" is an outcome of the literature review and qualitative data, which were collected by the in-depth interviews and focus group interviews. In order to achieve the objectives of the "Sport for All Development Plan 2011-2014" the following activities in the named spheres have been planned:

- 1) Places for sport**
- 2) Sport for All events**
- 3) Raising awareness**
  - training
  - creating knowhow, spreading information
  - organising campaigns
- 4) Counselling system for physically active people**
- 5) Regulating the legislative framework**

The main objectives and means (Appendix 1) for developing these activities are given in the Development Plan.

#### **General objective:**

By the year 2014, 45 per cent of the population should be engaged in regular physical activity.

#### **General indicators:**

- National statistics in Estonia about people engaging in physical activity (data from Estonian Sports Register).

- Different social surveys about engaging in physical activity Estonian grown-up population health behaviour survey conducted every two years.
- National statistics in Estonia about sports places (data from Estonian Sports Register; movement and sports places, number of clubs and number of people practising sports).

### *4.2.1 Sporting venues*

#### **Objective:**

In order to improve the opportunities for physical activity, new near movement and sports places have been built and existing ones improved; the accessibility of these services has become easier.

#### **Most important activities:**

#### **Development of sporting venues**

All focus groups and interviewees underscored that during the Development Plan period the sporting venue network is to be improved, keeping in mind the objective where each person must have a sports place available 15 minutes from their home.

In cases of new buildings, the interests and needs of future users must also be taken into consideration – a greater number of users, training possibilities, dressing room facilities, etc. Creating sports and health tracks must take place in a public-private partnership (there are only a low number of sports places in cities, the State Forest Management Service must be involved, information about sports tracks must be addressed etc.).

In planning light traffic roads the organisers of mass events are ready to cooperate with the Estonian Road Administration in order to ensure that the lightning, signing and location of parking places would meet the people's needs and all safety requirements.

The representatives of the sports federations highlighted that it is important to expand the swimming network (creating outdoor swimming pools near suitable bodies of water) and to create permanent orienteering tracks and maps for the areas near sports centres, schools and other sports places. An important task is also to mark tracks and the compilation of traffic rules for health tracks.

Also, according to the regional sports unions and mass sport event organizers, attention should be paid to improving parking opportunities at sports places, which can be done in cooperation with local authorities and nature conservation institutions.

### **Creating movement and sports places and playgrounds on the program support principle**

Creating sports places and playgrounds is first and foremost the obligation of local authorities, but on the program support principle this is also supported by the Ministry of Culture. All focus groups stated that the creation of sports places and playgrounds on the territories of rural communities and villages is of vital importance to the healthy and sporting lifestyle development of children and youngsters in the area. Sports places and playgrounds must be available in all rural communities and as close as possible to the homes of the people of schools of the children. Over the following years it is necessary to create amateur ballgame courts, multifunctional sports courts, and also children's playgrounds and health campuses in health sport centres.

### **Investment in regional recreational sport centres on the program support principle**

A recreational sports centre is a centre for exercising sports or spending time that is located in a natural environment. It consists of sports tracks in the natural environment, ski tracks, bicycle tracks, sledge runs, ski slopes, skate parks, orienteering tracks, and outdoor courts for ball games. There must be buildings intended for the use of the people at the sports places, as well as toilets, start and finish lines, etc.

### **Improving the availability of movement and sport possibilities**

The availability of movement and sport opportunities and their use depends largely on the price policy and the access to the sports places. In cooperation with local authorities, the price must be kept at a level that would make the use of the facilities affordable for everyone and it is also important to plan transport between the facility and villages/rural communities.

### **Maintaining the existing sports bases**

There are sports bases in each parish/rural community that must be maintained throughout the year. These are primarily funded, and their costs covered, by the local authorities.

## **School sport development**

School and university students are potential active people, which is why it is important to contribute to the development of physical activity amongst the youth in cooperation with the Estonian School Sport Association and the Estonian Academic Sports Federation. Most schools need ball game equipment and other inventory needed for physical activity.

### **Cooperation partners**

- ✓ Ministry of Economic Affairs and Communications:  
The building of light traffic roads will take place in accordance with the plan and budget of the Ministry of Economic Affairs and Communications.
- ✓ Ministry of Education and Research:  
Making use of the information channels directed towards the youth and directing the youth to the information channels.
- ✓ Local authorities:  
Improving the availability of sporting possibilities – price policy and transport connection – must take place in cooperation with local authorities. The building of playgrounds and the maintenance of existing sports centres takes place also in cooperation with local authorities.
- ✓ Nature conservation organisations:  
Often the rules of nature conservation restrict the opportunities for building or using sports tracks. Sports associations and the creators of sports centres must negotiate with the nature conservators how to best act together. Nature conservation rules can be taken into account in building new centres and rare species can be made visible and viewable for people. In building new facilities the acceptance of sports association is needed in order to organise competitions at different levels in the future.
- ✓ The Estonian School Sport Association, the Estonian Academic Sports Federation and the Estonian Olympic Committee:  
Acquisition of inventory, making these available for students (e.g. rent of inventory through Open Youth Centres).



- ✓ Public-private partnership:

The building of new sports places takes place in the form of public-private partnership projects.

#### **Indicators:**

- ✓ Number of sports places. The sports building register, and the number of sites build over the past five years are taken as basis.
- ✓ Number of built sports places and playgrounds.
- ✓ Investments into inventory (EUR).

