

CROSS-SECTORAL COLLABORATION IN THE PLANNING  
PHASE OF THE HIPPOS2020 PROJECT IN JYVÄSKYLÄ

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## ABSTRACT

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Sport planning is recognized to be one way how a municipality can affect on its residents' level of physical activity and the general health of community. Moreover, creative sports facility planning and construction can have positive impacts on the citizens' volition to practice sports. Due the tightened economic situation, the municipalities nowadays do not have enough resources to implement major sports projects, such as the construction of multipurpose arenas or big stadiums. The help of private sector is needed in order to secure adequate sports services for recreational hobbyists as well as for elite athletes. The Hippos2020 project will be Jyväskylä's biggest investment ever in sports and wellbeing, and it aims to implement a nearly 300M€ plan by constructing a new concentration of sports, physical activity, health, wellbeing, research, and commercial services right in the middle of the city. A new partnership method is required to manage, develop, and finance the extensive project plan. Thus, this study aims to examine the roles of different sectors that work closely together in order to make the project possible.

A qualitative content analysis is used as method to categorize various subjects and to create specific themes based on the research findings. Quantitative research material, such as statistics and expense calculations, as well as qualitative material, such as public documents and memos, are analysed in order to perceive an overall scope of the picture of Hippos2020 project. In addition, qualitative theme interviews are conducted to gain deeper understanding of the forms of cooperation between the sectors. Five selected interviewees represent public, private, and third sectors, and deepen the understanding of the involvement and roles of each sector.

Results show that each sector has its own specific role in the planning phase of the Hippos2020 project. The public sector acts as starter of the development process, and later its role changes to the contracting entity and a decision-maker. The private sector becomes involved as a producer of the preliminary investigation report, and later extends its role to the main financier of the project. In addition, the third sector participates in the planning by giving practical guidance of what kinds of facilities the final users need, and by emphasizing the fact that the new facilities should be affordable enough so that the club activities can be operated there. The culmination points of cross-sectoral collaboration in the Hippos2020 project are especially the creation of the hybrid concept for the area, the establishment of the Hippos Developmental Company, and the innovation partnership phase. As a result of the cross-sectoral collaboration, a new way of tendering a public procurement is used and it proves to be quite successful.

Based on the experiences of the usage of the innovation partnership model in the Hippos2020 project, it can be suggested that the same method could work in similar size or type of construction projects also in other fields. However, more research is required to confirm the applicability of the model, as well as its benefits and disadvantages. Also, the applicability of the Public-Private-People Partnership model in sports related projects needs more academic support.

**Keywords:** Collaboration, innovation partnership, Public-Private-People Partnerships, sports facility planning

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## 1 INTRODUCTION

Finnish sports and physical activity facility planning and construction have had many different phases throughout the history. The government admitted the first financial aid for sports facility construction already in the 1930s, when there were approximately 1500 sports facilities in Finland. Nowadays, there are nearly 33 000 sports and recreational facilities around the country and therefore, it can be stated that Finland has a lot of sports facilities compared to the number of inhabitants. However, majority of the sports facilities has been in use for decades, which nowadays reflects as an extensive need of renovation. Due the large number of users, long daily running times, and prevailing stressing conditions, sports facilities wear and expire quite fast. Structures and systems have their own limited technical lifecycle as well. When the technical lifecycle ends, the facility needs to be renovated thoroughly or replaced by a new one in order to ensure the security, accessibility, healthiness, and functionality of the facility. (Liikuntapaikkarakentamisen suunta-asiakirja 2014, 8, 23–24.)

It is estimated that the total replacement value of sports facilities in Finland is approximately 14.5 billion euros. In addition, approximately 380 million euros should be invested in the maintenance and repair of these facilities annually. At the same time, municipalities' resources for maintenance are decreasing, so this places especially small municipalities in a challenging situation. If the municipalities cannot allocate self-financing for the facility projects, their chances to receive state subsidies are low. In these cases, the most likely option is that municipalities abandon from the construction completely, and come to an end on existing sports facilities. This, of course, increases the regional differences of equal access to sports facilities even further. (Liikuntapaikkarakentamisen suunta-asiakirja 2014, 2, 23–24.) The lack of public money together with the increased need of renovation obliges the sports facility planners to develop new ways to deal with sports projects.

In Jyväskylä, the city has had its own challenges and difficulties in sports facility planning and construction throughout the history. The Hippos area was selected as the main sports venue district because of its central location. In the late 1970s and early 1980s, the prevalent sports facility trends in Finland were the construction of indoor sports halls and ice rinks (Kokkonen 2010, 199). Jyväskylä followed these trends by constructing the indoor sports hall (Monitoimitalo) in 1979 and the indoor ice rink (Jyväskylän Jäähalli) in 1982 to the Hippos.

The Hippos area was later completed with the football and the Finnish baseball fields, tennis courts and the Hippos hall in the early 1990s. Even though the facilities were well designed back then, they do not serve the current needs of users of Hippos area nowadays. In addition, the area's property repair debt has increased, and the area in the 2010s looks more like a car park than a sports facility center (GSP 2014).

There have been several plans for developing the Hippos area in the 2000s, but none of them has been put into practice. The Hippos area is one of the most important sports centers in Finland since it provides research and testing services for professional sports, offers facilities for multidiscipline sports, and acts as a recreational area for city's inhabitants. However, the facilities as well as the surrounding outdoor areas are currently in poor condition. Also, due to the fact of increased number of service users, the area needs better conditions for modifiable sports facilities so that it could serve a wider user base more effectively. Building a new, internationally significant sports and well-being center, would make Jyväskylä an undisputed sport-networking leader in Finland, and provide excellent opportunities for public, private and third sector actors.

The newest plan for the Hippos area development started already in 2014, and it has gone so far the closest into reality. According to that plan, the area will be totally built again, and it will become the most multifaceted indoor sports facility complex in the Scandinavia. By rebuilding the Hippos area, the number of sports facilities will double, and modern, modifiable facilities will provide sporting spaces for over 20 sport disciplines. The new Hippos aims to attract annually even 5 million visitors. More importantly, it would significantly contribute on the employment of the area. (Hippos2020 2018.)

In order to make this massive plan to work, a lot of preparations, planning, and decisions need to be made beforehand. This study aims to examine and explain how public, private and third sector are involved in the planning phase of the Hippos2020 project, and how cross-sectoral collaboration is used in order to develop and progress the planning further. The thesis is structured so that the second chapter provides a brief history of the Hippos area's development, introduces essential background information related to Hippos2020 project, and eventually presents the planned actions and operations for the future. Chapter three concentrates on the implementation of the study, which is presented through the planned

design of the research and methodology. Moreover, data collection method and analysis are discussed along with the timeline of the research process, and the reliability and validity of this study.

Chapter four provides the theoretical framework for this study by introducing a concept of sport planning. Previous planning theories are discussed as well as their applicability to sport planning. In addition, a brief history of sport planning in Finland is provided before focusing more in detail on the sports plans of Jyväskylä. Later, chapters five and six discuss the roles and responsibilities of public and private sectors in sports facility projects. The cooperation opportunities between these two sectors are introduced in chapter seven, which concentrates on the concept of New Public Management. Additionally, the involvement of the third sector in sports facility planning and construction is discussed in order to better understand the results of this study.

Chapter nine presents the results of this study. The results and their connections to previous studies are discussed more in detail in chapter ten. Finally, an evaluation of the research process and proposals for future research are presented in chapter eleven. The instance of the Hippos2020 project is carried along and referred to throughout the different chapters of this thesis so that the reader can follow the phases of the planning process easily.

## **2 HISTORY OF THE HIPPOS SPORTS CENTER**

The history of the Hippos area can be divided into five development cycles. Cycle 1 comprises the years 1912–1914 when the horseracing track was constructed. Between the years 1945–1953, the ball courts were constructed. Cycle 3 comprises the years 1968–1970, when the Finnish baseball stadium and the artificial ice rink were implemented. The construction period of sports halls was in 1979–1982. Lastly, cycle 5 finished the construction between the years 1989–1992, by implementing the Sport and Health Laboratory and the Hippos hall. (Huovinen 2007, 169.)

### **2.1 Developmental phases of the Hippos area**

The land area around a small pond, Köyhälampi, was originally covered by swamps. It was not an appropriate area for anything else than cows' pastureland and for hayfield. In the late 1800s, regional horse enthusiasts made a proposition for the city to rent the area for a racetrack for horseracing. The City of Jyväskylä decided to rent the area with a prerequisite that the city does not need to participate in the construction of the racetrack. The track was built by voluntary work and was named as Hippos, according to the ancient pattern. The name of the area has remained the same throughout the history. (Huovinen 2007, 151–152.)

Hippos area gained its wider functional form when the track and field clubs in Jyväskylä suggested that the racetrack could be used as training and competition field for athletics. The horseracing organization accepted the suggestion but required that the clubs must pay rent for organizing competitions. Training, however, remained still as free of charge. The track and field era in Hippos was quite short since a new track and field stadium was built in Harju during the years 1923–1926. The new field served primarily track and field athletes but also Finnish baseball and football players. At the same time, the Hippos area remained as a center for horse racing until the 1950s. That was the first time when broader plans, including other sports as well, were raised up. The issue was raised up by the City Council, who has been discussing the continuous problems with facilities and increased number of users. (Huovinen 2007, 152–153.)

The functional development of the Hippos area changed significantly during the late 1960s. Huovinen (2007, 154) notes that this change was related to Harju's sports stadium and its technical quality for playing Finnish baseball. The Finnish Baseball Federation prohibited playing on the lawn in 1966 so the city had to find a new place for this favorite sport. According to Laitinen (1980), there was an intense debate going on about the location of the new baseball field, but no considerable option instead of Hippos was presented (Huovinen 2007, 155). Thus, it can be stated that Finnish baseball has had an impact on the functional development of the Hippos area. In Photo 1, the ice hockey rink is placed inside the horseracing track and the ball court is located in the southern end of the racetrack. In addition, the Finnish baseball stadium is placed next to the racetrack with temporary grandstands. (Huovinen 2007, 155.)



Photo 1. Aerial view from Hippos in early summer 1968. Photo by the Museum of Central Finland, edited by Erkki Huovinen in 2004 (Huovinen 2007, 155).

The Hippos area's position as a center of city's sports facilities and services seems to be cleared up in the beginning of 1970s, when an artificial ice rink, with a maintenance building and grandstand, was built. At the same time, the circumstances of Finnish baseball were improved by constructing the locker rooms in connection with the maintenance building of the artificial ice rink. In addition, the maintenance of the ball courts was enhanced. Horseracing was finally passed to history when all the horse activities were moved to Killeri in 1974. In the same year, the ice hockey team JYP was promoted to ice hockey's first division. This all highlighted the versatility of sport activities in the Hippos area, and gradually the audience found its way to the area as well. After this, Hippos' status as the center of city's sports and physical activities was no longer unclear. (Huovinen 2007, 156–157.)

During the past decades, significant projects in the Hippos area have been the construction of the Sport and Health Laboratory, the Hippos hall, and the indoor ice rink for practicing between the years 1989–1992. More focus is also put on the construction and planning of land use based on the needs of wellbeing technology. In addition, the area has been started to consider increasingly as a wide and coherent entity. The Hippos area facilities attract annually approximately 2.3 million sports hobbyists, and the same amount student-, culture- and event callers visit the area every year. The total amount of annual visits is therefore about five million (Huovinen 2009, 230–231.)

## **2.2 Hippos sports area in 2018**

The real estate debt of the current Hippos facilities is large, and the overall condition of the area is poor. Also, the current parking system is confusing and makes the Hippos look alike more as a car park than as a sport park. The degree of repair of the current multipurpose indoor hall (Monitoimitalo) is estimated to be over 80 percent, and the degree of repair of the Hippos hall internal conditions is estimated to be more than 50 percent. In addition, the base structure of the training ice hall must be renewed, as well as the cooling equipment of the artificial ice rink. Moreover, the parking area requires extensive renewal of asphaltting. In total, the estimated price tag for renovating the area is 23–25 million euros. (Jyväskylän kaupunki 2015.)

There exist basically two options for the development of the Hippos area:

- 1) Construction and renovation of the current facilities and infrastructure by using the city's budgeted funding. Therefore, the area will remain in its current form (Photo 2), and will be administratively fragmentary.
- 2) Implementation of so-called centralized hybrid -model financed by one private owner.

(Jyväskylän kaupunki 2015.)



Photo 2. Hippos' present state (Jyväskylän kaupunki 2015).

After the Hippos Master Plan 2020 preliminary study was completed in the beginning of 2015, and the two options for developing the area were presented, the city selected the hybrid concept as a model for proceeding the planning. At that time, the Hippos2020 project moved to the project planning and zoning phase, which was controlled and managed by the City of Jyväskylä. Project planning and zoning phase comprised the years 2015–2017, and after that the project moved to the planning and construction phase. The different phases of the Hippos2020 project are presented in the Figure 1. The phasing is designed in 2016, and due

the fact that the scheduling of the entire project has slightly changed; the last two phases may no longer apply in terms of time frame.

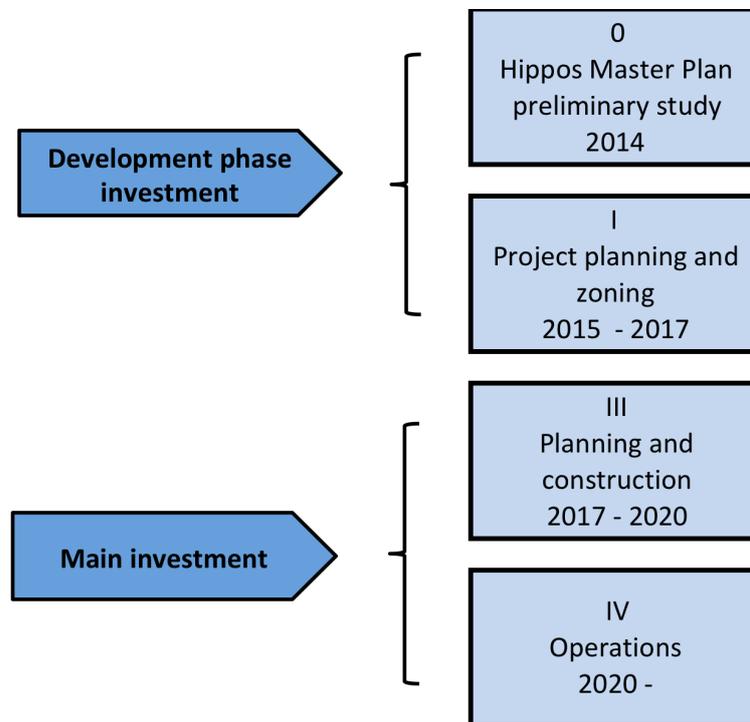


Figure 1. Project phasing (modified from Jyväskylän kaupunki 2016).

In 2018, when this Master's thesis is published, the Hippos2020 project is in the planning and construction phase. Due to the timely barriers, it is not possible to study the entire project and thus, this research focuses only on the first three phases. The next subchapter discusses the background information of the Hippos2020 project, and introduces the latest plan for the project implementation. The different phases as well as the two investment aspects are discussed more in detail in chapter nine.

### 2.3 Background of the Hippos2020 project

As mentioned earlier, there have been several development plans for the Hippos area during the past decades, but none of them has been implemented. However, the City of Jyväskylä took a step towards a new development plan in 2014. The city had a strong volition to advance the Hippos2020 project, and it decided to invest approximately 34 million euros for

the project. This investment consists of the 23 million euros, which corresponds to the renovation debt of the existing buildings. The city will also invest the 5 million euros that it receives from selling the plots of land. Moreover, 6 million euros will be invested for the sports and recreational park that will be constructed in connection with the new facilities. The contract includes a point, which defines that the city commits to purchase practicing hours annually with 5.5 million euros (+ index increment) over the next 20 years. These training times will be distributed for the sports clubs and city's own activities, such as adapted physical activity groups, so that the prices of practicing sports for the residents will not increase significantly. (Jyväskylän kaupunki 2018.)

The private investors' contribution for the Hippos2020 project is approximately 50–60 million euros. The overall budget of the project is 220–250 million euros, so this means that the rest of the financing (50–60 %) comes from the loans, which will be taken care by the Hippos operating company to be established. Thus, the private contribution for the Hippos2020 project is nearly 90 percent. The most essential information related to the project financing is presented in Table 1. It is also estimated that the tax revenue of the construction phase will be 14 million euros for Jyväskylä and 22 million euros for the state. Moreover, the employment impact of construction is estimated to be 2000 man-years, and after completion, Hippos will employ more than 1000 people every day. (Jyväskylän kaupunki 2018.)

Table 1. Sources of financing for the Hippos2020 project

| Source of financing | Sum of investment   | Additional information   |
|---------------------|---------------------|--|
| City of Jyväskylä   | 34 M€               | The sum consists of the renovation debt (23 M€), the money received from the sale of plots (5 M€), and the investment for sports park (6 M€) |
| Investor consortium | 50 - 60 M€          | Equity capital   |
| Loan financing      | ca. 120 - 150 M€    | Approx. 50 - 60 % of the total financing   |
| <b>Total</b>        | <b>220 - 250 M€</b> |  |

According to the latest plan, new facilities with approximately 160 000 gross square meters (bruttoneliometri, brm<sup>2</sup>, in Finnish) will be constructed in the Hippos area. The majority of

these square meters (120 000 brm<sup>2</sup>) are indicated to the new sports facilities. In the future, the Hippos area will consists of the following facilities:

- Multipurpose indoor arena and practicing ice rink for ice sports disciplines with a capacity of 6500 spectators in sports events and 8000 in other events,
- Arena center,
- Indoor sports center for over 20 sports disciplines that includes a MID-arena with a spectator capacity of 3000,
- Gymnastics building,
- Football stadium with a capacity of 5000 spectators,
- Parking garage,
- Parking lot for 1500 vehicles, and
- Parking lot for 690 bicycles.

(Jyväskylän kaupunki 2018.)

The new sporting spaces and the seating capacity make it possible to organize large sports and physical activity events, as well as entertainment events in the Hippos2020 in the future. For instance World championships, European championships, or National championships in ice hockey, swimming, martial art, floor ball and gymnastics, are possible to hold in Hippos facilities. In addition, the facilities provide conditions for the training centers of football, motor sports, eSports, and the Jyväskylä Sports Academy. Moreover, plans for an ice hockey testing rink and a Training Room concept for studying athletes' recovery are considered. The area is completed with a sports park and the outdoor fields with freezing and heating options. (Jyväskylän kaupunki 2018.) The preliminary draft photos (Photo 3 & 4) and the layout of the area (Photo 5) help to understand the scope of the Hippos2020 plan.



Photo 3. Preliminary draft from the south (PES-Arkkitehdit 2018.)



Photo 4. Preliminary draft from the north (PES-Arkkitehdit 2018.)

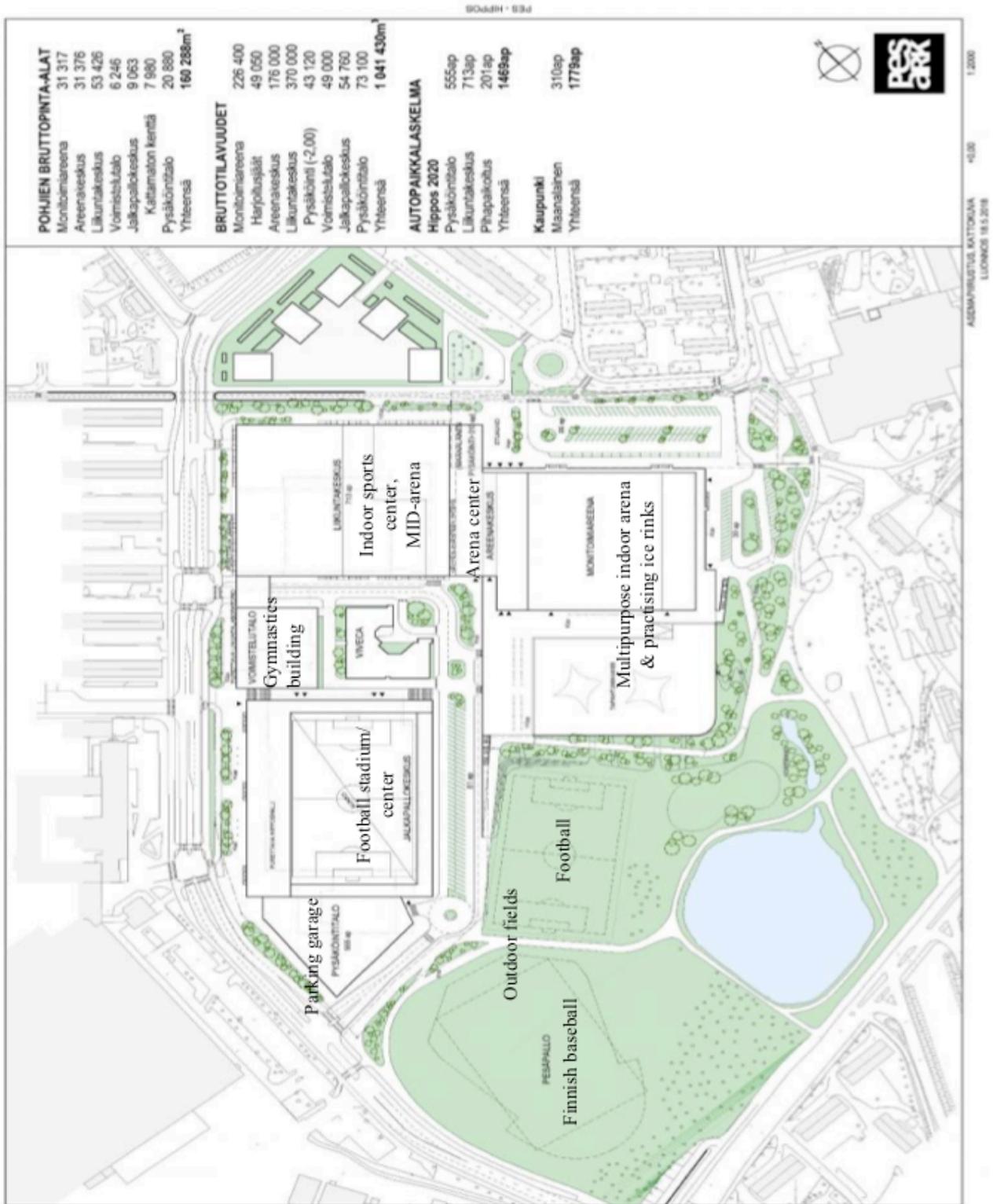


Photo 5. Preliminary layout (modified from PES-Arkkitehdit 2018).