#### *4.2.2 Sport for All events*

There are many mass event organisers in Estonia – MTÜ Klubi Tartu Maraton (NGO Club Tartu Marathon), MTÜ Spordiürituste Korraldamise Klubi (NGO Sport Event Organising Club), Stamina, “Jõud” Rural Sports Association, Movement sport club etc. Participation in mass events (amateur sportsmen gatherings in difference countries, regional and official games, World Walking Day, etc. under the aegis of international sport for all organisations, TAFISA (The Association for International Sport for All) and IVV (Internationaler Volkssport Verband), continues. National mass events of Sport for All organised in Estonia must be supported in part from the national budget, the Cultural Endowment of Estonia or the resources of the Gambling Tax Council.

#### **Objective:**

The number of participants in events connected with physical activity remains the same or increases and in organising the needs of different target groups are considered (including families, disabled persons, seniors).

#### **Most important activities:**

##### **Organising Sport for All events**

The interviewees highlighted during the in-depth interviews that through Sport for All events, activities and events must be on offer that are open and attractive for everyone and create contacts

between people from different social groups, ages, nationalities, genders, with different religious background, and of different physical or mental capabilities. Over the new period the organisation of Sport for All mass events is planned to take place with the support of national funds and the public sector.

Organising Estonian Summer Games in 2011: The Games take place every four years and are organised by the "Jõud" Rural Sports Association. Organising Estonian Winter Games in 2013, also led by the Jõud Rural Sports Association. Both the summer and winter games are intended for all physically active people all over Estonia.

Organising basic swimming courses for children and grown-ups. Estonian Swimming Federation said that in cooperation with the Rescue Board it has been planned to initiate an extensive program for improving the publics' swimming skills.

Hosting county sports days. Representatives of the regional sport unions and county governments suggested that one of the priorities should be organising county and national ball game competition series for amateurs. Also the attention should be paid for organising festivals, hikes and study days for interested parties.

Creating a common registration system for mass events. Mass event organisers propounded that participants might receive one chip for the whole season, with which they can register themselves to all mass events taking place in Estonia.

### **Joining physical activities and the cultural space in camping activities**

Introducing the Estonian cultural space in sport and physical activity camps and using the possibilities for practising Estonian. This includes learning about Estonian sport history, visiting different physical activity places.

#### **Cooperation partners:**

- ✓ Local authorities.
- ✓ Sports associations, organisers of mass events.
- ✓ Government offices.
- ✓ NGOs.

- ✓ Associations, educational and youth work agencies.
- ✓ Ministry of Education and Research:  
Involving youngsters to the organisation of physical activities.

**Indicators:**

- ✓ Number of Sport for All events.
- ✓ Number of people participating in events and programmes.
- ✓ Participants' satisfaction.

### *4.2.3 Raising awareness*

**Objective:**

People living in Estonia receive comprehensive information about the possibilities for physical activity and of Sport for All events through different information activities and channels. The result of this is the general rise in the awareness on the subject.

**Training**

**Most important activities:**

**Physical activity training courses**

Physical activity training courses are mainly organised by the Estonian Olympic Committee and Estonian Sport for All Association. The focus groups propounded that the priority areas in Development Plan period should be:

1. General Practitioners and nurses. To organise training courses in physical activity for General Practitioners and nurses in cooperation with the National Institute for Health Development in order to inform them of the importance of physical activity.
2. Sport for All coaches, Physical Education teachers, amateur athletes and people engaging in physical activity. The Sport for All Association continues to carry out Sport for All training courses.

Participants are trained to determine optimal scope of training, choosing a suitable sport, suitable composition of training, and a healthy diet.

3. Physical activity influencers. Training courses for people who can influence the development of physical activity (e.g. local government leaders, urban planning specialists). During training it is important to pay attention to involving people with different language and cultural backgrounds in physical activities.
4. Company sport training courses. Training courses by the Estonian Company Sport Association to the managers of companies and to people promoting company sport to help motivate employees to engage in physical activity.
5. Volunteers. Training courses for volunteers who help carry out mass events.
6. Teaching Estonian to coaches who do not speak Estonian as their mother tongue. Part of the training directed to coaches should be integrated language and content instruction in order to help coaches and people who are not fluent in Estonian to better integrate into Estonian society and to enable them better success at work.

The order for issuing certificates of competency for Sport for All coaches must be aligned with the issuing of certificates of competency to specific sport coaches.

### **National conference**

Sport for All Association in cooperation with Tallinn University and other organisations, carries out national Sport for All conferences which are focused to all organisers of Sport for All events and people engaging in physical activities.

### **Cooperation partners**

- ✓ Ministry of Social Affairs and the National Institute for Health Development:  
Carrying out sport and health training for teachers, general practitioners and nurses, the employees of local governments, health promoters, and other parties in order to cover the subject in whole. In addition to the damaging effect of smoking and alcohol use and diet issues,

the usefulness of physical activity and sport should be stressed in order to bring people to the activity.

- ✓ Estonian Health Foundation:  
Involving and informing general practitioners (family doctors).

**Indicators:**

- ✓ Amount of training days per year (approximately) – 10 one-day physical activity training sessions.
- ✓ Approximate number of participation times at training days – 25.
- ✓ Social surveys about the movement and sport habits of the citizens.

**Creating knowhow, spreading information**

**Most important activities:**

**Covering physical activity in the media**

All focus groups and interviewees underscored that next to professional sport it is also important to cover the theme of physical activity in the media: to give methodical advice on practising different sports, introduce people engaging in physical activities, mass sport events, etc. In order to introduce different physical activities Estonian Public Broadcasting is launching a new show that is to be broadcast all year round.

**Methodical material, publications**

Representatives from the Estonian Sport for All Association said that during the Development Plan period, up to four publications on physical activities have been planned to be published or issued as reprints. Some examples:

1. Books on physical activities for different target groups: children and youngsters; parents and grandparents; seniors; disabled people.

2. Team game rule collection. Methodical advice collection on different sports.
3. The compilation of “ABC for Carrying out Sport for All Events” (necessary approvals, requirements, involving volunteers, etc.).
4. Reprints: “ABC for Movement and Sport”, “Only for the Best”, “Physical Activity Training Diary”, “Self Testing Manual” etc.
5. Study materials for schools. More detail treatment of the physical activity and health management subject in study materials.

### **Physical activity DVD**

Tallinn University will publish DVDs that invite people to move and practice sports are used as training and information material that are compiled in cooperation between universities and sport associations. Material about sport games, but also about games for children and general physical exercises is published as a DVD.

**Magazine Movement and Sport.** Estonian Sport for All Association publishes annual magazine covering the subjects of Sport for All.

**Physical activity portal TRIMM and mass sport event calendar.** The portal is updated regularly by adding methodical advice for starting and engaging in physical activity for all age groups. There is an electronic mass sport event calendar in the portal, where information on the mass sport events taking place in Estonia is gathered for each year. Everyone can use an electronic training diary on one of the sub-pages of TRIMM.

Mass sport event calendar shall also be published in Russian to increase the number of active people by involving non-Estonian-speaking people. In order to simplify the involvement of non-Estonian-speaking people, the portal TRIMM.ee is to be translated partly into Russian. The portal is updated by Estonian Sport for All Association.

## **Surveys**

### **1. Health behaviour surveys.**

During the period 2011-2020 at least two citizen sport and physical activity mappings (sport poll) are to be carried out and the sports statistics data base shall be complemented by the Ministry of Culture and Tallinn University.

### **2. After every two years the National Institute for Health Development shall carry out the health behaviour survey of Estonian grown-ups.**

### **3. In addition to the Population Health Behaviour Survey and the Culture Consumption Survey, a new survey shall be carried out by Ministry of Culture in order to map the sport activities and physical activities of the population so that there would be comparative data with the other member states of the European Union and that it would be possible to connect the result with the international cooperation network.**

## **Cooperation partners**

### **✓ Ministry of Education and Research:**

Updating school study materials concerning physical activity and health issues shall be made in cooperation with the Ministry of Education and Research.

### **✓ Estonian Public Broadcasting:**

Physical activity serial shall be made in cooperation with the Estonian Public Broadcasting.

## **Indicators:**

### **✓ Number of publications during the Development Plan period and feedback.**

### **✓ Number of sold books and brochures per year.**

### **✓ Number of DVD-s during the Development Plan period.**

### **✓ Amount of media coverage per year and its analysis.**

### **✓ Survey reports.**

## **Organising campaigns**

The interviewees suggested that campaigns have been meant to be an important stimulant to the population – to motivate them and raise their awareness. Nationwide campaigns should concentrate on different target groups and age groups. Different campaigns are to be directed to families, women, men (“Move Men”), children, and seniors. Each year one target group is addressed. All campaigns carry the message of movement and active lifestyle being the basis for health and wellbeing.

Officials from Ministry of Culture propounded that nationally the initiative of the Year of Sport for All should be recalled to life and the title Sports Capital should be regranted. Health days are to be organised in schools and the school Olympic games project is to be continued. The representatives from East-Estonia said that in campaigns attention must be paid to people of different language and cultural background.

## **Information channels**

Representatives from social affairs sector and sports unions identified that outdoor advertisements are to be used for involving all citizens and cooperation with Estonian Public Broadcasting is to be improved. Estonian Public Broadcasting shall communicate the campaign messages and introduce mass sport events on regular basis, broadcasting the biggest of these live.

In order to involve younger and younger middle-aged people in physical activities, the Estonian School Sport Union suggested that the internet-based social networks used by these target groups, and information portals created for youngsters, are used. Through these channels, messages and advertisements directed to youngsters are communicated. In order to involve national minorities, cultural clubs and community channels are to be used (through the Cultural Diversity Department of the Ministry of Culture).

## **Cooperation partners:**

✓ Ministry of Social Affairs:

To add the physical activity subject to the health campaigns organised by the Ministry of Social Affairs. When talking about health, all components of a healthy lifestyle must be considered at the



same time. Campaigns and information events are directed to all target groups from children to the elderly. The information materials are also distributed to all target groups.

In cooperation with the Ministry of Social Affairs and the Ministry of Education and Research, methods and ways are to be found on how to offer children attractive ways to engage in physical activity.

In schools, next to smoke-free and alcohol-free class campaigns, a new output in the form of Sporty and Healthy Class or Our Class Moves, is to be offered. Healthy activities are to be offered to children that would engage them: sport, movement, but in an attractive way.

In sports places health information compiled by the Ministry of Social Affairs is also to be made available.

✓ National Institute for Health Development (NIHD):

In cooperation with the NIHD to plan common advertisement campaigns for promoting healthy lifestyle (multi-annual plan, covering for costs jointly). In cooperation with the NIHD and the Estonian Health Paths Foundation, to organise both county and national campaigns and events (twice a year – at Independence Day and the Day of Restoration of Independence).

✓ Ministry of Education and Research:

Informing the youth.

#### **Indicators:**

✓ Number of campaigns in a year.

✓ Noting of campaigns.