The commercial spaces inside the arena center provide rooms for offices, laboratories, grocery store, restaurants and special shops. Thus, the variety of services in the Hippos area is

versatile and supports the amusement of visitors as well as local residents. In addition, accommodation and housing construction is planned for the plot right next to the Hippos project area. On top of that, the city center and its services are located within a walking distance to Hippos. Considering all these benefits, it is estimated that the area will attract 3–5 million visits annually. (Jyväskylän kaupunki 2018.)

### **3 RESEARCH TASK AND IMPLEMENTATION OF THE STUDY**

This chapter introduces the purpose and aims of the study as well as the research questions. In addition, a brief introduction to qualitative research is provided through which the implementation, data collection and data analysis of this study are explained. Lastly, the timeline of the research process as well as the reliability and validity are discussed.

#### **3.1 Purpose, aims and research question**

Underlying the purpose of this study is the fact that no previous major sports facility projects have been implemented in the same way than the Hippos2020 project. There exists some previous studies about the public-private cooperation in smaller sports projects, but the cross-sectoral collaboration has not been studied in such a large project before. Therefore, there is a need to examine how the new type of cooperation works and could it be utilized in the future projects. Since the entire Hippos2020 project is estimated to continue at least until the year 2020 it has been mandatory to limit the time frame suitable for this master's thesis. Therefore, this study focuses only on the planning phase of the Hippos2020 project, and does not discuss the incidents that occur after the planning phase. Also, the limited resources in terms of organizing the interviews and analyzing the data have set some restrictions, so not all the relevant information could be included in this study.

In order to be able to study the cooperation between the sectors, it is essential first to understand the roles of sectors in the different phases of the project. All three sectors obviously have different interests towards the project, and they are involved in the project because of different reasons. That is why it is important to investigate how the sectors work together in order to achieve a commonly shared goal. As regards the general research task of this study, emphasis is placed on the roles of public, private and third sectors in the Hippos2020 project. Moreover, this study aims to find the culmination points of cooperation where the cross-sectoral collaboration has been proved to be successful. The scientific objective of this study is to answer the following research question:

*How the planning of the Hippos2020 project has proceeded in 2014–2018?*

This general research question is divided into two research problems:

1. The roles of public, private and third sector in the different phases of the planning process.
2. Cross-sectoral collaboration between the different parties involved in the Hippos2020 planning process.

In order to answer the main question of this study, an exploration and analysis of the history, development, and current state of the Hippos2020 project is made. An overall picture of the scope of the project is gained through various written materials about the project, such as newspaper articles and public documents. Moreover, theme interviews based on the topics found from the written materials provided a deeper understanding of the different aspects related to the planning of Hippos2020. Eventually, conclusions of the most essential points were made based on the research findings and their analysis.

### **3.2 Qualitative research**

Rossmann and Rallis (2003, 4) define that qualitative researchers do their work in natural settings, rather than in laboratories, because their purpose is to learn about some aspect of the social world and to engender new understandings, which can be then used. Qualitative research is a broad approach to the study of social phenomena. Young and Atkinson (2012) state that qualitative research is not always easy to define, but a term umbrella is often used to refer to a constellation of descriptive and interpretive approaches. Moreover, qualitative research can be chased from varied angles. Interviewing techniques should be linked to the particular case and thus, the structure of the interviews can vary in line with the particular needs. In addition, the data analysis can be done in numerous ways, for instance by examining newspaper articles, books, advertisements et cetera. (Alasuutari 1995, 3.) Qualitative research aims to broaden and deepen the understanding of the social world through data which cannot be measured numerically and hence, it is often more flexible than quantifiable and measurable data used quantitative studies (Hancock, Ockleford & Windridge 2007, 4, 6–7). Because this study focuses on non-measurable relationships between the different sectors, a qualitative research method is a rational choice to gain a more-detailed understanding on the cross-sectoral collaboration.

Even though qualitative methods have many positive aspects, such as gaining in-depth understanding of the subject, it has also been criticized for several reasons. Brinkmann (2013, 141) writes that few people consider qualitative interviewing unscientific because it does not involve numbers and statistics as a part of its scientific mechanism. Moreover, the critique is supported by stating that qualitative interviewing relies on subjectivity and thus, do not provide objective knowledge. However, Kvale and Brinkmann (2008, 242–244) conclude that although interviewing relies on subjectivity, it is certainly possible to endeavor for objectivity about subjectivity, at least to some extent. This process is called researcher reflexivity (Brinkmann 2013, 143). Qualitative research has also received criticism because it cannot, in contrast to quantitative research, demonstrate generalizability statistically. On the other hand, the question of generalization may not even arise if people will simply recognize a description or a story as significant because it describes something that is novel. In this case, the researcher may have made a genuine discovery. (Brinkmann 2013, 145.) In this study, wide generalization of the results is not the objective, but a more specific information about the collaboration between the sectors is aimed to gain. Thus, the results of the Hippos2020 case may not be generalizable to other similar projects.

### **3.3 Research design and methodology**

There are many different types of qualitative research, such as conversation analysis, content analysis, discourse analysis, ethnography, grounded theory, interpretative phenomenological analysis, and narrative analysis. A content analysis often refers to a technique associated with quantitative approaches, but it can also be used in qualitative settings. The emphasis on content analysis is on the counting of occurrences of a word, phrase or theme. This approach is especially accurate when analyzing documents, such as newspaper texts, or responses to open-ended questions. (Hancock et al. 2007, 10, 13.) Since I have received and collected a lot of written material related to the Hippos2020 project, it seems suitable to select the content analysis as a method for analyzing these materials. The theoretical concept of sport planning, as well as previous researches on the cooperation between sectors, were applied to the topic area and methodology of this study. Therefore, enough reliable reference materials are available so that the results of this study can be reflected on them and conclusions can be drawn.

### **3.3.1 Collection and analysis of the data**

Data collection in qualitative research usually involves one or more of these methods: interviews, focus groups, observation, collection of documented material, collection of narrative, or open-ended questions in questionnaires (Hancock et al. 2007, 16). An interview is one of the most used methods of collecting data in qualitative research. The advantage of an interview is above all its flexibility because the interviewer has a possibility to repeat the question, correct misunderstandings, clarify the wording of expressions, and have a discussion with the interviewee. Also, the questions can be asked in an order in which the interviewer considers it appropriate. In order to receive as much information as possible, it is recommended that the interviewee is provided an opportunity to familiarize himself with the questions, or at least the topic beforehand. In addition, one crucial advantage of using interviews as a data collection method is that the interviewees can be selected in a way that it best benefits the research. For example, especially those persons who have the experience of the phenomenon or the topic can be chosen. (Tuomi & Sarajärvi 2002, 75–76.)

Interviews were chosen as one of the data collection method for this study because more detailed information about the topic was aimed to receive. As the research topic is relatively new in the field of sports, no previous studies provided the support how to handle the data collection. The interviewees were selected in a way that they represented different sectors and were experts in their own field. Therefore, the most valuable and beneficial information from each point of view was gained. In addition, as the interviewees represented various sectors and their opinions differed from each other, the interviews were structured in a way that they best benefitted each situation. Thus, the interview structure was quite flexible and made it possible for the researcher to modify the questions even during the interview. All interviews were recorded so that the researcher could focus on the interview itself and did not have to take any notes during the interview. The recording also helped the later analysis.

A semi-structured interview is based on the pre-selected themes and related specifying questions. Tuomi and Sarajärvi refer to Hirsijärvi and Hurme (2001) who express that in a semi-structured interview, person's interpretations of matters, the given meanings for the matters, and the interaction in where these meanings originate, are highlighted. The question here is how these answers are interpreted and should all the questions be asked in a same way

in every interview. The answer is that the level of congruence between the interviews varies from research to research. However, the pre-selected themes should be based on the previous literature and the related questions should support that. (Tuomi & Sarajärvi 2002, 77–78.) In this study, the preparation for semi-structured interviews started with a listing of topics that I wanted to discuss. These pre-selected themes arose from the previously collected research materials that I had analysed beforehand. The materials included city's documented decisions, presentations, and other deeds that were published online. In addition, all the documents related to the zoning process, such as online inquiry, opinion pieces in local newspapers, and written statements, were analysed. I also received other, partly confidential, documents, such as memos from different meetings, where the city's representatives and certain invited persons discussed about the Hippos project. The memos also included discussions between the city and the local sports clubs. Analyzing these documents made it possible for me to familiarize myself with the possible upcoming issues raised by the interviewees, and gave me insights how to lead the discussion in a reasonable way.

Qualitative analysis mainly consists of the categorization of verbal or behavioural data for purposes of summarization, classification and tabulation (Hancock et al. 2007, 24). Moreover, Tuomi and Sarajärvi (2002, 93) state that most of the qualitative analysing methods are based, in a way or another, on the content analysis, if the content analysis here means the analysis of written, heard, or seen content. In the content analysis method, the researcher establishes a set of categories, and then counts the number of examples falling into each category (Silverman 2006, 159). In this study, content analysis was seen as a suitable analysing method since as mentioned by Marvasti (2004, 91) it provides a good way to simplify and reduce large amounts of data by organizing them into different segments.

According to Zaman (2000), content analysis is a procedure of research technique, which aims to make inferences by identifying specific characteristics systematically and objectively. The content can consist of different documents, such as articles, diaries, letters, interviews, speeches, discussions, dialogs, reports, and almost all other written material (Tuomi & Sarajärvi 2002, 105). However, as Grönfors (1982, 161) points out, with the help of content analysis, the gathered material can only be organized for making conclusions. Thus, it is up to the researcher whether he is able to make reasonable conclusions and not to present the organized material as results (Tuomi & Sarajärvi 2002, 105). In this study, a special attention

is paid on the conclusion section since the results do not provide enough new information if they are just presented and not discussed at all.

The research material in this study is handled in three levels. Before starting any analysis, all interviews were transcribed into text forms. This process took a lot of time, since the transcriptions consist altogether of 53 pages. After the transcription, the material was reduced so that all irrelevant information was cut off. The most important parts and expressions were coded with colours and organized for the second phase, which was clustering. As Tuomi and Sarajärvi (2002, 112) present, in clustering, the previously coded expressions are examined thoroughly and similar concepts are categorized together. The categorizing can be based, for instance, on the characteristics, features, or perceptions of the phenomenon being studied. In this study, the clustering and categorization were especially necessary since the material provided so many different elements related to the Hippos2020 project that the understanding of the overall scope of the project would have otherwise been impossible. The clustering phase was followed by abstraction, where the original linguistic expressions were transformed into theoretical concepts and conclusions. As Cavanagh (1997) writes, the abstraction should be continued as long as it is possible from the point of view of the material. In this study, the abstraction and combining of concepts were done until the answers for the research questions were found.

### **3.3.2 Backgrounds of the interviewees**

In order to understand the involvement of each sector and to gain in-depth understanding of each sector's part in the Hippos2020 project, semi-structured theme interviews were organized for five persons who all have been participated in the planning of the project at some point. It is essential to mention here that due the limited resources, not all the relevant actors related to the Hippos2020 project were able to interview and thus, many important opinions and aspects from the universities, research centers, and all interested companies, et cetera were left out. Two representatives were interviewed from the public sector, because even though the city's Business Development department leads the project, also the Sports Services are heavily involved. Sport Services' involvement was examined by interviewing Ari Karimäki, who is the Director of Sports and Culture services in Jyväskylä. He has worked in that position since 2015, and has a long history from sports in terms of working career and

free time activities. The involvement of public sector was also examined by interviewing Kari Halinen who is the Project Manager of Hippos2020. Halinen represents the Business Development department of the City of Jyväskylä and has been in charge of the Hippos2020 project since 2016.

The involvement of private sector was examined by interviewing representatives from the GSP Group consulting company and the Hippos Developmental Company. Tommy Öhman, who works as a Real Estate Specialist at GSP Group, provided information about how the Hippos2020 project has proceeded from the point of view of real estate development. In addition, the five private investors' contribution and the role of the Hippos Developmental Company were examined by interviewing Kari Tyni. Tyni has been in charge of the communication and marketing of Hippos2020 since November 2016. Due the restricted recourses, it was not possible to interview the final investors, so the involvement of private sector was limited to the GSP Group and Hippos Developmental Company. This limitation is also justified by the fact that this study focuses on the planning phase of Hippos2020, and does not pay much attention to the role of the final investors.

Since the perceptions of the third sector wanted to be included, a representative from an umbrella organization of all sports clubs and organizations in the Central Finland was interviewed. Since it would have been impossible to interview all sports clubs of the area, one representative, who best stands for all the clubs, was selected. The selected interviewee was Laura Härkönen who works as a Club Developer at the Central Finland Sport Federation (KesLi in Finnish). She has been involved in the planning of the Hippos2020 project since 2014 and knows the local sports clubs and organizations very well.

The frameworks and questions for each interview can be found from appendices (see appendix 3–7). The interviewees of each sector will be later referred to by their names and the organization that they are representing as following:

- Public sector: Ari Karimäki (Sports Services), Kari Halinen (Business Development)
- Private sector: Tommy Öhman (GSP Group consulting company), Kari Tyni (Hippos Developmental Company)
- Third sector: Laura Härkönen (Central Finland Sport Federation).

### **3.3.3 Timeline and description of the research process**

The research process started in November 2016 when the Hippos2020 project as a topic for my master's thesis was selected. As the entire Hippos2020 project is very broad and many different aspects about it could have been studied, I needed to limit and define the perspective from which I wanted to examine the project. Since the cross-sectoral collaboration has not been widely studied in relation to sport facility projects, I recognized the potential of this study as a pioneer project in that field. Few discussions with the university staff and the city's Director of City's Sports Services were organized in order to understand the possibilities and limitations of such study.

The selection of the research topic was followed by an investigation of previous researches and existing literature related to sports facility projects. Many of them were closely linked to single major sports arena or stadium projects and the information of larger-scale facility complexes lacked. In addition, comparable information to the Hippos2020 project was difficult to find. These points made it quite challenging to form the theoretical background of my study and thus, I decided to familiarize myself better with the topic before start writing the literature review.

The data collection started in May 2017 when I received the first Hippos2020 documents from the Director of Sports Services. After processing the first research material in September 2017, it became easier to understand the big picture of the project and thus, the themes for the literature review started to form. The research plan was finalized in September 2017, and by the end of the year 2017, the theoretical background and the structure of the thesis were shaped. To clarify the development of the Hippos2020 plan and to update myself with the project, I met the Project Manager of Hippos2020 in November 2017. At that point, more material was collected online from the city's website, since all the public documents were available there.

Interview frameworks were planned during January and February 2018, and the interviews were conducted right after that in late February and early March. During and after the interviews, the participants had a possibility to share more material with the researcher if they found that as beneficial for the study. Few more documents were received and they were

examined in March 2018. The interviews were transcribed in March, and were followed by the data analyses in April. Finally, the results were analyzed further and conclusions were drawn in early May 2018. This stage included the discussion on the findings, development of recommendations for future research and evaluation of the research process. First thesis draft was submitted in May, and final modifications before publishing were done in June 2018. The different phases of the research process are concluded in Table 2.

Table 2. Timeline of the research process

| Actions   | Time                   |
|---|------------------------|
| Selection of the research topic                   | November 2016          |
| Investigation of previous research and literature | Spring 2017            |
| Data collection 1. (written documents)            | May 2017               |
| Research plan                                     | September 2017         |
| Literature review                                 | Autumn 2017            |
| Data collection 2. (more documents)               | November-December 2017 |
| Structure of the interview framework              | January-February 2018  |
| Data collection 3. (interviews)                   | February-March 2018    |
| Data collection 4. (more documents)               | March 2018             |
| Transcription of the interviews and data analysis | March-April 2018       |
| Conclusions and finalizing the thesis             | May-June 2018          |

### 3.3.4 Reliability and validity

Since mistakes in all research activities are tried to avoid, the trustworthiness of an individual research needs to be evaluated. That is normally considered through the concepts of reliability and validity. Reliability measures the repeatability of research results, whereas validity indicates whether the research investigates the issues intended. (Tuomi & Sarajärvi 2002, 133.) In order to increase reliability in qualitative research, the researcher should create an “audit trail” in the form of documentation and a running account of the process over the study (Guba 1981; Williams, Unrau & Grinnell 2007). The audit trail can be divided into three steps with specific tasks. In the first raw data step, all data is collected and prepared for later analysis. The second step includes the analysis and interpretation, and explains how the data was coded and the analyses were done. Thirdly, the findings are presented and post-research

storing of data and materials is taken care of. (Wolf 2003.) In this study, the audit trail was complied with a clear description of the approach and methods of data analysis along with the documentation of the research process. In addition, as Guba (1981) suggests, the researcher can organize an external auditor to investigate the audit trail and evaluate whether procedures were followed and interpretations were reasonable. These issues were considered and verified by the research supervisor from the university.

According to Golafshani (2003), some qualitative researchers have argued that the term validity is not applicable for qualitative research. However, at the same time, the researchers have realized the need for some kind of qualifying check for their research. Many researchers have created their own concepts of validity, and have often engendered or adopted what they consider to be more appropriate terms, for instance, quality, rigor or trustworthiness (Davies & Dodd 2002; Lincoln & Guba 1985; Seale 1999; Stenbacka 2001). Johnson (1997, 283) state that if the validity or trustworthiness can be maximized or tested, then more credible result may lead to generalizability. Moreover, Stenbacka (2001) suggests that generalizability of the results is one of the high quality measurements in qualitative research. Hence, the quality of a research is related to generalizability of the result, and consequently to the increasing and testing of the validity or trustworthiness of the research (Golafshani 2003).

Lacey and Luff (2007, 26–27) write that the validity of a research can be evaluated, for example, by reflecting the impact of the research design and analysis approach on the results, the consistency of findings, considering as many points of views as possible, and adequate and systematic use of original data. The interview frameworks for this study were structured so that the most important information would be collected. In addition, by conducting the interviews from different points of views, it can be argued that the validity of this study increased. Moreover, as triangulation indicates, combining different methods, sources of data and theories, this can be seen useful in overcoming possible personal prejudices of the researcher (Tuomi & Sarajärvi 2002, 140–142). Utilizing researcher's network, especially the relations to the City of Jyväskylä throughout the research process, also increased the validity of this research. The research ethics in terms of objectivity and confidentiality were noticed to achieve better reliability and validity. Since there are three different sectors involved in the Hippos2020 project, the researcher did not favor any of them over the others, but aimed at remaining as objective as possible in order to avoid a biased analysis of the data.

## 4 SPORT PLANNING AS A STARTING POINT OF FACILITY PROJECTS

Since sport planning has developed from the general community planning, it is essential to first briefly introduce the prevalent planning theories that have had impacts on the urban area development. Later, more focus is placed on the concept of sport planning by discussing its definition, aims, and history in Finland. Eventually, this chapter introduces the six sport plans that have guided the production of sports services in Jyväskylä.

### 4.1 Prevalent planning theories in urban area development

After the Second World War, the development of societies was influenced by different planning trends. In the 1950s and 1960s, the *rational-comprehensive planning theory* got a foothold with an idea that the more comprehensive the analyses of the planning problem were, the better the plan would be. A typical view at that time was that through profound analyses, the long-term development of cities and towns was predictable and thus, making long-term master plans with great accuracy was possible. The focus in analyzing the planning was on quantifiable factors, such as changes in the amount of traffic on roads, population changes, or changes in infrastructure systems. The common awareness was that the planning was best left for the professionals, who were thought to know better what was best for the citizens. Thus, no room for citizens' participation was left. (Mäntysalo 2005.)

After the 1960s, the nature of the public interest, which traditionally led the urban planning, started to be criticized. Mikkola (1978) argues that the increased functionalism had led to the dissection of life, meaning that for instance work, sleep, travelling, and leisure were all separated to their own designated areas and rooms. However, the *advocacy planning theory* that was prevalent at that time suggested the richness of urban activity instead of dividing the city into separate function zones. Therefore, a city structure, where the functions were overlapping and different areas were richly connected, was a more suitable option. In Finland, the participation of citizens in the urban planning increased due the local resident associations, which advocated the interest of residents. (Mäntysalo 2005.) However, the local resident associations were not very powerful at that time, but later had impacts on the development of sport planning.

The modernization and industrialization in the mid 1970s led to a situation where there was less need for a large-scale and long-term planning. The idea behind the *incrementalist planning theory* was to concentrate only on short-term planning, rely on the existing planning policies and experiences, and to broaden the knowledge base by introducing various groups to the planning process. An ideal solution according to incrementalist planning theory would be a Pareto optimum, which aims to advantage as many as possible and cause loss to none. This type planning obviously worked better with smaller decisions. Even though incrementalism encourages bargaining and compromising between the interested parties, it still does not guarantee a fair fight between them. Eventually, this may lead to a situation where none of the partisans is completely satisfied. (Mäntysalo 2005.)

Two branches of *communicative planning theories* have been developed and the first one has its focus on *consensus seeking*. According to this theory, the conditions of planning communication can never be perfect nor reach communicative rationality. However, the content of an argument in communicative rationality matters over the formal authority or economic resources of the party who makes the argument. Mutual understanding of the participants is the aim of the legitimate planning communication, and it becomes achievable when the participants withdraw from the use of power. However, the theory of planning, as consensus seeking, does not tell how such mutual understanding can be found. The second branch of communicative planning theory, the *planning as management of conflicts*, is based on a hypothesis that different meaning systems will remain different even though mutually agreeable solutions were found. Therefore, a phrase “making sense together while living differently” is a suitable concept here. The phrase emphasizes a point that even though different parties have different interest they can work towards a shared common outcome that satisfies all as well as possible. When the use of power is withdrawn, and the power is instead used constructively, new realistic planning methods can be developed. Mutual respect towards others can help the participants to recognize the boundaries and to define what is possible and what is not. (Mäntysalo 2005.)

As mentioned in the beginning of this chapter, sport planning has developed from the general community planning. Thus, sport planning has been influenced by the different prevalent planning theories. The next subchapters introduce the concept of sport planning more in detail.

## 4.2 Definition of sport planning

Sport planning is an interdisciplinary research area, and it can be seen as a part of general community planning science. Sport planning aims to find answers to a question: how sporting activities, that comprise the whole human life, can be organized in the best possible way. As an applied branch of science, sport planning searches for new models and practices that enhance the wellbeing, health, and happiness of people. (Suomi 2012, 27.)

Sport planning is often associated with sports facility planning. However, sports facility planning is only one element of sport planning, and thus sport planning should not be based solely on facility planning. However, since the focus of this study is on the sports facilities, more focus is put on the planning of them.

Sports facility planning concerns not only the facilities themselves, but also the planning related to the circumstances of sports, outdoor and recreational planning, area and neighborhood planning, playing fields and ball courts planning, and the planning of sport institutions. Sport planning has for a long time been related specifically to facility construction, but during the 1970s it became more linked to the other societal planning. In Finland, the planning of sports facilities is being carried out on three levels: national, regional, and municipal. (Huovinen 2007, 105–106.)

National sports facility planning includes the general features of designing and financing. On the regional level, the sports facility planning deals with the position papers of individual projects and the state aid for them. Municipal sports facility planning is usually implemented within a given budget. Thus, municipal investments set some limits on which sports plans can be executed. (Huovinen 2007, 106.)

Karimäki (2001, 12) recapitulates the idea of sport planning as following: sport planning can be considered as an aspiration to find even better ways to respond to the changing needs of people who practice sports. It should be understood as a preparation process of decision-making in sports projects, and it includes all the public processes, where the information is gathered, handled, and analyzed in order to achieve a good decision also for local residents. Accordingly, sport planning is linked closely to democratic decision-making and politics.

### 4.3 Aims of sport planning

Rajaniemi (2005) writes that according to Vuolle (1981, 26), the objectives of sport planning should be based on the needs of citizens. In local sport planning, the political and sports organizations, as well as the registered and non-registered sports clubs, are the actors who set the goals. The strongest ones can obviously adduce their needs and desires better than the others can. However, Rajaniemi (2005, 34) points out that the outcome of planning should satisfy as wide population as possible, without being blatantly against the interests of any smaller group. Thus, it can be stated that the decision-making in democracy, and in sports planning, is usually based on compromises. This is also the idea behind *the communicative planning theory* (Mäntysalo 2005), which focuses on the management of conflicts.

When talking about the starting points and aims of sports planning, one essential question is often raised: Where the focus should be put on, on elite sports or on recreational sports? Rajaniemi (2005, 34) suggests that amid limited financial resources, emphasizing either one of these sides, easily leads to a conflict. In addition, since the number of sports disciplines has increased rapidly during the last decades, more actors nowadays want to benefit from public money in sports facility design and construction processes, as well as in the tightened competition of receiving public grants. Nonetheless, Rajaniemi (2005, 34) highlights that elite sports, recreational sports, or various sports disciplines do not necessarily limit each other in the decision making of sports facility construction. Thus, one objective criterion in sports planning would be that the sports facilities should be able to serve many different sports disciplines, and by this way, serve as wide user base as possible.

Sports planning should also keep abreast of the times. Rajaniemi (2005, 36) expresses that the objectives of sports planning should arise from the population's sporting habits and the future desires. Thus, the sports politics that focuses on traditional sports do not necessarily represent the needs of the population anymore. Rajaniemi (2005) agrees with Karisto (1988, 55) who noticed that drawing any interpretations based on the age of a person who uses the sports services, may not give the right results. By this, he means that the sports that elderly people practice in the future can be very different from the sports that elderly people practice nowadays. Noticing this fact is extremely important when considering and planning major sports investments, such as new facility complexes. In the case of the Hippos2020 project, the

emergence of new sports needs to be taken into consideration, since there is already evidence that new sport, such as roller derby, are interested in coming to the Hippos area if the facilities can meet the requirements and needs of the sport (Karimäki 2018).

As was introduced already by the first Sport Act (984/1979), the government concedes the grants towards those projects that provide evenhanded services for all people. Moreover, one requirement for receiving the grant was the project's applicability to the local sport plan. Therefore, the locality, which is also important in the Hippos2020 project, was a requirement already in 1979. It can be concluded that the Hippos2020 project follows the requirements of the Sport Act quite nicely since it is strongly linked to the Jyväskylä's sport plan (introduced more in detail in chapter 4.5). In addition, the Hippos2020 project aims at providing sporting services for both, sports clubs, and inhabitants who are not members of the clubs.

#### **4.4 History of sport planning in Finland**

The roots of Finnish sport planning start from a development period of modern sport movement. Suomi (1998, 11) writes that in the beginning of 20<sup>th</sup> century, sport planning in Finland consisted mainly of the technical construction of sport institutes. From the 1920s until the Second World War, the planning concerned mainly the athletics fields and other sports courts that were located in the highly populated urban areas. During the first few decades after the war, sport planning and implementation also spread to the countryside. At that time, the sports clubs built themselves the courts and fields they needed, and equipped the People's Houses, the Temperance Society Houses, and the Youth Association Houses suitable for indoor sports activities. In addition, the planning and construction of various sports institutes increased across the country. Rajaniemi (2005) agrees with Karimäki (2001, 11) that the development of community planning and welfare state has had an impact on sport planning. Also, the development of legislation had impacts on community planning and that reflected on sport planning as well.

The modern sport planning started in the 1960s (Karimäki 2001, 11). At that time, the dominant model in sport planning was the decentralization. Suomi (1998) notes that the decentralization in sport planning meant that the sports facilities and services were placed closer to people and residential areas. From the 1960s' and 1970s' decentralization, the sports

planning moved to a more government-controlled direction. In the 1980s, the central government guided and regulated the sports planning very strictly. A three-level planning- and financing system was created to monitor the roles of municipalities, provincial governments, and the state in sports planning. (Suomi 1998, 11–12.)

The community planning of sports faced strong critique in the beginning of 1980s. At that time, sport planning was guided by so-called standard planning, where the amount of sport facilities built was dependent on the amount of people living in a certain area. The actual users of sport facilities were left out from planning and decision-making. In addition, international rules of different sports affected on the planning since they precluded the use of multipurpose and changeable sports facilities. The critique led to a discussion, where the interest towards participatory planning of sport increased. The new sport planning trend was influenced for instance by Fagence's (1977) *Citizen Participation in Planning* thinking. (Suomi 1998, 12.)

Joint planning has been the main format in participatory sport planning in Finland. It aims to utilize the expertise of citizens, shop stewards, office holders, and other parties related to the planning target. Salmikangas (2004) refers to Saaristo (2000, 59) who presents that joint planning aims to achieve open expertise, which is built on trust, publicity, and communication. The challenge here is, how to involve as many various parties as possible, and at the same time, create an environment where the residents do not feel themselves powerless while office holders and decision-makers may take the lead. Salmikangas (2004) states that this entails a lot from the designer since he or she needs to be able to guide and advance the discussion so that diverse values and interests are being understood and appreciated.

Implementation of joint planning is obviously not trouble-free. Salmikangas (2004) concludes that joint planning projects in Finland have mainly consisted of minor schemes, which aim to improve, for instance, traffic arrangements and recreational areas. Most of these schemes are relatively inexpensive and concern children and youth services. More expensive and larger propositions have not been implemented mainly because of the need of big investments and cooperation between various subdivisions of municipal government. Salmikangas (2004) also

points out that according to Vuorela, Suonoja and Hirvonen (1994), these not implemented schemes would have benefitted only a small part of the municipality.

Also, the Act on the promotion of sports and physical activity (984/1979), firstly came into force in 1980, had a huge impact on sport planning. Talja (2009, 43) writes that the Sports Act changed the municipal sports service from discretionary to statutory, and defined the roles of the municipalities and sports organizations as following: the government and municipalities create the general prerequisites for sports and physical activity, whereas the sports organizations arrange the actual activities. The Sports Act's role in the development of sport planning was significant, since now the municipalities were encouraged to design more proper and long-term plans. Talja (2009) refers to Salminen (1981, 90–91) who notes that these more comprehensive plans were essential when municipalities wished to apply for state subsidies for sports facility construction. Therefore, municipalities were practically required to create sport plans already in 1979.

According to Karimäki (2001) the provincial sports plans were examples of the central government's strong guidance. He refers to Klemola (1995, 192) who writes that the provincial sports plans were accepted in every county's sports committee since 1979. The plans aimed to guide the sports facility construction in regional and local level in order to achieve the national sport political goals and objectives. However, the economic recession of the 1990s deteriorated the congruence of the provincial sports plans and thus, more self-guided local- and regional-based projects were developed (Karimäki 2001, 12).

From the beginning of the 1990s, sport planning started to utilize information technology and transversal cross-administrative cooperation across the sectors. Computers enabled faster planning by utilizing the geographical information systems. On the other hand, the tightened economic situation made it more difficult to implement broad plans that concerned entire cities. Thus, for instance in Jyväskylä a shift towards partial planning that concerned specific areas or themes was inevitable. (Suomi 1998, 13–14.) Rajaniemi (2005, 37–38) concludes that the new millennium brought some winds to sport planning. Even though the planning was still mainly region or local-specific, the portion of private sector as subscribers or financiers of different projects increased. Furthermore, Nyholm (2016, 21) assumes that also in the

future the cooperation and division of responsibilities in municipal sport planning will increase.

There has been academic opposition against private services because a number of researchers argue that the commercialization of leisure and recreation areas has caused a loss in community and citizen connectedness (e.g. Arai & Pedlar 2003; Crueton & Frisby 2011; Forde, Lee, Mills & Frisbly 2015; Reid 2009). Moreover, Tapper and Kobayashi (2017) point out the concern of the de-emphasized meaning of leisure for the community, induced by the privatization of facilities. Thus, it is highlighted that public consultation, especially in maintaining or enhancing the participatory and inclusive environment in planning facilities is needed (Fortier & Gravelle 2015; Scherer & Sam 2008; Sklar, Aurty & Anderson 2014). According to Tapper and Kobayashi (2017), public participation in facility development process can be a useful forum through which potential issues could be prospectively identified, and even resolved or alleviated. In relation to the Hippos2020 project, public sector's role in involving the third sector in the planning process can be seen as a positive way to tackle the issue of too privatized facilities, which may change the meaning of leisure for the community, and decrease the integrity of the third sector. The linkages between the prevalent urban area planning theories and sport planning are summarized in Table 3.

Table 3. The impacts of urban planning theories on sport planning in Finland

| Prevalent planning theory                       | Time        | Impact on sport planning  |
|---|-------------|---|
| Rational-comprehensive planning                 | 1950 - 1960 | Planning led by the experts. Opinions of sports clubs and regular sports hobbyists not considered.  |
| Incrementalist planning                         | 1975 - 1980 | So-called population norms standardized the planning. Focus was more on short-term planning, and multipurpose sports facility projects were unusual.  |
| Communicative planning: consensus seeking       | 1990s       | More focus was on local-based projects. Content of an argument was more important than the formal authority behind it. Local residents were involved, for instance, in neighborhood sports facility planning. |
| Communicative planning: management of conflicts | 2000s       | Various parties work towards a common goal that satisfies them all as well as possible. The Hippos2020 project is a good example of that type of planning.  |

#### **4.5 Sport planning in Jyväskylä**

Despite the fact that Jyväskylä was a quite small countryside city during the 1920s and 1930s, it has still been involved in sports activities and management quite early. The city has an image of sport nowadays, but the development of sports activities has occurred much before people started to use the term sports city. Jyväskylä was one of the first big cities that started systematic sports planning in the early 1970s. The main reasons for that were the establishment of the Faculty of Sport Sciences, and the planning and construction of the new physical conditions for that operation. (Huovinen 2007, 16, 103–105.)

The City of Jyväskylä composed its first sport plan in 1975. The plan originated from the initiative made by the Research Centre for Physical Activity and Health (LIKES in Finnish). The implementation of that plan has had significant meaning in the current municipal sports services. The plan for instance created a base for the system of the neighborhood sport parks that exist nowadays. (Kärkkäinen 2010, 29.) The first plan was supposed to cover the years 1975–1985, but in the beginning of the 1980s, it was considered as outdated so a new plan was composed for the years 1983–1988. The plan aimed at securing equal opportunities to take parts in physical activity for all residents regardless the place of residence, health, wealth, social status or any similar matter. Moreover, some specific sub targets for sports facility construction were made as well as the importance of the sport plan as a part of the urban planning in Jyväskylä was emphasized. (Nyholm 2016, 32–33.)

The third sport plan of the City of Jyväskylä was made for the years 1987–2000. The main objectives of this exceptional long-term plan were the improvement of the city's sports services in general, and the adding of the guided sports activities. The 1980s' economic boom reflects from this plan since the overall attitude of the plan was very positive and optimistic. However, it is essential to notice that during this plan, Finland dived into the difficult recession of the early 1990s, and after that, when the new boom came, the level of municipal sports services was no longer restored. (Nyholm 2016, 33.)

The fourth sport plan was made for the years 2001–2010. The plan included four major themes, which aimed at promoting Jyväskylä as an international center of physical activity and health, utilizing the wellbeing technology in the development of sports culture, doubling

the allowances for sports clubs, and the development of the nexus of pedestrian sidewalks and cycle ways. The Hippos sports center was brought up since the city aimed at promoting its applicability as a center of international sporting knowledge. (Nyholm 2016, 33–34.)

For the 2010s, the City of Jyväskylä did not have an own independent sport plan but it complied with the regional sport plan made for the area. The plan involved Hankasalmi, Jyväskylä, Laukaa, Muurame, Petäjävesi, Toivakka, and Uurainen. The plan aimed at clarifying the division of work between the municipalities and improving the cooperation between them. Central themes were the roles of sport and physical activity in the community structure, sustainable development in sports, special groups, and the responsibility of organizing sports activities. (Huovinen & Karimäki 2010.)

The preparation of the newest (sixth) sport plan of Jyväskylä started already in 2015. The plan comprises the years 2017–2021, and is formed so that it aims to introduce for the reader the guidelines and mission statements that lead the production of sports services in Jyväskylä. The plan also introduces the central development and change needs of the sports services for the years 2017–2022. These services include various aspects, such as the Harju stadium, neighborhood sports facilities, recreational paths, and organized group activities. One big entity is, however, the Hippos area development, which is closely linked to the Hippos2020 project. Thus, the sport plan itself does not consider the Hippos2020 project in detail but acknowledges its significance for Jyväskylä's Sports Services. (Jyväskylän kaupunki 2017c.)

## **5 PUBLIC SECTOR AS A MAIN CONSTRUCTOR OF SPORTS FACILITIES**

Public sector has traditionally been in charge of the planning and construction of sports facilities since the responsibilities of the state and the municipalities are defined in the Sports Act (390/2015). This chapter first describes the role of the government in the sports facility planning and construction. Afterwards, the multidimensional ways of promoting sports and physical activity in a municipal level are discussed. A specific focus is placed on zoning, traffic planning, and sports services.

### **5.1. Role of government**

#### **5.1.1 Sports politics**

Government's role as an actor in sport politics became active especially during the 1960s and 1970s. At that time, physical activity and sports were considered more separated than before, and were also seen as fitness training. The crucial point in the social awareness and development of sports was the preparation process of the Act on the promotion of sports and physical activity in late 1970s. Through the committee and parliamentary level processing, the social and political significance of sport became widely accepted. (Paavola 2004, 85.)

Government's sports politics has traditionally been emphasized through sports and physical activity budget politics and granting money for various purposes of sport. The government has assisted the activities of sports associations, sports facility construction, municipalities' sports services, sports education and research, and other project-oriented activities. The fairness of decision-making has been evaluated mainly based on the grounds of the Act on the promotion of sports and physical activity and the equity among the applicants. (Paavola 2004, 85.)

One example of the significant role of the government in sports facility construction is the guidance and control system run by the Ministry of Education and Culture. Kokkonen (2010, 14) questions what makes sports facility construction so abnormal from other construction so that kind of system has been created. He points out a question whether the state control is needed anymore or could the municipalities and other local actors build their sports facilities

on their own. When talking about the Hippos2020 project, it seems that the governmental guidance and control is not involved anymore, at least not very heavily.

The government has also controlled the granting and construction of sports facilities by aligning that if there are pending major projects that serve the same sport disciplines, only one can have the so-called nationwide status and thus, receive a bigger discretionary state subsidy than normal. The other projects that serve the same sports are considered as regional and they are potentially contributed according to the general grant principles. During the years 2010–2013, the following projects have been considered as nationally significant and they have received more state subsidies than normal projects: renovation of the Olympic Stadium in Helsinki, development of the biathlon center in Kontiolahti, and the modification of the ski jumping hill in Lahti. (Liikuntapaikkarakentamisen suunta-asiakirja 2014, 55–56.) These sports facilities have the conditions for hosting international competitions, and all the operations are wanted to centralize in these places. This means that if, for instance, some other municipality than Kontiolahti wants to organize international competitions in biathlon, the government would probably not grant the construction of that event venue, since there already exists one venue in Kontiolahti. In other words, nationally significant facilities and venues suitable for international competitions are wanted to centralize and they usually receive more public grants.

### **5.1.2 Act on the promotion of sports and physical activity (390/2015)**

In Finland, the Act on promotion of sports and physical activity functions as a basis for any sport political decision. The Act aims to promote the opportunities of various demographic groups to engage in physical activity, the wellbeing and health of the population, and the growth and development of children and young people. The Act also promotes the civic action in the field of physical activity including club activities, as well as the top-level sports and greater equality in sports and physical activity. The responsibilities of the state, the local government, and the national and regional sports councils are determined by the Act. From the point of view of this study, it is essential to introduce the responsibility of the local government, since it acts as a basis for municipal sports related decision-making. The Act defines that the municipality shall provide opportunities and facilities for physical activity by:

- 1) Providing sports services and organizing physical activities that promote general health and wellbeing and take into account various demographical groups;
- 2) Supporting civic action, including club activities; and
- 3) Constructing and maintaining facilities for sports and physical activity.

(Act on the promotion of sports and physical activity 390/2015.)

### **5.1.3 Funding**

The roots of Finnish sport politics and planning extends to the 1920s when the government started to support the activities of sport organizations by granting money for sports and physical activity facility construction. The sizes of grants affected significantly on sport planning. The situation changed during the 1940s, when the national lottery company Veikkaus Oy was established. The earnings gained through betting were distributed to sports and physical education work. This money from the gaming company has had a remarkable meaning on the development of sport and physical activity in Finland. However, afterwards the overall number of receivers of Veikkaus grants has increased and thus, the percentage that sport receives has decreased. (Huovinen 2007, 100.)

Rajaniemi (2005, 37) states that in the beginning of 21st century, sport planning in Finland is in a phase, where the government still has a clear role in financing the projects. In the 2010s, the government has supported the sports facility construction annually with 25 million euros (Liikuntapaikkarakentamisen suunta-asiakirja 2014, 2). However, since the government has limited financial resources for sports facility construction, more private-oriented projects that are not dependent on the public funding have started to appear. Also, the third sector has started to increase its involvement in sports facility construction by providing voluntary-based workforce to help the building of, for example, indoor ice rinks in small towns. (Rajaniemi 2005, 38.) In Jyväskylä, one example of the cooperation between a sports club and private company in facility construction is the Janus Tennis Center. The center is constructed with the help of the local tennis club, but a separate limited company operates the business. However, the local tennis club is one of the major owners of that limited company (Kiinteistö Oy Killerin Tenniskeskus) and thus, can influence quite much on the business operations. The Janus Tennis Center is not only a facility for the local sports club, but also a commercial business for its investors.

Government's grant policy emphasizes the sports projects, which serve the needs of large user groups. Practically, this means the sports facilities that have numerically lots of users or visits. In addition, the facilities' sporting services should be versatile and suitable for many forms of exercising. According to the definition of public administration, the municipality is the primary recipient of the grant. However, the grants may also be distributed to other communities. In this case, the active participation of the municipality in the project is taken into account. The government prefers to fund the projects that meet the sporting needs of population as well as the elite sports. In addition, the projects should create sporting conditions for new sports and for the self-sufficient and versatile physical activities of different age groups. More importantly, the government requires an analysis of the impacts of the facility project on the local population. Thus, this obliges the consultation and hearing of the residents. The granting policy for sports facility construction encourages different actors, such as various administrations, organizations, private sector, and other communities, to cooperate. (Liikuntapaikkarakentamisen suunta-asiakirja 2014, 2.)

## **5.2 Role of municipality**

Living habitats, and hence the opportunities for volunteer physical activity are mainly shaped by the influences of municipal decision-making. According to the Local Government Welfare Policy Program, municipalities create the conditions for residents' own well-being and health promotion (Kuntaliitto 2015). Community planning, which is handled in the municipality level, plays a key role in the development and maintenance of volunteer everyday life recreational activities. In addition, it unites the community structure and helps in the construction of attractive sporting environments. The community planning is guided by the Land Use and Building Act (132/1999), which secures the influencing opportunities of inhabitants to participate in the planning of habitats. In addition, the Act creates a framework for the interaction between the municipality and the various authorities, and on the internal cooperation of the municipality. Thus, the promotion of sports and physical activity is part of the work of all branches of the municipality. (Soudunsaari & Hentilä 2018, 3.) The multidimensionality of promoting sports in the municipality is described in Figure 2.



Figure 2. Promotion of sports and physical activity in municipal level (modified from Soudunsaari & Hentilä 2018, 3).

The next subchapters discuss the promotion of sports and physical activity as a cross-administrative cooperation in the context of community planning, with a specific focus on Zoning, Traffic Planning, and Sports Services. Eventually, few challenges that municipalities are facing in the future are discussed in the last subchapter.

### 5.2.1 Zoning

Community planning and zoning ensure the realization of the general benefits of sporting conditions. In addition to zoning, the promotion of sports is also considered as part of the development of municipality. The sporting conditions can, for instance, be highlighted in the municipal strategy. Furthermore, a specific development program or a sport plan can be created to support the development prospects of zoning. Correspondingly, zoning should support the objectives presented in the sport plan. Thus, the continuous interaction between local authorities and the transfer of current projects and development prospects are the cornerstones of cross-administrative cooperation. It is also important to consider the national programs and recommendations for promoting physical activity, and to decide on the operations for the whole municipality as well as for different sectors. Cross-administrative

cooperation helps to identify challenges related to the implementation of sporting conditions and to develop solutions to overcome them. (Soudunsaari & Hentilä 2018, 6.)