#### *4.2.4 Counselling system for people engaged in sport*

#### **Objective:**

Representative from Health Insurance Fund said that physical activity counselling and health checks are made freely available to young athletes (7-19-year-old person who is engaged in a sport for at least 5 hours per week in addition to the regular Physical Education classes). All citizens may present

to their general practitioner (family doctor) for health checks; physical ability can be tested for a fee from sports-medicine service centres.

Regional sport unions stated that physical activity information is available for everyone in county information centres. Information centres cooperate with county youth information and counselling centres.

### **Most important activities:**

#### **Health checks**

According to the Ministry of Social Affairs the sports medicine health checks of young athletes are carried out in the frame of a prevention project “Young Athletes Health Checks for the Prevention of Sport-Related Health Risks”. The project is financed by the Health Insurance Fund and managed by the Estonian Sports Medicine Federation.

After a certain level of training, health checks are necessary for youngsters. If a child trains less than five hours a week (one hour = 60 minutes) in addition to Physical Education classes, then it is recommended that the child passes three medical health checks during the whole school time; this number has also been stated by the 6 January 2010 order of the Minister of Social Affairs No. 2. Sports club can recommend the parent to have the child’s health checked, but it cannot be demanded.

Free health checks of young athletes are directed at athletes who are aged between 7 and 19 years, who participate regularly in a training group at a sports club, sports school, or school, or who train individually, for an additional five or more hours in addition to Physical Education classes. It is important to ensure the health and safety of each athlete both at training and competitions, to prevent possible health risks and to ensure the optimal training load.

The basis for a health check for each subsequent year is the surveys of the previous year (e.g. 2010: 9 500 youngsters). In Tallinn and Tartu there are considerably more young athletes who train for eight or more hours per week in sports schools or gymnasiums.

The important development activities of the new period are connected with communicating health check data to the e-health information system. Data transmission through an information system is

necessary so that the results of young athletes' health checks would be available also to their general practitioners.

Sports federations underscored that in order to improve the availability of health checks it is important to inform athletes and their parents of the necessity of these checks. Health checks for grown-ups are to be carried out by Sports Medicine Foundation in Tallinn, the University of Tartu Clinic's Sports Medicine clinic in Tartu, Ida-Viru Central Hospital in Kohtla-Järve, Pärnu Hospital in Pärnu and Narva Hospital in Narva. Health checks can also take place at the recommendation of the general practitioner and these are made in many public or private medical institutions, but these surveys are to be covered by the examined persons themselves.

### **Development of county sports centres**

Ministry of Culture confirmed that on the new period has been planned to continue supporting county sports associations and county sports information centres from the national budget. County sports associations work as sports information centres for all county sports organisations and sport employees (Physical Education teachers, coaches, employees of sports clubs, etc.) and for athletes, sports veterans, amateurs, referees, supporters, and all other interested parties. The tasks of a county sports association as an information centre are:

- ✓ Collecting, compiling, introducing and keeping sports event materials (calendar plans, competition instructions, competition protocols, competition rules, etc.);
- ✓ Cooperation in developing Estonian Sports Register (data base for sports clubs and other sports organisations; keeping the register of sports buildings and recreational sports tracks, keeping the data base of coaches and PE teachers);
- ✓ Providing information about organising health checks for (young) athletes;
- ✓ Introducing information materials on sport and physical activities issued by the Estonian Olympic Committee and other organisations, developing a sports library;
- ✓ Informing the citizens of the county of the necessity of physical activity;
- ✓ Introducing the portal [www.trimm.ee](http://www.trimm.ee);
- ✓ Organising counselling for people engaging in physical activity.

### **Cooperation partners**

✓ Ministry of Social Affairs:

For the effective transfer of information, to use networks that have already been established (health promoters, regional information centres, structures of the county governments).

✓ Health Insurance Fund:

The execution of health checks for youngsters (young athletes) is funded by the Health Insurance Fund.

### **Indicators:**

✓ The number of people using health checks

- Carrying out health checks for at least 10,000 young athletes per year.
- Grown-ups engaging in physical activity (survey by the National Institute for Health Development).

✓ Improving the health of the citizens: decrease of premature sickness (before 65 years of age) amongst grown-ups. Estonian medical statistics is taken as basis.

✓ Number of visitors of county sports information centres' home pages (county sports associations).

## *4.2.5 Regulating the legislative and financial framework*

### **Objective:**

Representatives from the voluntary sports sector highlighted that in order to develop healthy lifestyle, it is necessary to improve both the legislative and the financial framework, which takes place in cooperation with different ministries. The objective of the changes is to develop health promotion possibilities for organisations and people engaging in physical activity to thereby support the development of physical activities. According to the Income Tax Act valid in 2010, all expenditure paid for the recreational sport of employees and on the improvement of their health by employers, is to be taxed as fringe benefits. Only expenses to physical activity made to employees who have received a precept or recommendation from a doctor after a compulsory working environment risk analysis executed in the company according to a Work Health and Safety Act is freed from paying the fringe benefits.

## **Financial framework**

### **Objective:**

By the application of tax policy the possibilities and interest of the organisation is increased in contributing to the development of the physical activities and to help thereby the health promoting initiatives of the employees.

### **Most important activities:**

Supporting and promoting the creation of a work environment that promotes health by the employers.

Removing the fringe benefit from health promotion would enable to improve the possibilities for physical activities. A draft act to amend the Income Tax Act should be started to enable employers to spend up to 400 EUR per employee in a calendar year for the recreational sport of the employee and to the improvement of their health without additional tax liabilities. An alternative to these suggestions is to establish a fringe benefit free sum limit to each employer in a certain percentage of the sum of social tax paid by the employer for the previous quarter (or calendar year).

### **Cooperation partner:**

✓ Ministry of Finance.

### **Indicators:**

1. The number of companies contributing to physical activity per year.
2. Number of employees who use the physical activity possibilities enabled by their employers.

## Chapter 5

### *5.1 Conclusion*

The objective of the “Sport for All Development Plan 2011 – 2014” is to achieve a situation whereby 45 per cent of the population would regularly engage in physical activity by the year 2014. The promotion of physical activity as a lifestyle helps to build up Estonians as an active and happy people in good physical and mental state and with higher work efficiency.

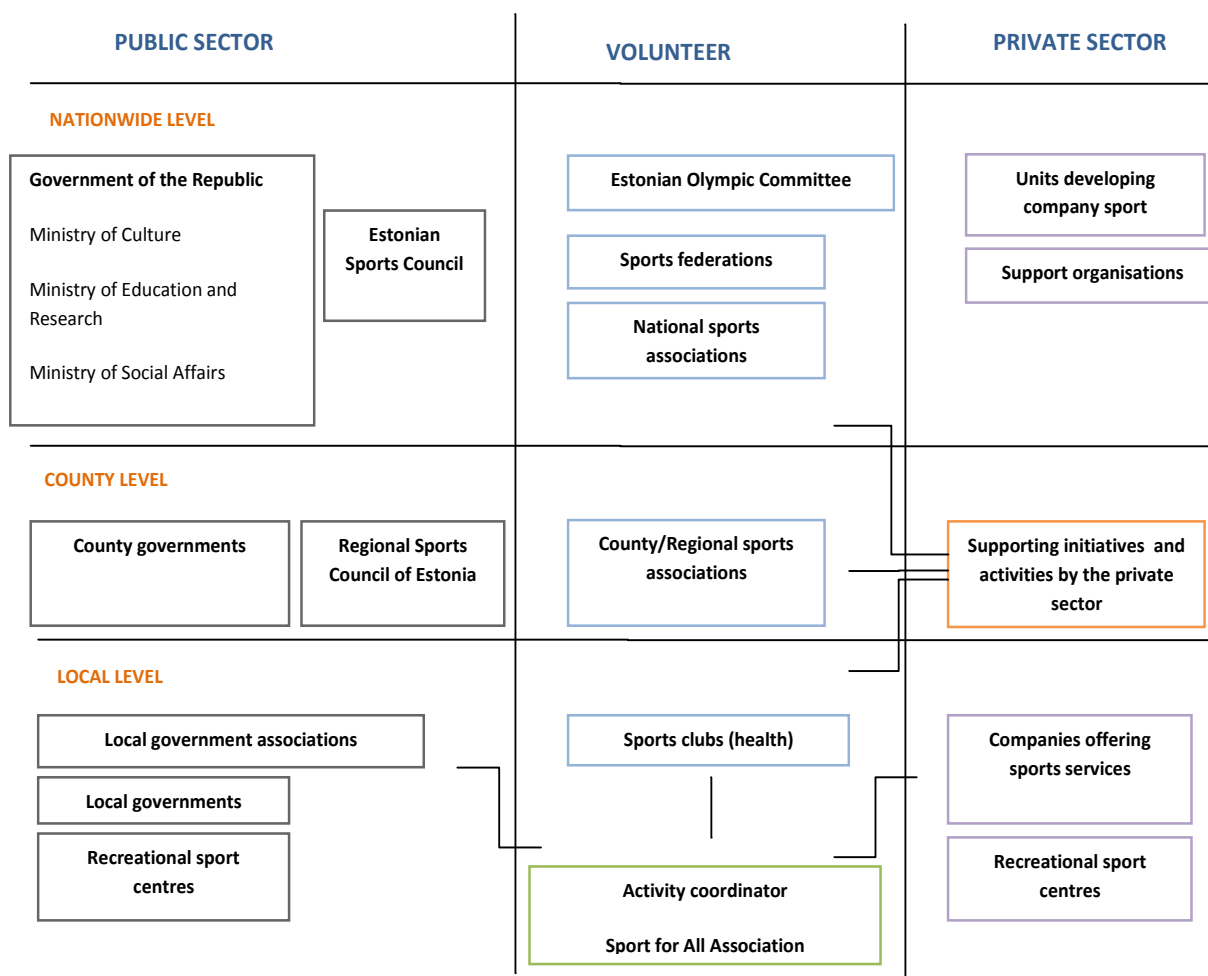
Increasing movement habit amongst the population is connected with many important areas where the role of the public sector is considerable: sport, health, transport, environment, urban planning and human safety, working environment, and services for the elderly (EU PA Guidelines, 2008).

The support of the public sector to the promotion of physical activity and Sport for All (first and foremost, financing and developing legislative grounds) is divided between ministries. The main ministry responsible for the planning and execution of the activities is the Ministry of Culture. The Ministry of Education and Research organizes hobby education, ensures the physical activity possibilities of students, and prepares professionals in the field.

The Ministry of Social Affairs takes care of the physical activity of disabled persons; the Ministry of Defence improves the physical preparation of the members of the Defence Forces. The Ministry of Economic Affairs and Communications supports the construction of light traffic roads and the sub-office of the Ministry of Environment, State Forest Management Centre, supports the construction of nature and trekking paths.

The immediate organiser of many events is the Estonian Sport for All Association through the Estonian Olympic Committee.

On the local level the creation of an overall picture of the physical activities and the development of exercising conditions is the responsibility of local authorities.