The procedure of drawing up a master plan or a detailed plan always starts with the zoning decision made by the city council. The municipal board is responsible for all the preparations of the municipal land use plans. Under their authority, other municipal planning authorities, such as a zoning board, take care of the preparation process. As a result of the preparation process, a draft plan is created and a hearing procedure based on the building legislation is organized. This means that, for example, landowners, residents, and employees of that area must be given an opportunity to comment on the draft. The hearing procedure should be organized early enough so that it would be possible to investigate the alternative options that have come up. After the hearing procedure, the handling of the draft continues with the discussions of authorities and with the aggregation of statements that eventually leads to a proposition of the final plan. (Ratinen & Anttila 1998, 28–29.)

The proposition of the final plan needs to be displayed for public inspection. The second hearing procedure must be organized in order to give an opportunity for the municipal citizens to propose notes related to the plan. The time of the display for public inspection is 21 days for detailed plans and 30 days for general plans. If the proposed plan is determined to change essentially, it has to be displayed again. After the display, the municipal council will approve the plan. In addition, the detailed plans need to be approved by the regional office of the Finnish Ministry of Environment before the final plan comes into force. (Ratinen & Anttila 1998, 29–30.)

During the preparatory phase of the zoning process, a cross-administrative feedback on the realization of sporting conditions can be collected, and different solutions can be evaluated from the point of view of promoting sports and physical activity. Also the impact assessments concerning the sporting conditions should be widely communicated, and statements on the proposed draft could be asked, especially from the sports services. The sports and physical activity aspect should also be raised in the plan description. In addition, the monitoring of the implementation of the plan should be arranged from the point of view of sporting conditions in cooperation with sports services, traffic planning, and zoning. (Soudunsaari & Hentilä 2018, 6–7.)

### **5.2.2 Traffic Planning**

Traffic planning is an integral part of the zoning and the planning of land use. Thus, it constitutes an important basis for the realization of the conditions of physical activity and the formation of an integrated community structure. The general objectives of the planning include the creation of smooth, safe and accessible transport networks and the coordination of different modes of transport so that they serve the various activities of the community. From the point of view of sporting conditions, the national strategies for increasing walking and cycling should be taken into account in the traffic planning of the municipality. Main walking and cycling paths should be smooth from residential areas to schools, workplaces, services, and recreational areas. In addition, the planning should take into account the smooth connection of walking and cycling paths to public transport stops, as well as the parking and storage of bicycles at these stops. As the city center area with its services is part of the everyday environment for people, it should be easily accessible from the point of view of the sporting conditions. (Soudunsaari & Hentilä 2018, 8.) The last point is especially relevant in the case of the Hippos2020 project since the cycling paths in the area are extremely busy, with more than 1000 cyclists everyday (Huovinen 2007, 191).

The traffic planning in the Hippos area is very important in the future, since the area has limited availability of parking spots. As Bale (1993, 108–112) indicated, the distance of spectator's location of residence from the event place has a straight link to the use of own car when arriving to a sport event. Since the majority of the Hippos sports events spectators come from the other residential areas, they may prefer using their own car instead of, for instance, walking or cycling. Thus, it is crucial to plan the traffic so that it remains safe for all types of transportation modes.

### **5.2.3 Sports Services**

The promotion of sports and physical activity of the local residents is seen especially as a task of sports services. Sports officials are in close contact with sports clubs and associations, as well as municipal residents. In addition to the built-in sports facilities and spaces, the promotion of physical activity is also supported by the opportunities offered by the living environment and nature. It is suggested that sporting-related issues are assembled, for example, in a sport plan or a development program that is related to the general strategic

development of the municipality. (Soudunsaari & Hentilä 2018, 9.) In the case of the City of Jyväskylä, the current sport plan for the years 2017–2021 supports the city’s four strategic spearheads, which are for the years 2017–2021, (1) happy, healthy and participatory citizens, (2) wise use of resources, (3) fresh, growth-oriented business policy, and (4) the capital of sport and physical activity in Finland (Jyväskylän kaupunki 2017d).

The implementation of sporting conditions is ensured especially in the planning of residential areas. Residential neighbourhoods should have a good access to walking and biking paths, a nearby park, and various sports facilities and services. When designing schools and implementing the sports facilities related to them, adequate space for indoor and outdoor facilities need to be taken into account. As part of the planning of the use of these areas, it is good to take into consideration the various types of outdoor activities, such as skating and swimming, and routes (e.g. skiing, kayaking, hiking), as well as the use of these facilities and spaces during all seasons. The planning should also include the maintenance and storage facilities as well as parking areas. When considering the location of new facilities, the distance between them and the residential areas cannot be too long. In general, the central sports facilities should be located close to the other services. In addition, swimming hall, indoor ice rink, and big ball halls would be good to be placed centrally close to each other. (Soudunsaari & Hentilä 2018, 9.)

According to the guidelines introduced by Soudunsaari and Hentilä (2018), the Hippos area facilities meet the general instructions very well. Since the area is located right next to the city centre, the city’s other services are easy to access from Hippos. Moreover, the centralization of the most crucial sports facilities, such as the swimming hall, indoor ice rink, and indoor ball courts supports the vision of well-produced and placed sports services. In the planning of the Hippos2020 project, these same aspects were considered as important (Jyväskylän kaupunki 2018).

### **5.3 Challenges in the public sector**

It is broadly recognized that local governments and municipalities are more and more pressured to offer services, which reflect value for the taxpayers’ money. Also, it is known that by participating in sports and physical activities, individuals can contribute the quality of

their life. Goslin, Sere and Kluka (2015) discuss that sport and recreation facilities can play a major role in enabling an access and opportunity to sports participation. However, they notify that the existence of sport and recreation facilities does not merely facilitate the desired health benefits of neither the residents nor the entire community. It was found that a multi-dimensional management capacity of sport and recreation facility managers played a key role in an effective delivery of public services, such as sport and recreation (Goslin et al. 2015). Thus, in order to meet the high expectations of taxpayers, the facility managers should carefully focus on management practices so that high-quality services can be provided also in the future.

In Finland, the total number of sports facilities has increased relatively slowly since the beginning of the 1990s. However, indoor ice rinks are constructed abundantly, and the number of neighborhood sports sites has increased in the 2000s as a result of conscious policy. The amount of indoor sports facilities has risen, but the amount of outdoor courts has turned to a slight decline. The exercising of sports has moved more and more to built-in indoors. It seems that especially youth's sports in the urban environment resettles from outdoors to indoors. In addition, the expansion and differentiation of sports culture have narrowed down the opportunities to support from public funds all kinds of sport disciplines' construction hopes. The rapid growth of the popularity of a particular sport may put the decision-makers of municipalities and the government into a surprising situation, as was the case with floor ball. For example in Tampere, the number of players exploded, and the city could not follow that rapid growth. Thus, the floor ball clubs have had to find other solutions for solving the facility problem. An example of that were the playing areas inside the old renovated buildings, such as factory and warehouse buildings. (Kokkonen 2010, 292–294.)

To conclude the public sector's role in sport planning and facility construction, more focus is needed to place on the cross-administrational cooperation so that the promotion of sports and physical activity can be implemented as well as possible. The residents need to be taken into consideration during the planning process so that the municipality can maintain residents' volition to promote own physical activity, health, and wellbeing. It does not make any sense to construct new sporting facilities and spaces if the residents are not interested in using of them. New ways of involving the various parties in the planning of sports need to be developed.

## **6 PRIVATE SECTOR'S INVOLVEMENT IN SPORTS FACILITY PROJECTS**

For a long time, there was a little space for private sector businesses to produce services as sport facility constructors in Finland. The increased standard of living since 1980s has improved the opportunities of private businesses to get involved into sports facility construction. At the same time, the nature of aid politics had been reconsidered, since now also the major projects, carried out by the private sector, wanted to receive financial support from the government. Tightened competition between public and private sector, together with the professionalization of elite sports, has put pressure on the sports facility planning and construction. At the same time, the ownership of the sports facilities has changed significantly. Thus, the government has had an opportunity to lead the construction by steering the aid towards the types of sports facilities that it considered as important. (Kokkonen 2010, 13–14.)

### **6.1 Need of private involvement**

Funding of sport facilities, whether speaking of public, private, not-for-profit organizations, or professional franchises, has noticed to be a major global financial challenge. Sawyer (2006) refers to Crompton (2004, 41) who presents that there has been a notable shift in the responsibility for funding public and private facilities in a long run. According to him, the public-private contribution percentage (%) of financing the facilities has changed from the gestation era (1961–1969) of 88–12 to the future partnership era (2004–2015) of 33–67. In addition, Solomon (2004) points out that in the future, the construction of sports facilities will require significantly more private funding, and thus, some facilities might be even 100 percent privately funded.

Miller (1997) notes that as a consequence of the decline in public funding and the debatable economic effects of public subsidies, many stakeholders nowadays prefer investments from private sector. These investments can constitute of a variety of forms or amounts of contribution. The private sector's ways to invest in sport facility financing are for example:

- Donation of cash
- Naming rights

- Food and beverage-serving rights
- Premium restaurant rights
- Sponsorship packages
- Luxury boxes
- Parking fees
- Advertising rights
- Vendor or contractor equity

(Howard & Compton 2004; Regan 1997; Sawyer 2005; Sawyer, Hypes & Hypes 2004).

In Jyväskylä and in the Hippos area, the name of the indoor ice rink has changed few times during its history. When first established in 1982, it was named as Jyväskylä indoor ice rink (Jyväskylän jäähalli). In 2008, the local ice hockey team JYP and the local energy company Jyväskylän Energia signed a five-year cooperation agreement, which included the naming rights for the indoor ice rink. The indoor ice rink was named as Synergy Arena (Synergia-areena) in the same year (Liiga 2008). Later in 2017, the name changed again when ice hockey team JYP and the local insurance and investing company LähiTapiola Keski-Suomi signed a new contract for the following three years. The indoor ice rink was named this time as LähiTapiola Arena (Jypliiga 2017). Even though the naming right deals in Finland do not reach the same monetary value than in the North America, they are still significant sources of private financing.

Sports facilities naming rights represent a special form of sponsorship and they are one of the fastest growing and most valuable forms of sponsorships (Chen & Zhang 2011). Clark, Cornwell and Pruitt (2002) note that the naming rights often become the source of an additional financial support needed for the construction or renovation of sports facilities. Moreover, DeSchrive and Jensen (2003) state that naming rights has become commonplace in modern times because of the growth in revenue they generate. Naming rights have traditionally been popular in the United States, but also in Europe some high value deals have been made, especially in case of football stadiums. Crompton and Howard (2003) argue that the use of a facility to gain exposure and to increase sales is the most important motive for companies to involve themselves into naming right deals. Naming rights, as well as other types of sponsorships, can also provide the following benefits for businesses: image

enhancement, awareness, positioning the brand, part of an integrated marketing communications, and direct on-site sales (Clark et al. 2002).

At the municipal level, private companies benefit from the sponsorships because of few reasons. DeSchraver and Jensen (2003) write that local people may react more positively to the company if it plays a key role in providing a state-of-the-art facility for the region, for retaining the local team or for bringing a new team to town, or even simply by having their name associated with the city's favorite team. Sponsoring a sports facility is not, however, riskless. Crompton (2014) states that there are two sources of potential negative image transfer for sports properties: operational and reputational. The first one refers to a situation, where the naming rights deals were terminated because of sponsors' financial troubles. The second one refers to the association with a negative image or incidents that may take place at the sports facility. The reputational risk is especially serious when the sponsor represents for instance tobacco, alcohol, gambling or fast food industry, because of the increased public sensitivity towards their negative health impacts (Anestos, Gargalianos & Thamnopoulos 2016).

It is internationally recognized that there is a need for seeking additional or new sources of funding for sports facilities (Anestos et al. 2016). This is also the case in the Hippos2020 project where the financing comes mainly from private sources. Currently, for instance the indoor ice rink in Hippos has a naming right deal with LähiTapiola who provides insurance and investment services. It is interesting to see how the naming of the new facilities will occur in the future. Luckily, as Anestos et al. (2016) found out, sports facility's need for funding influenced positively on local residents' perceptions, because it provided them a rationale for being supportive toward a potential naming rights agreement. Thus, it can be supposed that the new Hippos facilities and their sponsorship deals will be mainly accepted positively.

## **6.2 Private projects as fund receivers**

The grant principles of sports facility construction in Finland were examined very carefully during the years 1999–2000, when a football stadium project in Helsinki was ongoing. The project combined public and private financing in a new way, as the constructor was a private company, owned by a businessman Harry Harkimo. After the project was completed, the

stadium was transferred to the company owned by the City of Helsinki. However, the decision of the state aid for that project was a very complicated process. The State's Sports Council, for example, was afraid that the grant would go to support the business activities. Eventually, the football stadium project received 2.9M€ grant from the government and was completed in 2000. A fast-paced project, however, it did not succeed in all aspects. Since the stadium was constructed in a narrow space and is located close to the buildings of residence, no concerts can be organized. Also, the roof of grandstands does not protect the spectators enough from the rain, and the main stand shades the court so that the natural grass did not succeed and had to be replaced by a turf. (Kokkonen 2010, 276–280.)

In Finland, the government has funded over 5700 sports facility projects during the years 1980–2017. In over 80 percent of these projects, the grant receiver has been the municipality. The percentage of private projects as grant receivers has been less than 20 percent during those years. The funding has also changed so that still in the 1980s, the government granted loans for the facility projects, but in the 2000s and 2010s, no loans were granted anymore. At the same time, however, the annual overall amount of grants has increased from approximately 6 million euros in the 1980s to approximately 25 million euros in the 2010s. In the 2010s, the municipalities were still the main receivers of the grants (85%) and other projects received the rest 15 percent. (Ministry of Education and Culture 2018.)

The data provided by the Ministry of Education and Culture does not specify whether the grant receivers of the other projects were private companies, sports clubs or someone else. In addition, it is important to mention here that even though the municipalities are the main receivers of the grants, those projects can still be operated together with other actors. The municipality has been the grant receiver in these cases and thus, it can be concluded that the municipalities have a big role in sports facility projects. However, these statistics may distort the real influence of the private sector in sports facility projects because they do not tell whether the private companies have been involved in the projects or not.

### **6.3 Change in the ownership of sports facilities**

As mentioned earlier, the improved living standards in the 1980s increased the demand of privately financed sports facilities. Households' consumption expenditures multiplied

compared to the previous decades and people had, in general, more money to spend also in sports. Especially the popularity of gym training, downhill skiing, horse riding, squash, and tennis, increased a lot. Even though some sports facility projects became more privately financed, the municipalities were still involved by guaranteeing the loans taken by the private people. The amount of sports facilities grew by nearly a third in the 1980s. At the same time, the ownership of the facilities changed significantly. In 1980, the public sector owned 95 percent of all sports facilities. By the end of that decade, the public sector held no more than 75 percent share of the sports facilities. Some sports facility types, such as golf courts, ski resorts, gyms, squash and tennis halls, were mostly privately owned. In order to execute large sports facility projects, also some municipalities established limited companies, which were aiming to operate as independent actors based on their own revenue. (Kokkonen 2010, 179–180.)

In relation to public accessibility, it has been argued that privately driven businesses focus mostly on the demands of the middle and upper classes in order to maximize the revenue at the expense of affordable facilities and services for the lower class (e.g. Thibault, Kikulis & Frisby 2004; Cureton & Frisby 2011). In contrast to that negative critique, however, Coalter (1998; 2000) explains that the private businesses have a role in contributing a wider range of facilities and hence, provide more opportunities through which to participate actively in sports and enhance the social citizenship.

Those people, who reacts critically to profit-making sports services, thinks that the private services increase the inequality among the citizens. Although in Finland the facilities are basically open for everyone, only those solvent customers, who are named as “sports upper class”, are able to use the private facilities. For a long time, the majority of municipal sports facilities and their services were the ones that the free market was unable to produce. Thus, in the public and private sectors’ division of work, the municipalities have had to organize the most unusual and the most expensive services, such as ski jumping hills and rowing stadiums, as well as the most common and the cheapest services, such as ski and jogging tracks. (Kokkonen 2010, 233–234.)

#### **6.4 Issues in publically funded private projects**

In Finland, sports politically the biggest problem in the indoor ice rink projects has been the definition of grants principles. The main question has been whether to roof the grandstands or not. Government's Sports Council stated in 1980 that grandstands did not belong to the acceptable start-up costs for sports facilities. In other words, the government did not want to fund grandstand areas. In the indoor ice rink projects, however, the grandstands affected significantly on the size of the hall and the overall costs. The principles of grants were for a long time quite unclear, but were, fortunately, clarified in the beginning of 2000s. The new definition stated that the overall costs of the project consist of the costs of actual sports facility construction or renovation, the equipment of the area, and other necessary spaces. The grandstand, or a part of it, can be included in the overall costs if the grandstand is related to the functional entity of the facility. However, the grant cannot be awarded for constructing restaurants or other spaces and equipment, such as luxury boxes, that are being sold as a part of the projects' self-financing. This limitation was necessary especially in the ice hockey and some football stadium projects. (Kokkonen 2010, 215, 298.)

Excluding the luxury boxes and restaurants from the grants did not completely solve the question of supporting the business activities. A sports facility, funded by the betting money and public taxation, becomes a profit-seeking tool when the broadcasting rights of a sports event are sold for a pay channel. Kokkonen (2010) notes that we can now ask if this is in line with the spirit of the aid policy. In the pay-tv era, a part of the spectators are not able to follow the activities that are enabled by public grants. In other words, the public funding does not secure the public usage or the free spectator watching of sports competitions. (Kokkonen 2010, 298.)

To conclude this chapter, it is widely recognized that sports facility projects need more and more private funding. The private sector has become increasingly involved in the funding and construction of sports facilities and thus, the ownership of the facilities have changed both in Finland and worldwide. Even though private companies execute more facility projects nowadays, the state aids for these projects have not increased significantly in Finland. The majority of the aids are still distributed to municipalities. The reason behind that may be the aid policy, which limits the opportunities to support commercial aspects of sport facilities.

Thus, big arena or stadium projects are not considered as basic public sports services because they are designed so that they serve the needs of commercialized sports teams.

## **7 TOWARDS THE COOPERATION BETWEEN PUBLIC AND PRIVATE SECTOR**

Despite the history of public sector's dominance in facility construction, there is an increasing consciousness that the golden age of public funding for massive sport stadium construction projects is gradually ending (Seifried & Clopton 2013; Tutka & Seifried 2015). Foster, Soebbing and Seifried (2015) indicate that municipalities do not shoulder the entire load of construction project anymore, especially not in terms of financing. A new approach called Public-Private Partnerships (PPPs) is becoming a more common way to deal with sports facility projects. This chapter introduces how the change in the public management has affected on the sports service production, and how the private sector has become involved in publically driven sports facility construction projects.

### **7.1 Change in the public management**

In the late 1980s, Finland started to shift to the third wave of public management change. At that time, municipalities' connection to both regional and local actors became diversified and they gained new dimensions. The state's role as a director of municipalities diminished, and self-development, networking, marked baseness, and internationalization as new factors were emphasized. Municipalities were no longer just local community managers but their actions focused more on utilizing the community's potential for development and strengthening of voluntarism. (Anttiroiko & Jokela 2002.)

The public sector was criticized already in the 1970s because of its ineffectiveness, expensiveness, bureaucracy, and monopolistic way of acting (Valkama, Siitonen & Martikainen 2002). In the 1980s, municipalities still produced a majority of their services themselves (Niskakangas, Pönkä, Hakulinen & Pönkä 2011, 9), because the state regulated, in some places very precisely, the organization of the internal production of municipalities' through state subsidies (Valkama et al. 2002). However, the state-based institutional welfare model started to crumble since the late 1980s. This led to changes by which the division of decision-making and responsibility were distributed from the central government to lower levels. Tammi (2006, 47) notes that this change has led to a decline in the state's financial contribution, and to a relative increase in service operating income of municipalities.

The pace of change in public management in the 1990s was accelerated by an idea that individuals and private sector could better take care of those services and operations that tended to be produced by public sector. Moreover, it was thought that the services should be financed, produced and led based on the will of the citizens, therefore, leave them on the market to decide. However, production did not need to be organized so that the same organization would produce the entire service or good. In fact, separate units that best suits in terms of quality and economic efficiency, would be a better solution for production. (Haveri 2000, 31–33.) Niemivuo and Keravuo (2003, 386) conclude that the reform in public management increased the municipalities' responsibility in producing and organizing services and thus, more freedom was left for the municipalities to decide how they wanted to organize their management and services.

## **7.2 Towards the New Public Management and New Public Governance**

The New Public Management (NPM) ideology emphasizes the point that the decision-making power would be transferred from elected officials to public servants, and that the role of the city board and city council in strategic decision-making would strengthen (Haveri & Anttiroiko 2009). Accordingly, a municipal resident was now considered more as consumer who makes consumption choices (Hakari 2013). NPM affected on the modes of producing services and thus, introduced new models, such as subscriber-producer model, purely market-based services, contract management model, outsourcing of services, and purchasing of service policies (Forma, Niemelä & Saarinen 2008, 10). In order to achieve the objectives mentioned above, Möttönen (2009, 60) notes that NPM has introduced new ways of leading, organizing and guiding operations from the business world perspective. NPM reform has provided a certain common value base for Western countries and hence, the decentralization, the strengthening of self-government, and the improvement of productivity have been widely implemented in Western countries. However, despite of these implementations, the responsibility of the funding and the quality of services has remained legally in the public sector. (Lähdesmäki 2011, 76–78.)

One of the most essential concepts that are linked to NPM is the efficiency thinking. The central objective was to improve the economic efficiency of municipalities, meaning the productiveness. Anttiroiko (2010, 11) comments that the changes towards more efficient

productiveness has affected on municipal service production, which has gradually led to the experimentation and adoption of new management, governance, and service production concepts. However, Sotarauta (2009) emphasizes that competitiveness and innovation must not be actual purposes, but their objective is to promote the quality of life and wellbeing of residents.

Alongside with the New Public Management, new and partly critical reforming directions have emerged since the late 1990s. The new directions have emphasized networks, the reform of political governance, or structural issues. The NPM focused on the municipal organization and the improvement of the efficiency of municipal management. This was now supplemented by the so-called New Public Governance (NPG), which highlighted the communal nature of the municipality and the importance of partnerships. What was essential in the partnerships was that, for example, procurement was carried out by a long-term agreement, which aimed to achieve the best possible overall result. (Haveri & Anttiroiko 2009.)