**Figure No 5 Organisation of Sport for All in Estonia**

In order to fulfil the objectives set by the Development Plan, the central authority, local authorities and sports organisations must concentrate on the following activities:

### 1. Sporting venues:

- 1.1. In cooperation between the state and local authorities it is important to continue the development of the sports place network. The aim should be taken to ensure that people living in cities and larger populated areas can find a sports place within a 15-minute walk from their home.
- 1.2. Local authorities must consider sports places to be inseparable parts in planning and designing the public space and set the construction of health paths, light traffic

roads, parks and other such easily accessible sports places with sufficient output as a priority.

- 1.3. The cooperation between the state and local authorities in constructing light traffic roads is important. A positive example in involving new people in physical activity is the construction of health paths and sports places in cooperation between the state, local authorities and the private sector.
- 1.4. To continue with the correct signing of sports places and with creating rules for the safe use of these.

## **2. Sport for All events and programmes:**

- 2.1. In executing Sport for All events and programmes, activities and engagements must be offered that are open and attractive to everyone and offer safe participation for people from different social groups, ages and with different physical and mental capabilities. Safety must be ensured at events and the conscious behaviour of people increased.
- 2.2. To continue with Sport for All mass events with the support of national funds, the public sector, local authorities and the private sector.
- 2.3. In supporting sports associations connected with Sport for All activities from the national budget, separate resources must be allocated for initiating Sport for All programs.
- 2.4. It is important to support the organisation of different sport games in order to increase physical activeness of the population. Estonian Sports Games are to be revived in a modern way.
- 2.5. The priority of the next years is to start basic swimming courses in different age groups. A large-scale program is to be started in order to improve the swimming skills of people.
- 2.6. The Ministry of Education and Research to initiate and support the introduction of physical activity in general education schools and higher education institutes for forming the attitudes of future specialists. To restore the system of awarding credits to students for physical activity as for optional or elective subjects in universities and other higher educational institutes.



### **3. Raising awareness and forming attitudes:**

- 3.1. Initiate the national Sport for All Year in 2014.
- 3.2. Continue the annual execution of the national campaign Estonia Moves, focusing on different target groups; e.g. children, families, the elderly.
- 3.3. To continue organising physical activity training for coaches, physical education teachers, hobby sport activists and people engaging in physical activity.
- 3.4. The National Institute for Health Development to continue carrying out physical activity training for general practitioners and nurses, so that they could give advice to and direct the people.
- 3.5. To initiate information campaign promoting healthy sport activities to people engaging in Sport for All.
- 3.6. Standardize the issuing of professional certificates of competency to Sport for All coaches with the order of issuing professional coach certificates of competency.
- 3.7. To address the Estonian Public Broadcasting to cover Sport for All regularly and on a broader scale than before.
- 3.8. To continue with making physical activity knowhow available in a web environment and with publishing methodical material. In cooperation with the Estonian Public Broadcasting, to use the possibilities of the new media in a larger scope in order to inform of the physical activities.
- 3.9. To carry out a new survey in order to map the sport and physical activity habits of the population in addition to the Population Health Behaviour Survey and Culture Consumption Survey, to receive comparable data with other European Union member states and to connect this with the international cooperation network.

### **4. Counselling system for people engaged in sport:**

- 4.1. To continue to offer free physical activity counselling and health checks for young athletes in cooperation with the Estonian Health Insurance Fund.
- 4.2. To continue supporting county sports associations from the national budget in order to promote Sport for All.

**5. Regulating the legislative and financial framework:**

- 5.1. Stress the importance of the abolition of fringe benefit tax to companies for health improvement expenses.
- 5.2. Stress the importance of lowering value added tax rate from the participation fees of Sport for All events.

**6. Sport for All funding:**

- 6.1. To plan the funding of “Sport for All Development Plan 2011-2014” activities (excl. investment) in at least the following scope: 2012 – EUR 1.022 million; in 2013 and 2014 EUR 1.28 million.
- 6.2. The Ministry of Social Affairs and its sub-offices must pay more attention than previously to physical activity and to the support and execution of programs directed to Sport for All.

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## *Summary*

In Estonia only 36,3 % of adults and about a half of schoolchildren are regularly physically active (doing physical exercises at least 30 minutes at least 2 times per week). This level of activity is lower compared to other countries in cultural regions adjacent to Estonia (in Scandinavian and Central-European 60-70% of the population are involved with regular physical activity). Therefore, to be comparable with other European countries, the Estonian sports system needs to be directed towards more exercise and Sport for All by strategically promoting it more intensively.

The aim of the study was to develop plan for Ministry of Culture (ministry of sports in Estonia), which is the official policy document of Sport for All area in Estonia in 2011-2014.

Information was collected through a literature study on the Estonian sport (development, structure and financing of the Estonian sports organisation). Literature review also focused on physical activity benefits, key determinants of peoples' participation in physical activity, the Sport for All philosophy and the relevant aspects for effective physical activity policies at a national level. More information was collected through a deductive methodology, conducting in depth interviews and focus group interviews with the representatives of the Estonian sports system and social affairs sector. After the data analysis (thematic analysis) the critical elements were identified and this formed the basis for the "Sport for All Development Plan in Estonia 2011 - 2014".

The objective of the Plan is to achieve a situation whereby 45 per cent of the population would regularly engage in physical activity by the year 2014. In order to fulfil the objective, the central authority, local authorities and sports organisations must concentrate on the following areas:

1. Sporting venues
2. Sport for All events
3. Raising Sport for All awareness
4. Counselling system for people engaging in sport
5. Regulating the legislative and financial framework

The "Sport for All Development Plan in Estonia 2011 - 2014" proposes detailed activities, the list of executor institutions and recommended budget in all abovementioned areas.

## Résumé

En Estonie, seuls 36,3 % des adultes et environ la moitié des enfants scolarisés ont une activité physique régulière (c'est-à-dire qu'ils pratiquent des exercices physiques au moins 30 minutes au moins 2 fois par semaine). Ce niveau d'activité est inférieur à celui des autres pays des régions culturelles limitrophes de l'Estonie (dans les pays scandinaves et en Europe centrale, 60-70% de la population exercent une activité physique régulière). Par conséquent, pour parvenir au même niveau que les autres pays européens, le système sportif estonien doit encourager le développement de l'exercice physique et du Sport pour Tous grâce à une promotion stratégiquement plus intensive de ces derniers.

L'étude a pour objectif de mettre en oeuvre un plan pour le Ministère de la Culture (ministère des sports en Estonie), qui sera le document d'orientation officiel dédié au Sport pour Tous en Estonie en 2011-2014.

Une étude de la documentation sur le sport en Estonie (développement, structure et financement des organisations sportives estoniennes) a permis de recueillir certaines informations. L'étude de la documentation s'est également concentrée sur les bienfaits de l'activité physique, les critères essentiels pour la participation des gens à une activité physique, la philosophie du Sport pour Tous et les aspects liés à des politiques d'activité physique efficaces au niveau national. Une méthodologie déductive basée sur des entretiens approfondis et des entretiens de groupe cible avec les représentants du système sportif estonien et du secteur des affaires sociales a permis de recueillir de plus amples informations. Au terme de l'analyse des données (analyse thématique), on a identifié les éléments importants, constituant ainsi la base du "Plan de Développement du Sport pour Tous en Estonie 2011 - 2014".

Le Plan a pour objectif la participation de 45 pour cent de la population à une activité physique d'ici 2014. Pour réaliser cet objectif, l'autorité centrale, les collectivités territoriales et les organisations sportives doivent se concentrer sur les secteurs suivants :

1. Les installations dédiées au sport
2. Les manifestations consacrées au Sport pour Tous
3. Le développement de la sensibilisation au Sport pour Tous



4. Un système de conseil aux personnes qui se lancent dans une activité sportive
5. La réglementation du cadre législatif et financier

Le “Plan de Développement du Sport pour Tous en Estonie 2011 - 2014” précise les activités détaillées, la liste des organismes exécutants et le budget recommandé dans tous les secteurs précités.

# APPENDIX 1

## ACTIVITY PLAN FOR SPORT FOR ALL DEVELOPMENT PLAN 2011-2014

Activity, measures		Target group	Financer	Executor	BUDGET (EUR)		Result
					2011	Recommended budget for 2014 *	
1. SPORTING VENUES							
1.1	Developing sports places						
	Extension of swimming pool network (incl. building outdoor swimming pools)	whole population	KOV	KOV			New or renovated swimming pools/outdoor pools on the territory of local governments.
	Creating permanent orientation paths and orientation maps	whole population	EOL	KOV			EOL in cooperation with regional health centres and KOVs, HMN create permanent orientation paths and compile O-maps.
	Marking sports paths	whole population	KOV, regional centres	KOV, regional centres			NGO Estonian Health Paths, HMN help to develop and mark centres to make health paths safe to use.
	Drawing up health path sports rules	users of health paths	managers of health paths	managers of health paths			In cooperation with SA ETR and centres, new health path sports rules are drawn up, if such have not been made yet.
	Creating parking spaces	whole population	KOV, managers of health paths	KOV, managers of health paths			KOV, health centres and SA Estonian Health Paths establish necessary parking conditions to centres.
1.2	Establishing sports places and play areas on the principle of programme support	children, youth	KOV	KOV			On the lead of KOV new sports and play areas are established.
1.3	Investing into regional health sport centres on the principle of programme support	whole population	KM	KOV	287 610	479 338	Each county continues the development of one priority physical activity or sports centre.

	<b>Developing health paths</b>	regional health centres, health paths	SA TR	SA TR			SA TR in cooperation with the private sector (Eesti Energia, Merko, Swedbank) develops centres over Estonia. 2011 budget ca 191 735 EUR.
<b>1.4</b>	<b>Improving the availability of physical activity and sports possibilities</b>	local population	KOV	KOV			KOV establishes physical activity paths/ sports centres close to settled areas, ensures favorable transport connections.
	Transport to sports centres	local population	KOV	KOV			KOV organises (bus)transport to regional centres.
<b>1.5</b>	<b>Developing school sports</b>	students	KM		<b>188 437</b>	<b>223 690</b>	Through EKSL physical activity of students and competitions between schools are financed.
	Acquisition of physical activity inventory	students, undergraduates	KOV, HMN, EOK	KOV			Inventory acquisition programme in cooperation of EKSL and HMN and KOV is launched.
<b>1.6</b>	<b>Keeping existing sports centres open</b>	Estonian population	KOV	KOV			Local authorities continue their activities for keeping sports centres open.
	<i>KM investments to support KOV investments</i>	sports sites in Estonia	KM	KM	<b>95 867</b>	<b>319 558</b>	Keila health paths, Tartumaa Tervisespordikeskus and Holstre-Polli health centre are supported from the budget of KM for developing centres.
<b>TOTAL SPORTS PLACES</b>					<b>383 477</b>	<b>798 896</b>	
<b>2. SPORT FOR ALL EVENTS</b>							
<b>2.1</b>	<b>Organising Sport for All events</b> (Estonian summer games, county sports days, ball game series across Estonia etc )	Estonians	KM	MTÜ, MSL	<b>402 643</b>	<b>575 205</b>	KM supports, through county governments, physical activity in counties based on competition LH projects, sports associations.
	Organising basic swimming courses for children	II (in Tallinn), III grade students	KM	county governments, KOV, MTÜ	<b>230 082</b>	<b>447 382</b>	Basic swimming for children compulsory for all II/ (in Tallinn) III grade students. 24h course organised for all school children all over Estonia.