Anttiroiko (2010, 61) believes that the change in municipalities' management will still continue, and one possible scenario is a shift towards "sustainable participation" (see Figure 3). In the 2000s, dominant themes in reforming the public sector have been the increased utilization of the use of private-based ways of acting, and the utilization of competition. The actual privatization has remained small, but there have occurred other ways of reforming. Anttiroiko (2010, 45) agrees with Kuopila (2007, 5) who thinks that in the future, a shift towards outsourced services, and especially towards privately produced services, will continue. Moreover, the procurement and competitive tendering will be increased in municipal activities (Kuopila 2007, 5).

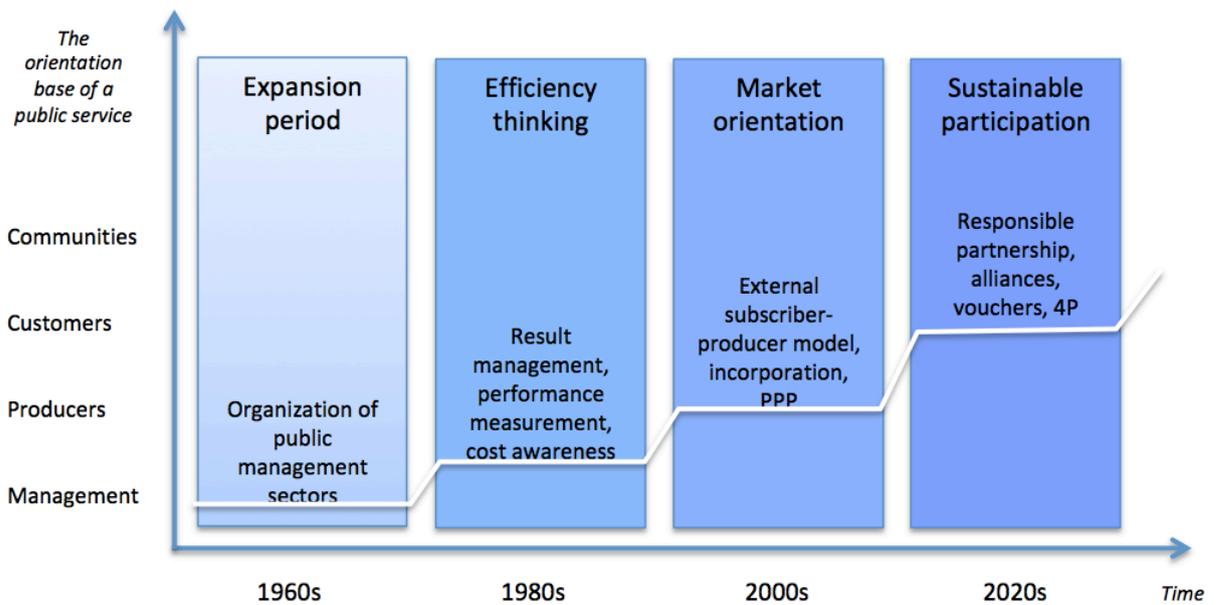


Figure 3. The development scenario of organizing municipal services (modified from Anttiroiko 2010, 61).

#### *NPM and NPG in sports*

The influences of NPM have emerged in the sports services for instance as an increased service production by the private sector, and as some measurement tools that the government and municipalities have started to use in order to base their arguments in the sports clubs grant politics. Rodriguez Bolivar, Lopez Hernandez and Rodriquez (2010) introduced the so-called BSC (Balanced Scorecard) that have been used in Spanish municipalities to manage and lead the sports services. However, the usage of these measurement tools may be challenging, since they do not necessarily measure the quality of services or they are not yet sufficiently developed for their intended use. Kannus (2016, 11) writes that as the difficulties of public finances have continued for quite a long time, and on the other hand, the population in Finland is aging, sports services should be able to produce more in the future, but with current resources. Thus, the operations should be improved or the other sectors need to carry out more responsibility of organizing the services.

Suomi et al. (2012, 19) note that in sports services, it has been started to discuss about the collaborative sports policy and joint planning where the users of the sports facilities are involved in the planning process. In addition, Lovio and Kivisaari (2010, 7) mention that the

development of services should lead to more significant leaps and bounds than the usual streamlining or upgrading, and that the directions of reform are no longer pursued solely by the New Public Governance or the reduction of public services, but on a positive basis: well organized public services are important in social development. Furthermore, Laakso (2017) refers to Lovio and Kivisaari (2010) who wrote that the change in the thinking of service production is reflected, for instance, by the introduction of innovation concepts and innovation leadership in the development public management and services.

### **7.3 Public-Private Partnerships (PPPs)**

When talking about the market conditions, a term called outsourcing is very often used. According to Anttiroiko (2010, 50) the term outsourcing is used to describe all the other service production ways than the municipality's own service production. However, it is a very broad concept, which consists of many different ways of actions. Anttiroiko and Jokela (2002) introduce the Public-Private Partnership (PPP) as one model for managing the partnerships of outsourcing.

According to van den Hurk and Verhoest (2016), a PPP is a certain approach in constructing and maintaining an infrastructure where the private sector finances a project and carries a large amount of risk. The main reason for a PPP is that the private sector often has better track record of managing projects with its own money. In addition, Grimsey and Lewis (2004) state that the private companies are encouraged to take part of public projects by providing an opportunity to recoup their investments. Joaquin and Greitens (2012) define that PPPs contain of sunken investments with long-term timeframes, and they require new management abilities from the governments. Van den Hurk and Verhoest (2016) mention that despite the increased implementation of public-private investments in sports facilities, the links between PPP, contracting, and sports infrastructure have been only marginally studied. Previous studies (e.g. Cabral & Silva 2013; Long 2013) have mainly focused on investments related to mega sports events and sports leagues, and thus smaller sports facilities, such as sports halls and pitches, have got much less academic attention (van den Hurk & Verhoes 2016).

Foster et al. (2015) found that one reason for a successful PPP is that there are certain key actors, called partnership coordinators, who are involved in the construction project. These

coordinators are key players in the projects since they are experts in identifying and communicating the value of the partnership, as well as what is expected from those who are involved in the project. Foster et al. (2015) agree with Dahl and Sorenson (2009) who note that partnership coordinators have inherent advantages, such as an understanding of the community history, access to key stakeholders and private information, and thus they are deeply embedded in their community and with the PPP. Moreover, the coordinators are usually aware of how the political process works and what needs to be done so that the project ends successfully.

Foster et al. (2015) argue that a successful negotiation of a PPP requires a partnership coordinator who is rhetorically skilled so that he or she can engage and debate with opponents. The skilled coordinators have an ability to defuse most criticism while, at the same time, continue to reinforce the importance of the project and especially the need for a PPP settlement. According to Foster et al (2015), the partnership coordinators can be the key for ultimately confirming the initiation and timely completion of construction projects.

Rebeggiani (2006) presents that among all financing forms of the Soccer World Cup 2006, the Public-Private-Partnership models were found to be the best way to overcome the inherent risks of the sport market for private investors. Germany 2006 showed that private investors can be attracted by having a profitable professional sports league behind the event, and thus, the public subsidies for hosting the event can be limited to a necessarily required minimum. On the other hand, the WC 2006 example showed that such a professional league was seen as an indispensable precondition for setting up a financing for a modern sports stadium, because the league itself was generating continuous stable revenues. However, without already existing stable revenue source, attracting the private investors can be more difficult (Rebeggiani 2006). In conclusion, it can be stated that based on Rebeggiani's study, Public-Private Partnerships require some already existing inducements by what the private investors can be attracted.

#### **7.4 Future management of public services**

Anttiroiko (2010, 38) refers to Majamaa (2008) who has criticized the Public-Private Partnership model because many PPP projects have failed in building a development

processes that increase the customer satisfaction. According to Anttiroiko (2010, 37) the customer perspective has become more important in the New Public Governance, because the utilization of customer information can play a key role in the development of services (see e.g. Heinonen 1999, 107–116). Thus, the need of improving the PPP model towards more customers' perspective direction has led to a supplementation of the model. For instance, Majamaa (2008) has supplemented the PPP model by adding one more P, which here refers to people. The 4P model (Public-Private-People Partnership) is based on a strategic collaboration between the public administration, private actors, and the users, and it aims to improve the stakeholder and customer relationships (Anttiroiko 2010, 38). The crucial differences between the creation of user integration in PPP model and in 4P model are presented in Figure 4.

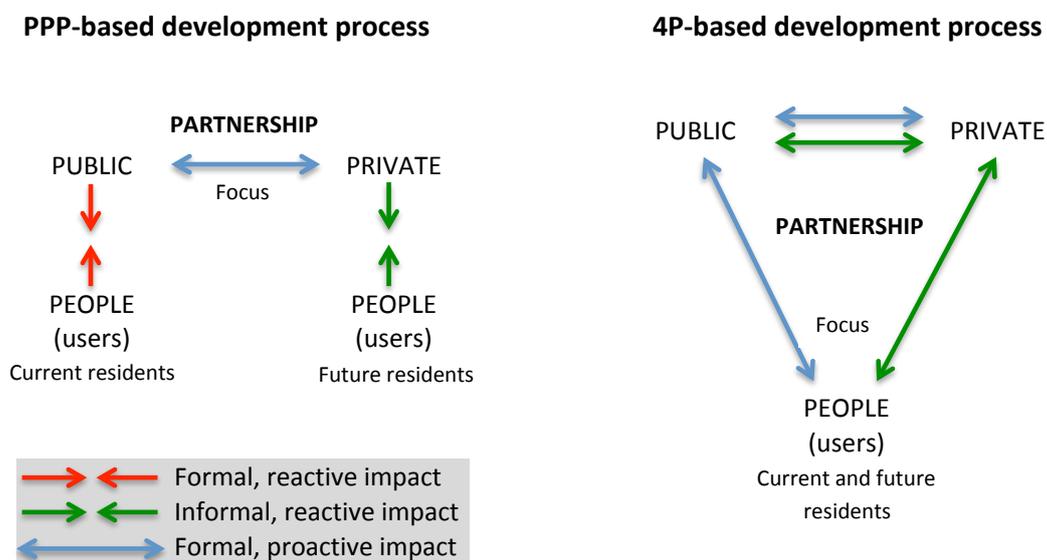


Figure 4. Creation of user integration: PPP vs. 4P (modified from Majamaa 2008, 54)

Sawyer (2006) states that the taxpayer is no longer solely responsible for covering the costs of sport facilities. He presents that there are three major sources of revenue: public, private and a combination of these two. Sport managers must recognize them all in order to be able to create a successful facility financing partnership among the regional community, the owner, the government, the financial lending, and the investors. Sawyer (2006) highlights that it is a team effort that is needed to develop a reasonable financial plan for financing and operating sports facilities.

## **8 THIRD SECTOR AS A SPORTS SERVICE PRODUCER**

Third sector as a scientific concept is relatively new compared to public and private sectors. The term ‘third sector’ has only become more widely used since the 1970s. Helander (1998, 33–34) explains that different synonyms are used when talking about the third sector, but nearly all of them describe the same phenomenon from different points of view. He points out that according to Salamon and Anheier (1992), for instance in the United States, the term nonprofit sector is commonly used, whereas in the Great Britain they use a term charitable sector. In this study, however, the terms third sector and voluntary sector are being used side by side since they are the concepts that have been mainly used in the literature of the Nordic countries (Helander 1998, 34). Furthermore, when referring to third sector or voluntary sector in this study, it takes into account only the actors from the field of sports, meaning the sports clubs and organizations. This chapter continues with discussing the relationship between public and third sector, and afterwards focuses on the history of sports clubs in Jyväskylä.

### **8.1 Relationship between public and third sector**

Kolbjorn and Troelsen (2010) present that the close relationship between public authorities and voluntary sports organizations in Scandinavia has been especially important in enabling the construction of sports facilities. After the Second World War, the division of labor arose so that the government ensured public access to the facilities, and the sports organizations concentrated on organizing sports activities with the help public sector. Similar division of labor also occurred in Finland. The significance of sports clubs as enablers for practicing sports and physical activities in Finland is exceptionally high. This is partly due the fact that already in 1979 the first Sport Act defined organizing sports and physical activities as responsibilities of sports clubs. Itkonen (1991) refers to Heinilä (1986, 1) who describes that sports clubs act as a basic unit of Finnish sports activities. The operations are based on voluntarism and on the interests defined by the club members. Mäenpää and Korkatti (2012) surmise that there are approximately 15 000 sports clubs in Finland. However, it is impossible to give an exact number of the clubs since there is no unified system available that could keep a record of the registered clubs. According to the City of Jyväskylä’s Sports Services, there operate just over 200 sports clubs in Jyväskylä (Jyväskylän kaupunki n.d).

In the beginning of 1990s, the cuts of public service activities place sports clubs in a challenging position. More pressure was put on the clubs to take care of some public services that were traditionally produced by the municipalities. At the same time, municipalities' opportunities to support sports clubs, either directly or indirectly, weakened. These processes increased the pressure of self-financing within the clubs. Some clubs retained their close connections with municipalities by taking care of some municipal services, but some clubs receded from the municipal sports services and based their operations on self-financed activities. Even though some limited company style sports clubs were established, the majority of sports clubs were still nearly fully dependent on the indirect support offered by the municipalities. Highly productized and company style activities could only operate in the inexpensive facilities provided by the public sector. (Ilmanen & Kontio 2003, 121–122.)

International sport organizations have traditionally had a huge impact on the development of sports and physical activity facilities. Huovinen (2007) refers to Bale (1989), who addressed that when games and plays gained a competitive character, the playing grounds turned into strictly controlled sports centers. Thus, the international organizations guided the circumstances of sport facilities and stadiums in detail, and had an effect on the planning and construction of municipal facilities. Since the rules of international sports were basically the same everywhere, it can be said that the construction and development of sports stadiums and halls, have similar noticeable developmental phases when comparing Southern Europe, Latin America, Mexico, or the Nordic countries (Rooney 1974).

## **8.2 Links between sports services and sports clubs in Jyväskylä**

The activities of sports clubs and organizations have been vivacious in Jyväskylä since the 19<sup>th</sup> century. The first sports clubs that were established in the city were Päijäntein Purjehdusseura (1886), Jyväskylän Naisvoimisteluseura (1888), Jyväskylän Kisa-Toverit (1899), Jyväskylän Weikot (1905), Jyväskylän Ampumaseura (1908), and Jyväskylän Talviurheiluseura (1922). However, there have occurred many kinds of changes in the club activities throughout the years and thus, only few clubs have kept on their operations continuously. From the clubs mentioned above, Jyväskylän Weikot is still operating and celebrated its 100 anniversary on 26<sup>th</sup> December 2005. (Jyväskylän kaupunki & Huovinen n.d.)

The variety of sports clubs started to richen due the increased sports facility construction. The first swimming hall of the city, AaltoAlvari, was built in 1955, and during that time, it was only the fifth swimming hall in Finland. Due the large extensions in 1983 and 1991, the swimming hall became one of the biggest hydrotherapy centers in Finland. Also, the constructions of the Hippos sports center (1970s–1980s), the Harju stadium (built 1926, renovated in 1950), the Viitaniemi ice hockey rink (1952), and the Laajavuori recreational area (1960s), improved the conditions of sports clubs. (Jyväskylän kaupunki & Huovinen n.d.)

According to Ilmanen and Kontio (2003, 124) the amount of sports clubs and their memberships grew quite moderately during the 1950s and 1960s. However, during the 1970s and 1980s, the number of sports clubs in Jyväskylä increased from 36 to 56, and total memberships of all clubs almost doubled from less than 9000 to over 16 000. Recent trend in clubs' development has been the separation of junior and women teams from the mother club. This has happened especially among Finnish baseball and ice hockey (Ilmanen & Kontio 2003, 139).

Sports facility construction in Jyväskylä was especially powerful in the turn of the 1980s and 1990s, and in the early 1990s. The construction costs and simultaneously started economic downturn forced the city to check and reduce the sports services' operating costs. From the sports clubs' point of view, this meant the reduction of grants and the increase of any kind of payment. Between 1990 and 1996, the city's direct support for sports clubs decreased by 42 percent. Since 1992, the city's sports administration also gradually removed the free training times and facilities from the clubs. The rents of sports facilities multiplied. (Ilmanen & Kontio 2003, 137–138.)

The changes made by the city's sports administration had dramatic impacts especially on those sports clubs that used the facilities in the Hippos area. For example the fees of the indoor ice rink increased over 400 percent between 1991 and 1994, and the fees of the multi-purpose indoor hall increased over 150 percent. In order to diminish its own administrative costs and to balance the unreasonable financial burden for some clubs, the city's sports administration signed annual contracts with the major user clubs of Hippos' facilities. The contracts for the years 1993–1996 included the time that the club used for training and

matches in the city's facilities, payment terms, terms of terminating the contract, and the possible sanctions. Remarkable was that the contracts only concerned the clubs' representative teams and the oldest junior teams. In 1996, there were 13 valid contracts. (Ilmanen & Kontio 2003, 138.)

In 1995, a lot of discussion between the city and the clubs was arisen because few big sports clubs have got into debt for the city. A specialized working committee was established to prevent the over-indebtedness of the clubs. The City Council decided to convert clubs' liabilities into long-term receivables, and lowered the fees of facility usage by 30 percent from the 1997 onwards. At the same time, those clubs who have chosen the debt arrangement, committed not to apply for club grants from the city. This, however, did not stop the indebtedness of the sports clubs. According to the new pricing and charging policies, a club could not get any grants or subsidies if it owed money to the city. Some clubs took a loan to pay their debts, but some clubs avoided the boycott by separating the first league team and junior operations. For example the teams JYP, JJK, Diskos, and Kiri were able to apply for the grants because they were considered as new clubs. Overall, it is essential to notice that the new pricing and charging policies increased the financing risks of big ball clubs in already unstable situation. On the other hand, separating the junior operations was seen as a solution for securing the children and youth activities. (Ilmanen & Kontio 2003, 138–139.)

The sports clubs around the Jyväskylä area feel that they are important organizers of sporting activities, not only in their immediate surroundings, but also on a larger scale, for example among several municipality areas or even throughout the entire province. Almost half of the clubs also consider their activities as very important or quite important in a context of their operating area. Arguments for this were the large number of members, targeted activities to children and youth, and the general impact on local and national sports culture. When asking about the construction of sports facilities, the clubs asked, in general, for more spaces to practice a specific sport discipline, especially ice hockey and football. This finding differs significantly from the resident survey (Innolink Research Oy 2009), which reported that the biggest desires concerning the facilities were related to swimming halls and indoor sports facilities. All in all, the sports clubs reported that clear developmental actions would be the security and maintenance of facilities, as well as designing and constructing of new sports facilities. (Kärkkäinen 2010, 98–101.)

## **9 HIPPOS2020 PROJECT FROM THE PERSPECTIVES OF THREE SECTORS**

This chapter presents the results of the study. The first subchapter introduces the different planning phases of the Hippos2020 project, and briefly discuss the further actions after the planning. Next subchapters address the roles of each sector, as well as the cross-sectoral collaboration in relation to the successes and challenges of the Hippos2020 project.

### **9.1 Planning phases of the Hippos2020 project**

The planning of the project can be divided into four different phases and they are discussed more in detail in the following subchapters.

#### **9.1.1 Hippos Master Plan 2020 preliminary study in 2014**

The Hippos Master Plan 2020 preliminary study started in 2014. The City of Jyväskylä hired a private consulting company GSP Group with whom it started to form a business concept for the Hippos area. The aim was to create a hybrid concept, which could attract external money and thus, bring private investors to finance the project. At the same time, plans about the possible side operations, such as education, research, events, and accommodation services, were developed. During the preliminary study phase, the preconditions for the entire project were clarified, as well as the economic outlook and timetable goals were defined. One open discussion occasion on the 2<sup>nd</sup> of June 2014, and two workshops on the 17<sup>th</sup> of September and on the 5<sup>th</sup> of November 2014 were organized in order to involve the residents, sports clubs, and other partners in the planning process. (Jyväskylän kaupunki 2015.)

The functional operations (see Photo 6) at that point were built around an idea that the Hippos hall remains as it is nowadays, but the old indoor ice rink would be modified so that it becomes an indoor sports facility, which could serve for example floor ball, basketball, dancing, and gymnastics. In addition, a new multipurpose sports arena would be constructed to serve especially football and ice sports events. Moreover, other side operations, such as hotels, restaurants, and residential buildings, were planned to build right next to the sports facilities. The tentative schedule proposed that the preliminary study phase would be followed by a project planning phase in 2015–2016, with a zoning and planning phase in 2016–2017,

and with a construction phase in 2017–2019. According to the tentative schedule, the operations would be ready to run from 2020 onwards. (Jyväskylän kaupunki 2015.)

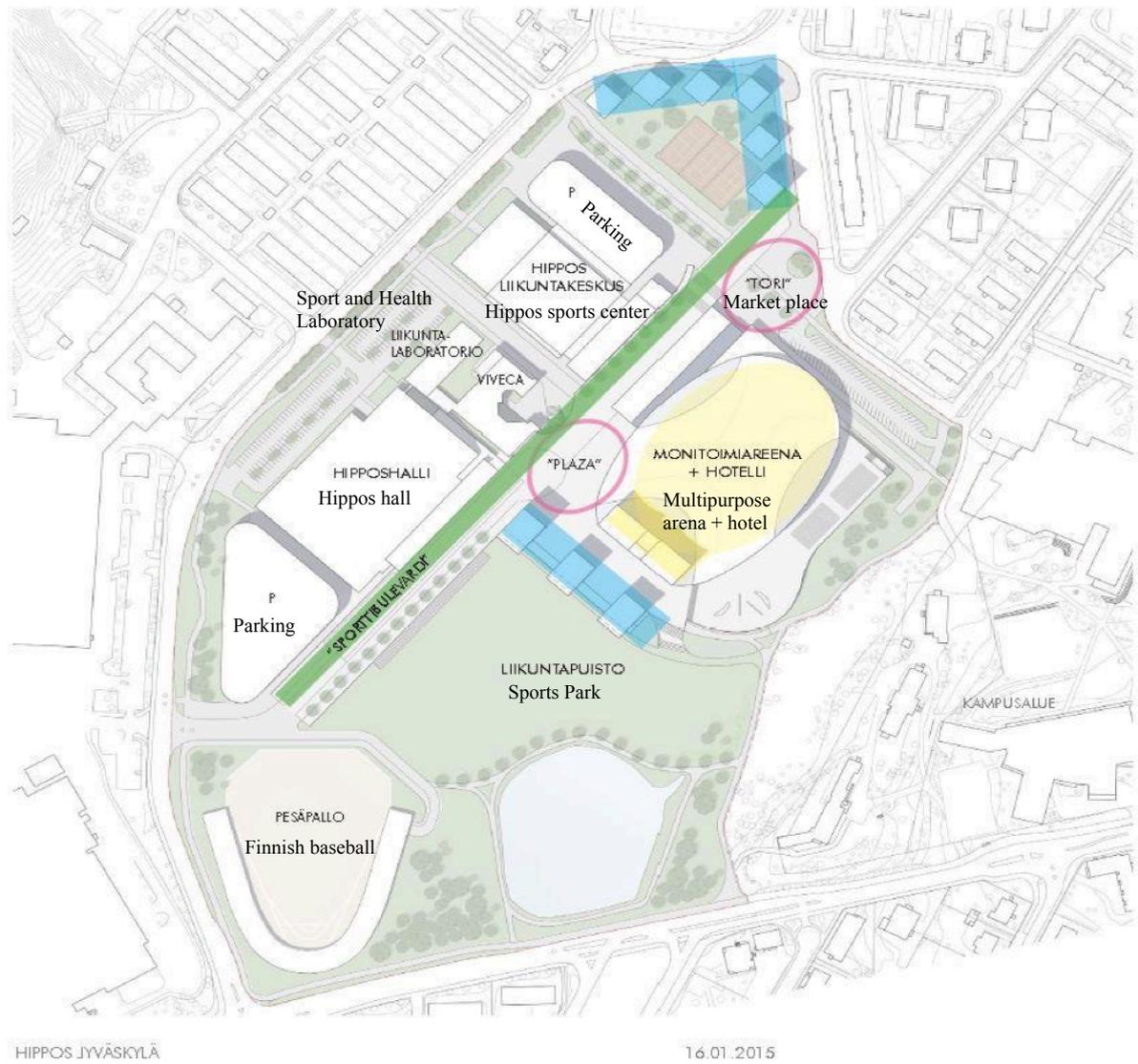


Photo 6. Preliminary plan for the Hippos area in 2015 (modified from PES-Arkkitehdit 2015).

### 9.1.2 Project planning and zoning phase 2015–2017

#### *Project planning*

The Hippos Master Plan 2020 study was completed in the beginning of the year 2015. The plan was presented to the City Council in the end of April 2015, and the decision of starting the project-planning phase was made on 9<sup>th</sup> of June 2015. At the same time, a public financing

of 0.25M€ was indicated to the project. The decision was followed by a tendering procedure, and as a result of that the GSP Group Ltd was selected as a consultant for the actual Hippos2020 project. In December 2015, the project received a future public funding of 0.6M€ for the year 2016. From the beginning of the year 2016, the city's Business Development department (elinkeinoyksikkö in Finnish) took the responsibility of the project. A new organization for the project was created and it consisted of a steering group, a project group, and of five working groups. Each working groups had their own subject matter, and they were named as following: Zoning and Municipal Engineering, Investments and Investors, Communication and Integration, Conception, and Research, Development and Innovations. (Jyväskylän kaupunki 2016.)

The project-planning phase took its next step in February 2016, when the decision of establishing the Hippos Developmental Company (Hippoksen Kehitys Oy) was made. The new company was formed so that the City of Jyväskylä owned one third of the company, and the Hippoksen Ystävät Ltd., owned two thirds. Hippoksen Ystävät Ltd. is a group of real estate investors who had gathered together to finance the development phase of the Hippos2020 project. The company involves four persons (Kullervo Harvia, Heimo Viinanen, Esa Polas, and Jukka Seppänen) who have contributed real capital for the development of Hippos, and one real estate development specialist (Timo Everi) who contributed his capital as a specialized expertise for the project. Later, the type of contribution is not separated but the Hippoksen Ystävät Ltd. is considered as five private investors.

The city has invested at that point altogether 0.75M€ for developing Hippos by investing 0.25M€ in 2015 and by paying 0.5M€ for the consulting company in 2016. The five private investors committed to invest 1.5M€ for the new Developmental Company, so the overall contribution for the project planning phase was 2.25M€. It is remarkable to mention here that the 1.5M€ contribution from the private investors was completely a risk investment since if the project plan did not lead to any actions, their money would be lost. The benefits of the public sector, however, were secured by agreeing that the city would afterwards own the rights for every document, project plan, studies, et cetera. The value of that work was approximately 1.5M€. (Jyväskylän kaupunki 2016.)

The establishment of the Hippos Developmental Company brought many benefits for the project. Firstly, the credibility of Hippos2020 project enhanced significantly due the external financier. Secondly, the external know-how of developing the project was been able to utilized, and the city still retained its status as one of the leaders of the project. Also, the opportunity to test the attractiveness of the entire concept by the private investors was seen as one of the benefits of the project. Thirdly, if the developmental phase was successful, the city would receive back its contribution of 0.75M€ and the private risk investors would receive their investment back with a 15–20 percent yield. The only risk that the city had in this model was a fear that it would loose its steering power. However, this fear was tackled by carefully defining the goals of the city and by agreeing the principles how the city can ensure the furthering of the project. (Jyväskylän kaupunki 2016.)

### *Zoning process*

After the establishment of the Hippos Developmental Company, the next crucial step of the project planning and zoning phase was the preparation of the town plan. As mentioned earlier in the literature part, the change of a town plan is a multistage public process. The city announced the starting of the zoning process on the local newspaper Keski-suomalainen on 16<sup>th</sup> of February 2016. The first draft of the new Hippos town plan (see Photo 7) was disclosed for public commenting between the 9<sup>th</sup> of May and 10<sup>th</sup> of June 2016. Seven statements and seven written opinions were given about the first draft, and based on that feedback, some changes were made for the draft. After the changes, the proposition of the new town plan was disclosed in public from the 1<sup>st</sup> of November till 1<sup>st</sup> of December 2016. During that disclosing, five statements and two reminders were given but they did not cause any major changes for the proposed plan so a new public disclosing of the town plan was not required anymore. (Jyväskylän kaupunki 2017a.)

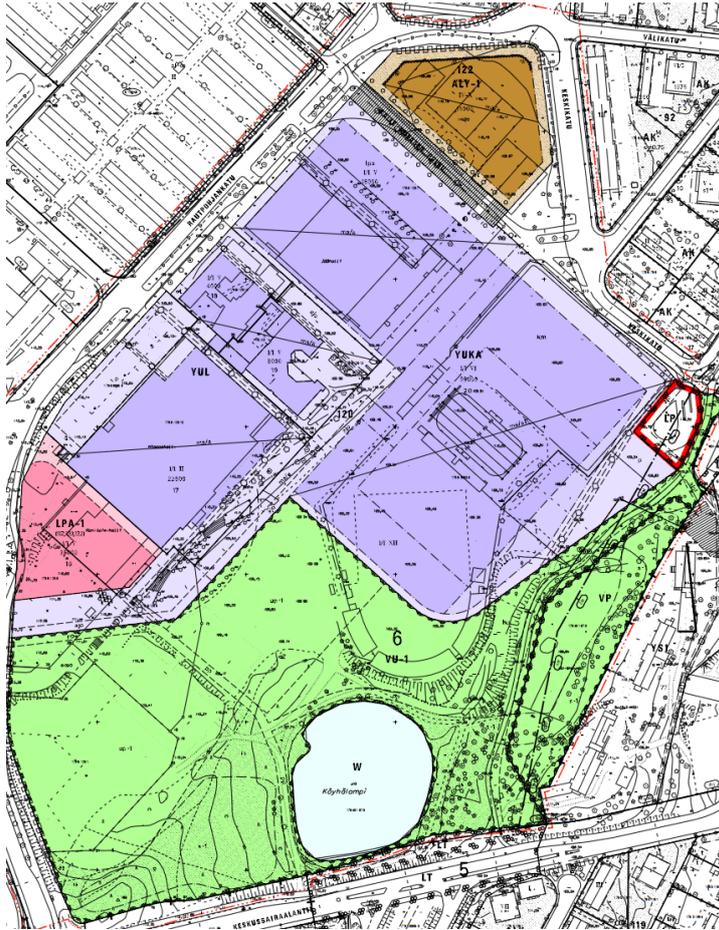


Photo 7. The Hippos town plan in the draft stage (Jyväskylän kaupunki 2017a).

The proposed town plan was being handled in the city's Urban Planning and City Infrastructure Committee in the beginning of a year 2017. The committee stated that the proposed town plan would be accepted by the City Board and later by the City Council on the 10<sup>th</sup> of March 2017. This statement was accepted and the City Council approved the proposed town plan on the 10<sup>th</sup> of March 2017. The final change in the town plan was approved by the City Council on the 24<sup>th</sup> of April 2017, and the new town plan became probated on the 9<sup>th</sup> of June 2017. (Jyväskylän kaupunki 2017a.)

### 9.1.3 Planning and constructing phase 2017–2022

#### *Investor tendering*

While the public sector was dealing with the zoning process of the Hippos area, the private sector focused more on finding the final investors for the Hippos2020 project. The Hippos

Developmental Company prepared an investor tendering in order to receive offers from interested companies. Although the Hippos Developmental Company has a big role in preparing the tender, the actual tendering was organized by the City of Jyväskylä. The reason for this is that the Act on Public Procurement and Concession Contracts (1397/2016) requires that all public procurements need to be put out to tender. The investor tendering started in March 2017 with the aim to find eight to twelve potential partners for the first negotiation phase. The tendering was successful since the city received 10 applications for the first round negotiations by the 2<sup>nd</sup> of May 2017 (Jyväskylän kaupunki 2017e). The negotiations with the interested investors continued during the summer, and the deadline for submitting the offer was the 13<sup>th</sup> of September 2017. Four offers were submitted by the deadline, and the City of Jyväskylä chose the best two offers for the second round negotiations. The selected offers were given by the Lehto-Fennia -consortium and by the Keva-OP-YIT -consortium (Hippos2020 2017). Figure 5 describes the progress of the investor tendering.



Figure 5. Progress of the investor tendering

### *Innovation partnership phase*

The innovation partnership phase started in the autumn 2017 and it involved the City of Jyväskylä, the Hippos Developmental Company, and the two investor consortiums. The aim of the innovation partnership phase was to improve the Hippos2020 project's economical, functional and financial plan based on the tenders so that it would be optimal for the contracting entity, which still was the City of Jyväskylä. The original goal was to make the final decision of the project's implementation and the selection of the investor by the end of the year 2017. (Hippos2020 2017.) However, since the innovation partnership negotiations were legally complex and time consuming, the original timetable changed so that the city made the decision of the final investor in December 2017, but the final decision on the implementation of the Hippos2020 project delayed to spring 2018. The mayor of Jyväskylä Timo Koivisto commented the decision of the final investor as following:

*"Molempien konsortioiden ratkaisuehdotukset olivat laadukkaita, joten päätös ei ollut helppo. Valinta päättyi Lehto-Fennia -konsortioon hankkeen paremman kannattavuuden ja toteutuskelpoisuuden vuoksi. Olemme toimineet uuden hankintalain mahdollistaman innovaatiokumppanuusvaiheen mukaan ja jatkamme Lehto-Fennia -konsortion kanssa lopullisiin neuvotteluihin ja toteutuspäätökseen. Vielä on monta yksityiskohtaa hiottavana, mutta tämä on taas yksi konkreettinen askel kohti hankkeen käynnistymistä."* (Jyväskylän kaupunki 2017b.) [The proposed solutions of both consortiums were high quality so the decision was not easy. The choice ended with the Lehto-Fennia -consortium because of the better profitability and feasibility of the project. We have acted in accordance with the innovation partnership phase enabled by the new Public Procurement Act, and we will continue with the Lehto-Fennia -consortium to the final negotiations and implementation decision. There are still many details to sharpen, but this is again another concrete step towards the starting of the project.]

The negotiations with the winner consortium continued during the spring 2018. The City Council voted for the Hippos2020 project on the 28<sup>th</sup> of May 2018. Thus, the city accepted the plan for the development of the Hippos area. The final contract with the Lehto-Fennia consortium will be signed in the autumn 2018 after the boards of both Lehto and Fennia have accepted the contract. (Jyväskylän kaupunki 2018.)

#### **9.1.4 Operations from 2022 onwards**

The preliminary schedule for the Hippos2020 project was that the operations are ready to run in the new Hippos from 2020 onwards (Jyväskylän kaupunki 2015). However, since there have been some delays during the entire project, the Hippos2020 project could be completed, at the earliest, in 2022. The construction requires phasing since all the current buildings, except the existing Viveca building, will be dismantled. The latest plan is to start the construction in the beginning of 2019. However, this schedule depends on the decisions made by the boards of Lehto and Fennia in the autumn 2018. (Jyväskylän kaupunki 2018.) This study does not consider or discuss the phases of the Hippos2020 project from May 2018 onwards.

### **9.2 Roles of the sectors**

This subchapter discusses the roles of public, private, and third sector during the planning phases the Hippos2020 project.

#### **9.2.1 Public sector: The City of Jyväskylä**

The Hippos2020 project originally started from a situation, where the city's Facility Services (tilapalvelut in Finnish) realized that the life cycle of Hippos area buildings is coming to its end. The city had also received all the time complaints about the air quality and technical problems of the buildings. Thus, the Facility Services started to consider what should be done for the buildings. At that point, some pre investigations of condition assessment were done, as well as some market studies about the decent value of the buildings. All the options from complete renovation to completely new facilities were considered. The investigation work was purely city's internal, property-related strategy. In conclusion, it can be said that the Hippos2020 project started as a typical real estate project from the Facility Services department. (Halinen 2018.)

Normally, the developmental phase of these kinds of projects is still in the hands of the city. However, when the five private investors offered their help, the idea of outsourcing the whole developing phase, was born. The developmental company was established because the costs

and risks were wanted to share. If the project did not see the daylight, the private investors would lose their money, but the city would get the rights for all the plans that were being made so far. The city's advantages were secured, but for the private investors, this was a huge risk. (Halinen 2018.)

At the same time with the planning of the new Hippos area, the City of Jyväskylä named itself as the capital of sport and physical activity in Finland in their city strategy for the years 2017–2021. So that the strategy would be credible, the city needs operations and activities that support the strategy. The Hippos2020 project is obviously one very concrete and visible scheme, which supports the sports capital strategy and makes it apparent. The Hippos2020 project, thus, has a big role in the city strategy and represents one way how the strategy is implemented. (Halinen 2018.) This result supports the idea emphasized by Soudunsaari and Hentilä (2018) who write that the sporting conditions can be highlighted in the city's strategy and thus, the strategy and the sport plan should both support the overall development of the city. In the case of Hippos2020, both city's strategy and the sport support each other and also create supportive conditions for the zoning development.

For the City of Jyväskylä, the way of sharing responsibilities to execute the Hippos2020 project is quite beneficial because now the city is investing only the same amount of money that it would have invested anyway to renovate the buildings, but a considerably bigger project is levered than the city itself could have ever done. One real option is that the city would renovate the old buildings. Then they would get repaired facilities, but basically nothing new. No additional spaces would be established and the opportunities to practice sports would not increase. In fact, the current facilities might even diminish a little since the existing building regulations require more technical spaces and thicker insulation for the walls. Thus, the renovation of the facilities would not bring any more space. One additional advantage to this kind of way is also the cooperation between the three sectors. If the city had taken care of the whole project, the result would have been expensively maintained public facilities. When taking into account all these points, it is quite obvious why the city wants to be part of this kind of project. (Halinen 2018.)

The role and the share of the City of Jyväskylä have changed during the Hippos2020 project. In the very beginning, the whole project was 100 percent owned by the city. Through the different phases of the project, the share of the city becomes palatalized. In the final stage of

the project, when everything is ready, the share of the city will be approximately 10 percent. This means that the City of Jyväskylä has paid approximately one tenth of the whole costs of the Hippos2020 project. In euros, the city's part is around 34M€, while the whole project is assumed to cost nearly 300M€. (Jyväskylän kaupunki 2016.)

Even though the city is currently a minor owner in the developmental company, and has not played as huge role in the developmental phase than for example the private sector representatives, the city still had the most important role in the most crucial stage of the whole project. As the city owns the current buildings and land areas in Hippos, it decided whether to sell the building rights to the private investors or not. The City Council had a main role in the decision-making. Even if the Hippos2020 project was very well designed and prepared, the City Council was still the one who decided whether the project would be realized or not. Thus, the whole project may have collapsed if the city's decision-makers had voted against it.

In addition to the initiator and decision-maker roles, the City of Jyväskylä is also responsible for some minor aspects related to the Hippos2020 project. There will be a sports and physical activity park, which is being built right beside to the new buildings. Even though the designer of that park comes from the project, the city still has a leading role in its planning. Also, the city needs to take into account all the aspects that are associated with municipal engineering, such as sewer systems, electricity and district heating. All of those are city's own planning. In addition, there is the zoning process, which is the public sector's job. (Halinen 2018.) The zoning and its role in the Hippos2020 project will be discussed more in detail later (chapter 9.3.2).

### **9.2.2 Private sector**

This subchapter is divided into two parts since there exist two separate private actors in the project and they cannot be associated as one party.

#### *GSP Group*

The GSP Group consulting company was initially hired by the City of Jyväskylä to do some investigation in the very first phase of the planning process. The GSP delved into the building stock, present state, and the previous reports, such as the condition assessments, of the Hippos

area. Based on the pre-investigation, the GSP composed a preliminary concept of what could be built around the Hippos area. They delineated how the big picture should be constituted so that other operations could be added and private funding could be attracted. The representative of the GSP consulting company described their work as following:

*”Ja se oli semmoinen niin kuin ensimmäinen esiselvitys, hyvin pieni työ.” (Tommy Öhman, GSP Group consulting company.) [It was like a first preliminary report, very small task.]*

However, even if the GSP considered the preliminary concept as a small task, the City of Jyväskylä organized subsequently a public competitive tendering based on that report. The aim of the tender was to find partners who were willing to forward the plans into the need assessment and conceptualization phases. The GSP consulting company brought up their views on what terms the private money could be attracted into the project. Only later during the competitive tender, a bit more accurate architectural plans were drawn. Even though the GSP consulting company was responsible for the preliminary concept plan, it worked very closely with the City of Jyväskylä. This relation was described as following:

*”Eli yhteistyössähän se on tehty sillä tavalla, että kaupunki on kertonut koko ajan niitä reunaehtoja, ja niin kuin osoittanut meille suuntaa, ketä kaikkia tahoja kannattaa haastatella.” (Tommy Öhman, GSP Group consulting company.) [So, we have cooperated in a way that the city has all the time told us the preconditions and kind of pointed out the direction what parties are worth to interview.]*

In the developmental phase, the private funding was found to take care of that phase together with the City of Jyväskylä. As introduced earlier, the new Hippos Developmental Company (Jyväskylän Hippoksen Kehitys Oy) was established, and now it was the one who gave the instructions and orders to the GSP consulting company. GSP’s role was to bring up some suggestions that were later either accepted or revised. That role remained basically the same during the preliminary planning and the developmental phases. However, when the final investors and constructors joined the developmental process, the role of GSP changed from an adviser to a guardian of interests. Now its role was to monitor that those objectives that were defined in the innovation process, were fulfilled as well as possible. (Öhman 2018.)

In conclusion, it can be said that the role of the GSP consulting company was first to sketch the big plan of the Hippos area. Secondly, they played a significant role in the concept development, meaning that they were involved in the tenant acquisition and they refined the plans based on the needs and orders that the developmental company gave them. Thirdly, GSP was working as a trustee of the Hippos Developmental Company and the City of Jyväskylä, and making sure that the original plans and objectives remain the same while negotiating with the final investors.

### *Hippos Developmental Company*

As was mentioned earlier, the Hippos Developmental Company has played a major role in the planning process. What is unique in the Hippos2020 project is the fact that five private investors have gathered and offered their help for the city to forward the planning process. Without the help of the private investors, the planning phase of the Hippos2020 project would have needed to be executed differently. The investors have made a very risky investment, since if the project, for one reason or another, did not happen their money is wasted. (Tyni 2018.)

There are basically two reasons why the five investors wanted to join the project and invest millions in the first place. First, they all have a strong connection to sports. They have acted as sports hobbyists themselves, their children have practiced sports, and they all have been strongly involved in sports club activities in different roles. They have also been irritated by a fact that Hippos sports shrine, which has been a big and vital place in their youth, is now degenerating in front of the eyes. The investors valued the idea that is important that high-end conditions could be guaranteed for today's children and youth, and so that it would be affordable to practice sports. Thus, there was an unselfish ethical reason behind that decision. The other reason for taking part in the Hippos2020 project was that they are real estate investors. Of course, the investors did not do this only for charity, but they were ready to bargain. The interests of private investors were described as following:

*"He saisivat paljon helpommin tuoton perinteisestä kiinteistösijoittamisesta. Eli kyllä siinä pitää olla niin kuin aika vahva arvomaailma taustalla. Se on mun mielestä tosi hieno asia."*  
(Kari Tyni, Hippos Developmental Company.) [They would much easier make a return of

investment from traditional real estate investments. So, there has to be kind of a strong value ideology in the background. That is, in my opinion, a very wonderful thing.]

When asking about how the five private investors did end up working together, there were also two reasons for that. Firstly, they all have a strong background from ice hockey, especially from the local ice hockey team JYP. Many of them are the owners of JYP and one of them is the owner of HIFK (ice hockey team in Helsinki). Secondly, some of them have had common real estate investment projects together. Altogether, all the investors are sports people, but more specifically, they knew each other from ice hockey and some of them have a shared history in real estate investing. (Tyni 2018.)

As the Hippos Developmental Company was established only in 2016, it has not been involved in the Hippos2020 project from the very beginning. However, its role in the project planning and zoning phases has been crucial. Even though the City of Jyväskylä was responsible for organizing the competitive bidding for investors, the Hippos Developmental Company, in connection with the GSP consulting company, has prepared everything behind the scenes. These two actors planned and designed how the Hippos2020 project is introduced and offered for the interested investors, and how the financing equation is built. It is important to mention here that the know-how of the five private investors, as well as the knowledge of the city, have been successfully combined in the project.