	Creating a single registration system for all mass events	participants in mass events	organisers of mass events	organisers of mass events			Good examples from South-Estonian county common LH event about participation system, possibility to apply for support from the EU.
	Uniting physical activity and language studies in camps				31 956	63 912	Within the programme, possible to initiate other additional activities directed to physical activity.
	Programme "Sporty school holiday"		KM	schools	0	127 823	Programme where schools can plan sporting activities for holidays to be restored.
	<i>In the method of European Social Fund 1.3.4 „Promoting healthy choices and life style" (SM)</i>	working-age population	SA Innove	county governments, KOV, MTÜ			Possibility to apply for funds through SA Innove also for organising physical activity in 2010/2011 - 2 748 201 EUR.
<b>TOTAL PHYSICAL ACTIVITIES AND EVENTS</b>					<b>664 681</b>	<b>1 214 322</b>	
<b>3. RAISING AWARENESS</b>							
<b>3.1</b>	<b>Sport for All training</b>	Sports activity coaches, undergraduates, teachers, people interested in sports	KM/ÜSK	ÜSK	11 185	19 173	ÜSK organises Sport for All training every year according to plan.
<b>3.2</b>	<b>Nationwide conference</b>	sports organisations	KM/ÜSK	KM/ÜSK	0	3 835	Conference planned in the frame of 2014 Year of Activity.
<b>3.3</b>	<b>Media coverage of physical activity</b>	whole population	KM/ERR	ERR	0	4 085	Order for special shows on the subject of physical activity.
<b>3.4</b>	<b>Methodical material, publications, magazine "Movement and Sport"</b>	sports organisations, interested people	KM/ÜSK	ÜSK	9 906	12 782	Publications on physical activity and sport compiled and printed.
<b>3.5</b>	<b>Physical activity DVD</b>				0	6 391	In cooperation with specialists in the field physical activity DVDs compiled.
<b>3.6</b>	<b>Physical Activity portal TRIMM and mass sport event calendar</b>	sports organisations, interested people	KM/ÜSK	ÜSK	0	6 391	ÜSK continues to develop portal trimm.ee

	<b>Surveys</b>	whole population	KM, SM	SM, universities			Applicable surveys carried out (Population health behaviour survey, Culture consumption survey, Europe-wide physical activity survey).
<b>3.7</b>					<b>0</b>	<b>15 978</b>	
	Population health behavior survey	whole population	SM				As a result of a survey carried out every 2 years, we get information about many aspects of the physical activity habits of people, incl. how big a portion of the population is regularly involved in physical activity.
	Culture consumption survey	whole population	SM				Culture consumption survey reflects also the sporting habits of people.
	Europe-wide physical activity survey	whole population	SM, universities	TLÜ			Can compare the physical activity habits of Estonians with other citizens of EU member states.
<b>3.8</b>	<b>Organising campaigns</b>	whole population	KM/ÜSK/TAI	KM/TAI	<b>15 339</b>	<b>63 912</b>	Executed by Association "Sport for All" in cooperation with TAI.
<b>TOTAL RAISING AWARENESS</b>					<b>36 430</b>	<b>132 547</b>	
<b>4. COUNSELLING SYSTEM</b>							
<b>4.1</b>	<b>Health surveys through Health Insurance Fund</b>	young athletes	Haigekassa				Executor: Health Insurance Fund and Sports Medicine Federation. Health check for young athletes, who train at least 5x week. In 2011 EUR 389,786 spent for checking a 10 thousand athletes.
<b>4.2</b>	<b>Developing county information centres</b>	county population	KM	MK SL	<b>290 798</b>	<b>383 470</b>	Each MK has one MK SL as sports information centre.
<b>TOTAL COUNSELLING SYSTEM</b>					<b>290 798</b>	<b>383 470</b>	
<b>5. REGULATING THE LEGISLATIVE AND FINANCIAL FRAMEWORK</b>							
	Preparation for presenting motions to amend legislation	working-age population	RM	RK	<b>0</b>	<b>0</b>	Submitting a motion to amend legislation on the abolition of fringe benefit for companies on the expenses made for health promotion.

Preparation for presenting motions to amend legislation	whole population	RM	RK	0	0	Supplementing income tax laws: return of income tax received from participation in sports club activities.
<b>TOTAL LEGISLATIVE AND FINANCIAL FRAMEWORK ORGANISATION</b>				0	0	
<b>TOTAL FROM THE BUDGET OF THE MINISTRY OF CULTURE</b>				1 375 386	2 529 235	

\* sum subject to annual State Budget Act

**\*abbreviations**

EHK- Estonian Health Insurance Fund

EKSL- Estonian School Sport Association

EOK- Estonian Olympic Committee

EOL- Estonian Orienteering Federation

HMN - Gambling Tax Council

HTM- Estonian Ministry of Education and Research

KM-Estonian Ministry of Culture

KOV- local government

LH-physical activity

MKM- Ministry of Economic Affairs and Communications

MSL- sports federations at countries

MV- county government

RM- Ministry of Finance

NGO Estonian Health Paths - SATR

SK- sports clubs

SL- sports associations

SM- Ministry of Social Affairs

SÜ- sports society

TAI- National Institute for Health Development

ÜSK- Sport for All Association