When the final investors were selected in December 2017, the role of the Hippos Developmental Company also changed. Now the investor consortium was responsible for developing the plan, and the project moved forward under their terms. The developmental company was at the moment one of the partners of the consortium. When the City of Jyväskylä and the investor consortium have agreed the concession contract and all the three parties, the City Council and the Boards of Fennia and Lehto Group have signed it, then the Hippos Developmental Company's job is done. This will happen, according to the latest plan, in autumn 2018. The developmental part will be finished and the project will move to the construction phase. A new management company will be established to take care of development of Hippos' content, meaning for example the renting of sports facilities and the development of business activities and event business operations. The new company will also act as a significant partner in the accommodation and restaurant businesses. It is also

insinuated that the same investors that took part in the Hippos Developmental Company, would be part of the new management company as well. (Tyni 2018.)

### 9.2.3 Third sector

As the third sector in sports in Jyväskylä is very broad, no specific sport discipline was selected for the interview, but an umbrella organization of all the sports clubs and federations was interviewed instead. When asking about the reason why sports clubs wanted to be involved in the Hippos2020 project, the answer was very simple: they need more sporting circumstances. The third sector representative stated that there is actually nothing wrong with the current facilities and courts in the Hippos area if they were healthy from their air quality. However, what the sports clubs really need nowadays is more space to practice. Especially the amount of indoor sports facilities does not meet the demand of the clubs. The lack of facilities has led to a situation where the clubs have started to build their own facilities or have modified the old spaces, such as factory halls, into sports spaces. Of course, this is not the most optimal situation, but it has helped at least a bit. Not all clubs, however, can build their own facilities. This is why the help of the public and private sectors is needed. (Härkönen 2018.)

Since the sports clubs operate very cost-effectively and run low budgets, they have realized that the new facilities may increase the fees of practicing. The role of sports clubs in the Hippos2020 project has been quite pragmatic since they have wanted to emphasize up that they need affordable facilities. Many clubs are voluntary-based and they cannot afford the market prices of the sports facilities. That is the reason why they are currently operating in the public facilities, subsidized by the City of Jyväskylä. (Härkönen 2018.) The needs of sports clubs were concluded as following:

*”Ei sporttiväki tarvitse mitään marmoriseiniä tai upeeta lasi-ikkunaa. Me tarvitaan käytännöllisiä tiloja, tarpeeksi tilaa ja hyvät tavallaan oheisharjoitteluolosuhteet sen varsinaisen tilan viereen.” (Laura Härkönen, Central Finland Sport Federation.) [Sports people do not need any marble walls or fancy glass window. We need practical facilities, enough space, and good, kind of sideline circumstances for practicing, right next to the actual facility.]*

The sports clubs have been involved in the Hippos2020 project by participating in the common discussion conventions organized by the City of Jyväskylä and the Hippos Developmental Company. There the clubs have had an opportunity to ask questions or present their opinions about the plans of the new Hippos area. In addition, there has been a survey through which the clubs were able to present their ideas and wishes. The clubs and their opinions have been taken into consideration many times during the planning process. Especially those clubs, who have been active themselves, have been able to make their voices heard. Some sports clubs have definitely been more active than the others, and this may be explained by one reason. The clubs must have been able to describe their current level of activities and the number of members, and thus the objectives for the increase. If the clubs were unable to prove their attractiveness, then it was more difficult for them to talk about their needs and desires concerning the new facilities. (Härkönen 2018.) The following quotation explains this:

*”Aika huono on huudella asioiden perään, jos seuran oma toiminta ei näytä sellaiselta että se kehittyy. Jos on kovin paljon velkaa kaupungille nykyisistä olosuhteista, niin sitten on mun mielestä aika huono lähteä huutelemaan ja vaatimaan lisää.” (Laura Härkönen, Central Finland Sport Federation.)* [It is pretty worthless to go after things if the club’s own actions do not look like they develop. If you owe the city from the current circumstances, then it is, in my opinion, quite wrong to go after things and require more.]

To conclude the role of the third sector in the Hippos2020 project, few main things can be pointed out. Firstly, the third sector and especially the clubs have emphasized that they need more conditions for practicing sports, but the new facilities must be affordable enough so that the clubs can operate there in the future. Secondly, the clubs have been present in the common discussion about their needs and wishes concerning the new Hippos. Thirdly, the sports organizations have had an important role in giving specific information and guidance about sport-related needs for the facilities, such as the floor coating, ceiling height, and side spaces like locker rooms and storage spaces. Without the help of the third sector, neither the Hippos Developmental Company nor the architect would have progressed in the designing of the blueprints.

### 9.3 Successes of the collaboration

There emerged some successful aspects in the collaboration within the sectors that were considered as positive factors in the planning process. These successes of the cooperation are discussed more closely in the following subchapters.

#### 9.3.1 Good general team spirit

All the sectors agreed that the Hippos2020 project has been moved forward under a good team spirit. Even though some disagreements have arisen during the whole planning process, the general positive volition has pushed the sectors to work together in order to find a solution that satisfies them all. The most crucial benefit of the cross-sectoral collaboration in the Hippos2020 project has been the coupling of the best know-hows of public and private sectors. Both sectors have realized to utilize their knowledge, but also exploit the expertise of each other's.

*"Se tämä koko hankkeen kovin juttu onkin, että tässä yhdistyy julkisen puolen paras osaaminen ja yksityisen puolen paras osaaminen, rohkeus, riskinotto kyky ja rahan tuominen jo hankevaiheessa tämmöiseen, kuitenkin julkisvetoiseen hankkeeseen."* (Kari Tyni, Hippos Developmental Company.) [The very matter of the whole project is that this combines the best know-how of the public sector, and the best know-how of private side, courage, risk-taking ability, and the import of private money, already in the project phase, which is, after all, sort of publically driven project.]

The Hippos2020 project was also compared few times to the Helsinki Garden project, which is a kind of similar type of sports facility project going on in Helsinki. Both private sector representatives, the GSP consulting company and the Hippos Developmental Company, pointed out that Jyväskylä has driven past Helsinki in terms of forwarding the project. The Helsinki Garden project started already ten years ago, but is still struggling with the zoning phase. In Helsinki, the political discussion around the project has slowed down the progression since a lot of investigation and further clarifications have been needed. There

occur several reasons why Jyväskylä and the Hippos2020 project have proceeded faster than Helsinki.

*”Me ollaan ajettu kyllä valmistelussa Helsinki Garneninkin ohi. Takamatkalta lähdettiin, mutta täällä on kaikki mennyt niin sulavasti. Virkamieskoneisto, poliittiset päättäjät, ovat olleet todella nopeita, joustavia siinä aikataulussa mikä heille on mahdollista. Ja sitten yksityinen raha on aina kiireinen. Se haluaa nopeasti asioita. Sitten kun nämä on yhdistetty, niin sittenpä siitä on tullut näin vauhdikas projekti.” (Kari Tyni, Hippos Developmental Company.) [We have driven past Helsinki Garden in terms of preparing. We started from behind, but everything has gone so smoothly here. Public officers, political decision-makers, have been very fast, flexible, in a schedule, which is possible for them. And then the private money is always busy. It wants things fast. Then, when these are combined, so then this has become so fast project.]*

The good general team spirit also emerges when considering all the different parties that have been involved in the Hippos2020 project. Public sector contains, for example, the city, which can be further divided into different departments, such as Sports Services, Facility Services, and Business Development services. There is also the City Council, the political decision-makers, who make the decisions. Then there are also the residents who have their opinions. The multidimensionality of the public sector, referring to the City of Jyväskylä here, is presented in Figure 6. Thus, it can be said that the cross-administrational cooperation within the city has been very successful. The red-circled parts in the city’s organizational chart have been mentioned in the research material as being involved in the Hippos2020 project.

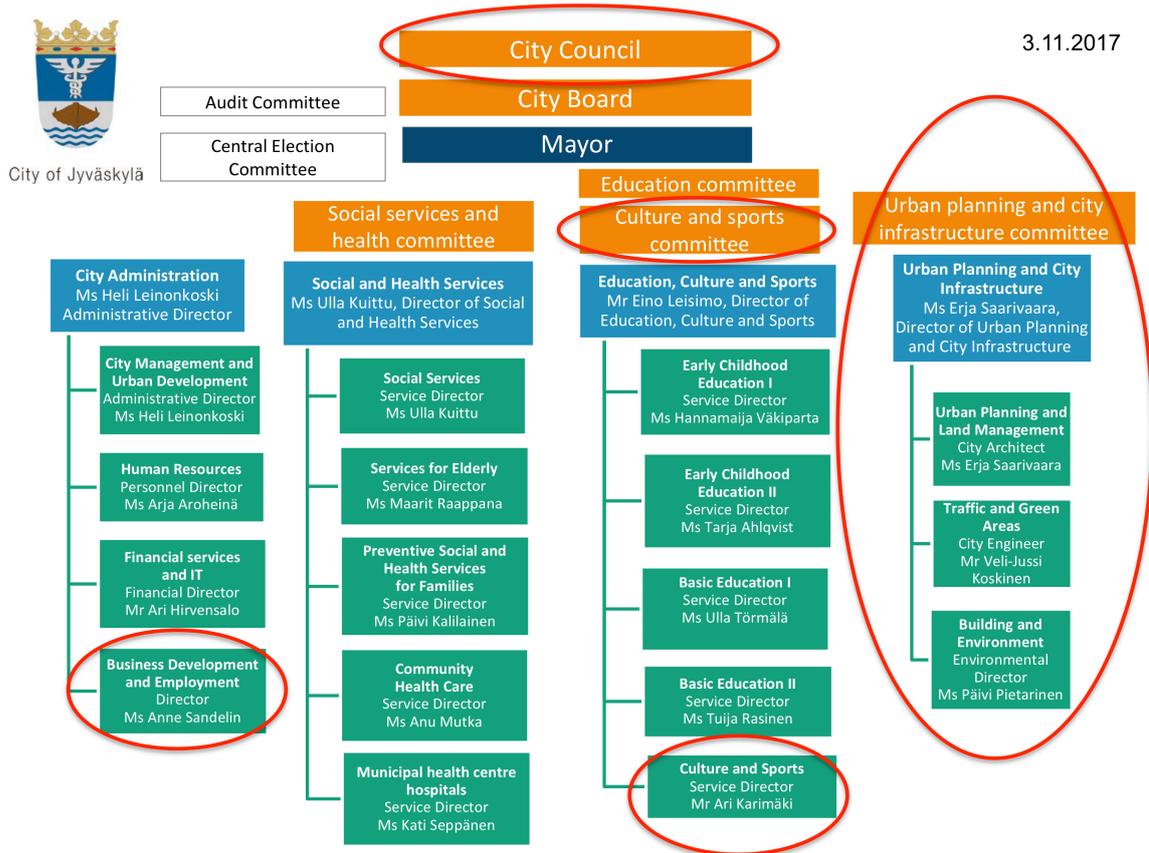


Figure 6. Organization chart of the City of Jyväskylä (Jyväskylän kaupunki 2017f.)

In addition to the public sector, the private sector involves the GSP Group consulting company, its subcontractor architect (PES-Arkkitehdit), and the private investors. Moreover, the third sector contains of sports clubs and organizations that all have different interests. When we still add all the other partners, such as the universities, the research centers, and interested companies that have been contributed into the project, it can be said that good cooperation skills are a must in this kind of project. It is crucial to emphasize here that due the limited resources, this study does not take into consideration all the actors mentioned above, but concentrates only on the City of Jyväskylä, GSP Group consultant, Hippos Developmental Company, and the sports clubs in general. Therefore, many important actors from all the sectors are being left out and their relations to the Hippos2020 project are not considered.

Even though the general team spirit around the Hippos2020 project has been supportive and positive during the entire process, the sectors may still have needed to adopt a new working style themselves. The working culture in private sector differs quite a lot from the public sector, and this has sometimes tested the patience of private actors. In the private side, things

usually happen faster because quick decisions are needed. On the other hand, in the public side, more background information is needed and thus, the decision-making is often a bit slower. The crucial point in the Hippos2020 project has been that the sectors have understood the needs of the other sectors and that none of the sectors have perpetrated to blame the others. The private sector representatives mentioned that their ignorance about the public sector's ways to act was not necessarily a challenge for them, but have obliged them to find out more about how the public sector actually works. It has been a puzzle for the private sector to keep up with what affects on what in the public sector. For instance some decisions related to the Hippos2020 project might have had impacts on the early childhood education, and those impacts were not even thought of by the private sector. After all, the sectors have learned from each other quite a lot during the project and the collaboration between them has intensified. (Öhman 2018.)

### **9.3.2 Zoning process**

The zoning process was beforehand thought to be a possible stumbling block for the Hippos2020 project. Those who had followed the Helsinki Garden project more closely might have expected that similar problems and roadblocks would have appeared also during the Hippos2020 project. However, both public and private sectors were surprised that the whole zoning process of the Hippos area went through so smoothly. Almost all the interviewees named the zoning process as one of the most successful phases of the Hippos2020 project so far. As mentioned earlier, the public sector was responsible for the zoning process as it is based on the Land Use and Building Act (132/1999). The law requires the inclusion of residents in planning and thus, the City of Jyväskylä had organized public hearing events where the residents had an opportunity to comment on the drafts of the new town plan. Through those hearings, the city for instance received feedback that it should not construct so many and so high apartment buildings in Hippos. Consequently, the city decided to lower the height of the apartment buildings and compensated the lost number of apartments by attaching more constructing right for residential areas from Kivelänranta. Thus, Hippos retained its image as a sports park, not as a tower block Hippos. Moreover, the final private investor remained satisfied since it got the right to build basically the same amount of apartments. The only difference was that now some of that land area located in Hippos and some in Kivelänranta. (Karimäki 2018.)

It can be said that the public sector handled the zoning process very routinely and was able to make all the required modifications so that the City Council could accept the new town plan. The successful zoning process gathered praises also from the private sector. The GSP consulting company was surprised how straightforwardly the zoning went though, compared for example to the Helsinki Garden project. The GSP was amazed that the political decision-makers stood unanimously behind the project and no criticism emerged concerning the town plan (Öhman 2018). Also the Hippos Developmental Company commended the zoning process:

*”...Samoin poliittinen puoli, että asemakaava vahvistettiin yksimielisesti valtuustossa. Se oli yksi semmoinen kriittinen kohta, paikka valituksille, paikka vaikka millaisille vaikeuksille. Meni hienosti läpi.” (Kari Tyni, Hippos Developmental Company.) [... Similarly the political side that the town plan was confirmed unanimously in the city council. It was one such a critical point, a place for complaints, a place for many kinds of difficulties. It went nicely through.]*

### **9.3.3 Adapting to changing timetable**

The decision-making related to the implementation of the Hippos2020 project has resettled few times, and the project schedule has dragged on because of a few reasons. Firstly, since the project involves so many parties, all of them need their own time to deal with the issues. Secondly, when it comes to this big amount of money, every party wants and needs to consider everything very carefully. It is essential to point out here that the problem of dragging on the deadline of decision-making is not only caused by the public sector. The city's Business Development representative reminds that the project contains two private companies who both have their responsibilities and obligations towards their owners. Both companies have their own decision-making mechanisms, and especially the pension insurance companies (like Fennia) are relatively rigid decision-makers. Lastly, when an already tight schedule is added to these points, it has been inevitable that the timetable has changed. The GSP consulting company concludes the issue very well:

*“Kun siinä on kaupunki ja sit siinä on kehitysyritys ja siinä on sijoittajat, joissa on vielä kaksi tahoa, rakentaja ja toinen on pääasiassa rahoittaja, niin niiden kaikkien tahtotilojen*

*yhteensovittaminen on vaatinut vaan enemmän aikaa kun on ehkä odotettu.” (Tommy Öhman, GSP Group consulting company.) [When there is the city, and there is the developmental company, and there are the investors with two parties where the one is the constructor and the other is mainly the financier, thus the harmonization of the volitions of everybody has just taken more time than was perhaps expected.]*

The decision-making deadline of the Hippos2020 project changed approximately for a half a year. The private sector representatives thought that it is relatively little delay in consideration that there was, after all, a public procurement process for finding the investors, and when the private investors were selected in December 2017, then it took a little time from the investors to organize themselves. Also, the Christmas holidays have delayed the schedule. However, especially the private sector regards that the schedule should not drag on any more because they are afraid that a longer delay would depress the mental drive of different parties. An overall stagnation is seen as one threat for the Hippos2020 project. In addition, the private investors do not want to waste time since the interest rate levels are quite favorable for them at the moment. (Tyni 2018.)

### **9.3.4 Step-by-step construction**

When the Hippos2020 project proceeds to the construction phase, one practical problem that will occur then is that where to find the substitute spaces for the sports clubs to continue their activities. For the private investor, and especially for the constructor Lehto Group, it would be idealistic to first dismantle the old buildings and then construct the new ones. This would mean that the Hippos area would be a construction site for a few years. (Karimäki 2018.) However, this would also mean that the clubs would be left without any spaces to operate their activities. Of course, some clubs could move their activities into different public spaces, such as schools' gymnasiums, but for most of the clubs this would be the end of their story. Even though the daily basis activities, such as practicing, would be secured, a problem occurs when thinking about where the clubs could organize their competitive activities, such as matches, if there are no spectator areas available (Härkönen 2018). There is no way that the city could provide appropriate substitute spaces for all clubs. For instance, the track and field athletes and the gymnasts would be left without any space to practice. Thus, the city has firmly insisted that the Hippos area cannot be dismantled and rebuilt at once (Karimäki 2018).

A step-by-step construction process is needed in order to secure the opportunities for the clubs to run their activities as uninterrupted as possible.

A solution for the problem of substitute spaces will be, at least partly, solved by constructing the area in stages. The idea is to first build a multipurpose arena over the current football court. Then, the ice sports people, such as the ice hockey and figure skating clubs, will move in to the new multipurpose arena. When the current ice hall is emptied, it will be dismantled and a new indoors sports facility will be built over it. Again, the clubs from the current Monitoimitalo and Hippos hall will move in to the new indoor facility, and the old buildings will be dismantled. A new football hall and a gymnastics house will be built over the old Monitoimitalo and Hippos hall. Finally, the construction of a sports park and the finalization of the area will take place. By constructing the Hippos area in stages, the overall building timetable will drag on approximately four years but the problem of the substitute spaces is minimized. (Karimäki 2018.) It can be concluded that the step-by-step construction plan is a good example of the cross-sectoral collaboration since the clubs raised the issue of substitute spaces, the City of Jyväskylä noticed that concern and negotiated with the constructors that the building need to be phased. Thus, the entire planning of the Hippos2020 project was steered by the idea of phased construction.

#### **9.4 Challenges of the collaboration**

Even though there have been many successes during the planning of Hippos2020 project, the planning phase has also faced some challenges. The challenges of the cross-sectoral collaboration are discussed in the following subchapters.

##### **9.4.1 Absence of an approach model and complexity of the project**

One of the biggest challenges of the Hippos2020 project has been and still is that there is no completed model or an approach, which could be used as a guidebook for this project. Both public and private sector interviewees highlighted that the absence of such a model has challenged the project since no comparable examples exist. Questions like how to define what kinds of operations, facilities and users the new Hippos can have, and how to create a concept that best serves the various needs of different parties, have been needed to consider many

times. Many steps have been taken backwards in order to move one step forward. A lot has been considered and sometimes it has been difficult to draw a line what is worthwhile to implement into practice and what is not. (Öhman 2018; Halinen 2018.)

The absence of a working model also had its impacts on the third sector. Since no clear model existed and the project organization was very small in terms of employees, not enough time was reserved for communicating with the third sector. The lack of resources caused a problem that the project group did not have time to run an ongoing discussion with the sports clubs. The conversations were often tied to the biggest events and occasions and thus, deeper conversations with single clubs did not take place enough. (Halinen 2018.)

*“Tavallaan paljon tehty, mutta tavallaan semmoista jatkuvaa iterointia, niin sitä ei olla kyetty tekemään. Sitä olisi voinut varmaan tehdä enemmänkin.” (Kari Halinen, Business Development.)* [In a way, a lot has been done, but in a way such continuous iteration, we have not been able to do that. It could have been done more.]

The idea of privatizing the sports services in the Hippos area is based on a concession contract. The contract is very complex and includes seven different categories. The creation of that contract has been time-consuming since so many legal issues have been needed to take into consideration. In addition, especially the public sector has had to make sure that it can guarantee affordable prices for the municipal citizens to practice sports in Hippos in the future. Creating a concession contract that satisfies all the parties has been difficult without any previous examples. Moreover, the City Council could not make any decision concerning the overall Hippos2020 project without first agreeing the content of the concession contract. (Halinen 2018.)

#### **9.4.2 Change resistance of sports clubs**

It is not a new phenomenon that public and private sectors cooperate together, but when the third sector is as strong as in Jyväskylä, it may complicate things. The biggest aim for planning the Hippos2020 was to find an operating model, where all the three sectors could act in the same environment in a way that it benefits them all. The idea, which has guided the

cross-sectoral cooperation in the Hippos2020 project, is that *“Hippos needs the sports clubs, and the sports clubs need Hippos”* (Kari Tyni, Hippos Developmental Company).

The interviews brought up the issue that the sports clubs were first quite skeptic and resisted the change of using the Hippos facilities. Since none of the previous plans for developing the Hippos area has happened, the sports clubs first doubted the credibility of the Hippos2020 project. The main concern was the fear of significantly increased usage fees. (Härkönen 2018.) However, both public and private sectors carefully took that concern into consideration. The City of Jyväskylä retained its good connections with the third sector, and the relationships between the city and the sports clubs have even strengthened during the Hippos2020 project. The public sector, and especially the city’s Sports Services have collaborated with the third sector actively in order to release the resistance of change. (Karimäki 2018.)

The city’s role in advocating the clubs pacified the third sector. As the city agreed to ensure affordable prices for the clubs by purchasing practice hours annually with 5M€ from the private management company, the attitude of sports clubs towards the Hippos2020 project slightly changed. The sports clubs realized that this could actually improve their training and operating conditions, and the increase of usage fees would be reasonable. When the project moved forward, the sports clubs became tensely excited. The general attitude of the third sector changed from skepticism to enthusiasm. (Karimäki 2018.) The quotations of the private and public sectors support that change of attitude.

*”Ja nyt ollaan tultu vaiheeseen, että seurat alkavat yhä enemmän näkemään, että onhan tämä nyt mahtava, että heidänkin toimitilansa tässä moninkertaistuu, modernisoituu, tulee nykyajan välineet, nykyajan tila.”* (Tommy Öhman, GSP Group consulting company.) [And now we have come to a phase where the sports clubs start to see more and more that it is great that their operating spaces multiplies, modernizes, and modern equipment and facilities come.]

*“Jos mä nyt ajattelen mitä mä kuvittelin kun tämä hanke lähti liikkeelle, niin mä olisin kuvitellut, että seurojen kanssa olisi ollut enemmänkin vääntöä. Se on ollut ehkä vähän jopa helpompaa mitä kuviteltiin... ..Vaikka me ollaan koko järjestelmä muutettu, me ollaan koko tilojen hinnoittelu muutettu, varausjärjestelmät muutettu, ja tietysti tilat on täysin uusia, niin*

*ainakin tällä hetkellä se kokemus on, että suhteellisen joustavasti on seurattu. Seurat on ymmärtäneet mitä me tehdään, olleet hyvin aktiivisesti mukana.” (Kari Halinen, Business Development.)* [If I think now what I expected when this started, I would have imagined that there would have been tougher negotiation with the clubs. It has maybe been even easier than was imagined... ..Even though we have changed the whole system, we have changed the pricing of the facilities, reservation system has been changed, and of course the facilities are brand new, the experience right now is that the clubs have relatively flexibly... The clubs have understood what we are doing, and have been actively involved.]

As the third sector in sports is very broad in Jyväskylä, it cannot be said that all the sports clubs and organizations think the same about the Hippos2020 project. In addition, some of the clubs have been more active in the communication between the city and the Hippos Developmental Company than the others. It is understandable that some clubs operate fully on a voluntary basis and thus, did not have enough resources to be involved in the Hippos2020 project. Moreover, small clubs may not even aim to become the users of the new Hippos and thus, did not express their interest in the project. On the other hand, some clubs realized the opportunities that the new Hippos could provide them and had been very actively in contact with the developmental company and with the city. One good example of an active sport club was the Jyväskylä Roller Derby. It expressed an interest to come to Hippos in the future if the new facilities serve the needs of that sport. All in all, the Hippos2020 project has encouraged the clubs to communicate with the public and private sectors, and has helped the clubs to realize that they need cross-sectoral cooperation in order to secure their operations in the future.

*“Se ilmapiiri (seuroissa) on mun mielestä tässä viimeisen 10 vuoden aikana parantanut valtavasti. Se ymmärrys siitä, että ei ole mitään pohjatonta rahasampoa, josta voidaan vaan laittaa liikunnan ja urheilun hyväksi... Kun sitä ei ole kellään. Se voimavarojen yhdistäminen ja tavallaan kumppaneiden etsiminen ja se yhdessä tekeminen olisi niin kun semmoinen ainakin yksi ratkaisu, millä saa hommia eteenpäin.” (Laura Härkönen, Central Finland Sport Federation.)* [The atmosphere (among the clubs), in my opinion, has improved enormously during the past 10 years. The understanding that there is no bottomless moneymaker, which could give money to physical activity and sports... There is no such a thing. Combining the

recourses and, in a way, finding partners and working together would be at least one solution, which moves things forward.]

Also the city's Sports Services underwrite the change of atmosphere within the third sector:

*"Se on valtava muutos tapahtunut urheiluväellä siinä (ajattelussa), että ne oivaltaa sen että heidän panoksensa olisi se nyt millainen panos tahansa, on tosi tärkeätä... .. Hippos kytkeytyy just nimenomaan siihen ajatukseen, että ajat ovat muuttuneet ja seuroilla on entistä aktiivisempi rooli näiden liikuntapaikkojen rakentamisessa ja suunnittelussa."* (Ari Karimäki, Sports Services.) [It is a huge change that has happened within sportspeople (thinking) that they realize that their input, no matter what kind of input, is really important... .. Hippos attaches precisely to a idea that time has changed and the clubs have more active role in the construction and planning of the sports facilities.]

#### **9.4.3 Innovation partnership method**

As the amendment in the Public Procurement and Concession Contracts Act (1397/2016) made it possible to tender the partners for the innovation partnership phase, the City of Jyväskylä decided to choose this method for the Hippos2020 project. The city's Business Development representative thought that this innovation method was very good for this type of project because it brought all the time more information into the project and refined the planning forward. However, the other side of the coin was that the method was very heavy and demanding for the contracting entity, which was in this case the City of Jyväskylä. Many iteration rounds took place, and the same issues had to be considered again and again. Moreover, this also delayed the entire process since the legal appealing times et cetera had to be waited for. (Halinen 2018.)

The innovation partnership method was heavy also because it brought 10 interested partners with whom the city and the Hippos Developmental Company had to negotiate. The first negotiation rounds were still quite easy, but when the final four consortiums were selected, it brought up some challenges. Some of the consortiums were not that well organized and thus, there occurred some disagreements within the consortiums. The negotiation occasions took more time and effort because it was not clear whether the city and the Hippos Developmental Company were negotiating with a consortium or with several separate companies. Even

though the separate companies had left their tender as a consortium, the mutual dynamic within the consortium was not that developed. However, when the two final consortiums were left, the negotiating situation was also easier because now there were two clear consortiums that had more structured view of what they wanted. (Halinen 2018.)

The negotiations with the final two consortiums, however, were not trouble-free either. Since more effort and investments were expected, the consortiums started to consider how much resource they should put in, since both of them had only 50 percent chance to win the tender. This phase was challenging because the tenders were needed to conceive a lot so that they would have satisfied all parties. When the final decision was made, still some disagreements within the winner consortium emerged. Even today, the winning consortium does not appear as united front, but it needs to be taken into account that there are two separate companies and they both have slightly different views on things. (Halinen 2018.) However, in spite of the heavy negotiations during the innovation partnership phase, the public and private sectors agreed that this method has been very successful in the Hippos2020 project (Halinen 2018; Tyni 2018). The innovation partnership method provided 10 interested investors who competed in financing the project, and finally the winner was found after a very tight competition. Thus, it can be concluded that the tender really worked.

#### **9.4.4 Inadequate or unclear communication**

Sports clubs received many contacts from the City of Jyväskylä, the GSP consulting company and from the Hippos Developmental Company. For the clubs, it was not always clear who was leading the Hippos2020 project and who invited them into different meetings. In the very beginning, this caused some confusion among the clubs since they were unsure by what motives their opinions were asked. It was unclear whether it was the city's project or a private project. This was before the clubs really started to understand what the Hippos2020 was about. Since the roles of the City of Jyväskylä, the GSP consulting company and the Hippos Developmental Company were clarified, the confusion among the third sector also disappeared. However, while the project moved forward, the clubs and especially the Central Finland Sport Federation, were invited into more meetings. At that point, the same questions were asked than in earlier meetings and this caused some frustration. (Härkönen 2018.) The frustration emerges as following:

*“Musta tuntuu, että mä sanon samoja asioita. Olen sanonut tässä jo pari vuotta. Että mä aina mietin, että kun näitä kysytään uudestaan, niin eikö nämä ole jäänyt talteen nämä kommentit? Mutta ehkä se on vaan semmoista, että varmistellaan ja katsotaan mihin suuntaan nyt mennään.” (Laura Härkönen, Central Finland Sport Federation.) [I feel like I’m saying the same things. I have said them already for a couple of years. So that I always think, when these are asked again, haven’t these comments been recorded? But maybe it’s just about such a securing and looking into what direction we are going to go now.]*

Also the lack of time set some challenges for the communication. Since the third sector in sports is mainly voluntary-based in Jyväskylä and the clubs do not necessarily have fulltime employees, this set some challenges for the communication. The third sector representative named the lack of time as one practical problem in the communication between the public and private sectors. It is essential to mention here that the lack of time did not only appear in the Hippos2020 project but also in other liaisons. For voluntary-based clubs, it may be difficult to find common time to keep in touch with their partners, since the club employees usually work besides their own paid job and thus, do not have a possibility to transact during the normal office hours. On the other hand, those clubs who are already more professionalized, often have better communication relations with other sectors. The Central Finland Sport Federation has encouraged the clubs to first take care of their own businesses, and only after that consider the possibilities to cooperate with external partners. The cooperation is, after all, based on a two-way communication and reciprocity. (Härkönen 2018.)

The third sector agrees with the public and private sectors that the whole Hippos2020 project has been so complex and nontraditional so that it has taken a lot of time to proceed. Since no example or a model from previous projects exists, it is understandable that this kind of pioneer project takes time and resources. However, what has occupied the clubs, and most probably the residents as well is the absence of the plan B. The Central Finland Sport Federation pointed out that one weakness of the Hippos2020 project was that there was no plan B available, or at least it was not disclosed in public. If the project does not take place as it is planned, what happens then? A lot of money has been invested in the development of the Hippos area so this project would be worthwhile to be implemented. Otherwise, all the work has been futile. More information about the alternative options for Hippos2020 project would have been needed. (Härkönen 2018.)

The public sector responded to the question of plan B by reminding that there is always an option to completely renovate the old facilities. The life cycle of the current buildings is coming to its end so something has to be done for sure. If the Hippos2020 project did not happen, and the city loses the private investors, then the only option left would be that the city renovates the old buildings and perhaps builds something new. However, this is not a desirable option for anyone since then the amount of practicing spaces would not increase. The representative of the city's Business Development department supposed that the preferred plan B would have been to examine why the Hippos2020 project could not be implemented and what could be changed in order to make that plan work. Was there a possibility to improve the economic model of the project, the structural design of the model, or the terms of final users? If the City Council still showed a red light and nothing could be done, then the project would return back to the starting point where there exist only those old facilities that are under a need of renovation. (Halinen 2018.) The issue of the plan B is no longer a major problem since the City Council showed a green light for the project in May 2018. However, the final decision on the implementation of the project is still undone, so if the private investors decide cancel the deal, a new modified plan is needed.

## **10 TOWARDS A NEW FORM OF COLLABORATION**

This chapter discusses the main results of the study by connecting them to the existing literature and previous researches. In addition, the key results are drawn into figures so that the reader could more easily understand the big picture of the Hippos2020 project. The chapter ends by concluding the unique characteristics of the planning of the Hippos2020 project.

### **10.1 Shared burden and risks**

As Kokkonen (2010, 14) questioned, the state control among sports facility projects is not that relevant anymore. Municipalities and local actors can design and implement sports projects themselves, and are no longer that dependent on the state aid or subsidies. In fact, the Hippos2020 project did not receive a state aid that it applied for achieving a status of nationally significant sports project. However, even though the project did not get the aid for the entire Hippos2020 concept, separate smaller sports facilities, such as the football arena, can still get state subsidies as single facility projects (Yle 2017). Thus, it can be noted that the Hippos2020 project has not been governmentally driven, but the local actors have taken the lead.

As Foster et al. (2015) mentioned, municipalities do not shoulder the entire burden of construction projects in terms of financing anymore. The Hippos2020 project is an excellent example of the shared load and risks between the public and private sector. The City of Jyväskylä noticed its incapability to implement the entire plan of the new facilities and thus, the decision of sharing the burden of the project with the private sector was made. By cooperating with the private sector, the city could implement a larger project than it would have been able to do itself (Halinen 2018). In addition, the financial risks of the planning phase were shared with the private investors, but at the same time, the city retained its decision making power. By dividing the responsibilities and tasks of the project, both sectors could focus more on their own parts and did not need to consider every little detail. The best know-hows of both sectors were utilized in order to achieve the best possible outcome.



Haveri and Anttiroiko (2009) note that the aim of the partnership between public and private sector is that procurement would be carried out by a long-term agreement, which aims to achieve the best possible overall result. In relation to the Hippos2020 project, the planning, developing and ultimately the constructing period are carried out so that the best possible outcome would be achieved. The project has involved all the three sectors of sport in order to combine and utilize the know-hows of each sector. Especially the combination of public and private sectors' professionalism was mentioned as one of the strengths of the Hippos2020 project (Halinen 2018; Tyni 2018). Moreover, the issue of excluding the final users from the planning of the project, which was introduced to be a typical problem in Public-Private Partnerships (Majamaa 2008), was tackled by involving the third sector more in the later phases of the project. Also, the city ensured its opportunities to provide evenhanded services for all its residents by advocating those people's opinions that could not participate in the planning themselves (for instance mentally disabled persons). By involving the third sector and the residents in the planning of the Hippos2020, the public sector ensured that the entire project would not become too privatized and forget the needs of the actual final users. Therefore, it can be interpreted that the planning of the Hippos2020 project was carried out so that it considered the final user perspective as very important. Figure 8 pictures the cross-sectoral collaboration in the Hippos2020 project and is based on the 4P model (Public-Private-People Partnership) introduced by Majamaa (2008).

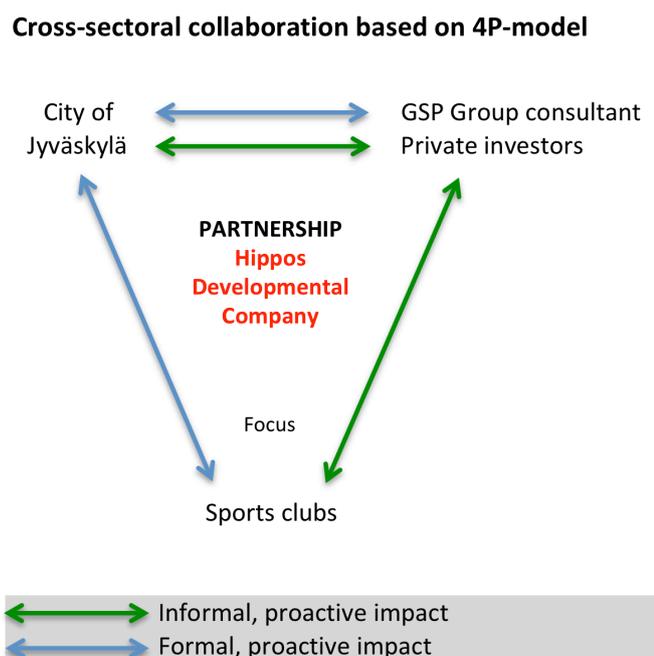


Figure 8. Cross-sectoral collaboration in the planning phase of the Hippos2020 project

Due the integration of the third sector and residents, the focus of the partnership shifted more towards the connection between all the sectors. As Majamaa (2008) outlined, the focus in 4P model is more on the people, the final users of services, and not on the relationship between public and private actors. In the Hippos2020 project, the mutual agreement of the main users of the Hippos facilities has probably strengthen the collaboration between the sectors since the focus was clear and encouraged the sectors to work towards the common goal. Both public and private sectors have cooperated with the third sector, and this has made the communication more proactive. In addition, there was now a two-way communication connection between the clubs and other sectors. In the center of all sectors in Figure 8, there is the Hippos Developmental Company, of which establishment can be seen as a unique way to organize the cooperation between the city and the private investors during the project-planning phase. Thus, it can be concluded that the Hippos Developmental Company played a significant role in the sharing of burden and risks during the planning phase of the Hippos2020 project.

## **10.2 Division of tasks and roles of the sectors**

Since the Act on the promotion of sports and physical activity (390/2015) defines the construction and maintaining of sports facilities as responsibilities of municipalities, the Hippos2020 project started as a city's own internal project (Halinen 2018). However, quite soon the need of private sector's help was recognized and thus, the cooperation between the public and private sector started. The hiring of the GSP Group consulting company initiated the division of responsibilities and tasks since now the GSP brought its specialization of real estate development into a publically driven sports facility project. The City of Jyväskylä set the preconditions for the GSP's work, and the GSP focused on the forming of the hybrid concept for the Hippos area (Öhman 2018). Therefore, both actors were able to focus on their own specialized know-how. In the planning of sports projects, purchasing services from external producer is still quite unusual, but this type of collaboration between public and private sector in a major project is an example of a shift towards which we are most probably moving in the future.

As introduced earlier by Soudunsaari and Hentilä (2018), municipality can promote its sporting conditions by active cross-administrational cooperation. In the Hippos2020 project,

the City of Jyväskylä has involved many of its departments in the planning process, such as Facility Services, Sports Services, Business Development, and Urban Planning and City Infrastructure. All departments provided their specialized knowledge and without the cooperation between these departments, the planning of the Hippos2020 project would not have progressed. In addition, as the Act on Public Procurement and Concession Contracts (1397/2016) requires, all public procurements must be openly tendered, so the City of Jyväskylä had to lead the investor tendering. Hence, the role of the public sector was to organize the tendering and be the contracting entity (Halinen 2018).

One of the most crucial parts of the planning of the Hippos2020 project was the zoning. As Ratinen and Anttila (1998) noted, the municipality is responsible for all the preparations of the municipal land use and town plans. In the Hippos2020 project, a specific working group called the Zoning and Municipal Engineering was established to take care of the zoning process (Jyväskylän kaupunki 2016). The purpose of changing the town plan was, inter alia, to enable activities, education, product development and events that promote sports, physical activity and health. Moreover, the modification of the town plan studied the supplementary construction of the area for locating the housing and services, as well as the improvement of transport arrangements and the environmental and natural values of the area. (Jyväskylän kaupunki 2017a.) Therefore, the cross-administrational cooperation within the City of Jyväskylä was essential, as was emphasized by Soudunsaari and Hentilä (2018).

In addition to the contracting entity and zoning roles, the City of Jyväskylä was also responsible for involving the residents in the planning. As the Land Use and Building Act (132/1999) requires, the citizens must be given an opportunity to comment on the drafts of the town plans. In addition, the city actively communicated with the sports clubs and organized opportunities for them to share their opinions about the Hippos2020 project (Karimäki 2018). As Härkönen (2018) mentioned, the members of the sports clubs are, after all, the residents of Jyväskylä and thus, they were given an opportunity to participate in the planning. Along with all the important roles mentioned above, the City of Jyväskylä was also responsible for the most important aspect of the project: the decision-making. Since the city was the contracting entity for tendering the investor for the project, it had to decide whether it wanted to sell the rights, such as the construction right, for the private investor. By selecting the private actor (Lehto-Fennia consortium) for implementing the Hippos2020 project, the city agreed to partly

outsource its sports services in the Hippos area. The outsourcing of public services, and especially the privately produced services, was thought to be a shift towards which we are going in the future of service production (Kuopila 2007). However, although the outsourcing of public services is a trend towards which we are going, it is essential to remind that the safety and security perspective in sports services cannot be forgotten. According to the study made by Hyytinen and Kivistö-Rahnasto (2015) the safety issues in sports services were not considered comprehensively during the competitive bidding, but the price was the main selection criteria of outsourcing the services. This point should also be considered carefully in the Hippos2020 project.

As introduced earlier in the results section (chapter 9), the planning phase of the Hippos2020 project involved several private actors. In the very first phase, the GSP Group consulting company was hired to do some pre-investigations in 2014. Later, the investment made by the five private investors in 2016 made it possible to develop the Hippos2020 plan in a new way. The role of private sector in the Hippos2020 project has been first to provide its professional expertise into real estate development and later finance the developmental phase of the project. The involvement of private investors in the developmental phase was recognized to be an important aspect, since now the attractiveness of the entire Hippos2020 concept for the private sector was tested (Halinen 2018). Therefore, it was proven that the Hippos2020 concept interested the private investors, and that a further financing could be found to execute the project.

Foster et al. (2015) demonstrated that the usage of partnership coordinators in sports facility construction projects could be a significant factor in successful Public-Private Partnerships. According to them, the partnership coordinators are rhetorically skilled so that they know how to communicate the value of the partnership, as well as the expected opinions of parties involved in the project. Moreover, the utilization of partnership coordinators was essentially valuable while the importance of the project was questioned because the coordinators had an ability to defuse most criticisms towards the project. The results of this study confirm the finding of Foster et al. (2015) since the usage of an external consulting company GSP, has made it possible to enhance the credibility of the Hippos2020 project. The GSP worked as an actor between the public and private sector by communicating the needs, desires, and wishes of the parties. It was able take into consideration both sides, and thus retained and maintained

the good negotiation connections between the sectors. The GSP did not take any side in the planning of the Hippos2020 project, but acted as an external coordinator of the project.

Private sector's contribution for the Hippos2020 project, both in terms of funding and planning expertise, has been significant. Even though the final contract on the implementation of the Hippos2020 project will be signed by the City of Jyväskylä and the Lehto-Fennia - consortium, the Hippos Developmental Company and the GSP Group consultant have made it possible that the project has proceeded so far. After the final contract is signed in Autumn 2018, the jobs of Hippos Developmental Company and GSP are practically done. However, it is insinuated that the same private investors (Hippoksen Ystävät Oy) that took part in the Hippos Developmental Company, would also be part of the new management company to be established (Tyni 2018). Therefore, the expertise and know-how from the planning phase would be transferred into the operational phase.

While the public and private sector designed the hybrid concept for the new Hippos, the sports clubs emphasized the point that the new sports facilities should be affordable so that the activities could be run in Hippos also in the future (Härkönen 2018). The history has shown that the increased usage fees of facilities have put the clubs in a challenging situation where they could not afford the usage of Hippos facilities and thus, started to run into debt for the City of Jyväskylä (Ilmanen & Kontio 2003). The city has tried to stop the indebtedness of the clubs by various pricing and charging policies but there still exist some clubs that simply cannot afford the usage of the facilities. This has probably affected on the sports clubs' fear that the usage fees of the new Hippos facilities would increase too much. Thus, the third sector's role in the planning phase of the Hippos2020 project has been a specialist in a sense that it has pointed out some conditions under which the clubs can operate. In addition, the clubs have helped the architectural planning by giving specific information and guidance about sport-related needs for the facilities, such as the floor coating, ceiling height, and side spaces like locker rooms and storage spaces (Öhman 2018). The expertise and participation of the clubs in the planning can also be explained by the joint planning theory, introduced by Saaristo (2000), which aimed at utilizing the expertise of citizens, office holders, and other parties related to the planning target.

### **10.3 Unique characteristics of the Hippos2020 project**

As was supposed by Lovio and Kivisaari (2010), the use of innovation concepts and leadership in the public service management will increase. The Hippos2020 project is an example of a shift towards that type of development. The innovation partnership method, enabled by the new Public Procurement and Concession Contracts Act (1397/2016), was used as a way to tender the potential private investors for financing the ultimate Hippos2020 project. Moreover, during the innovation partnership period, the plans for the new Hippos were developed and improved so that they would serve the desires of the contracting entity, the City of Jyväskylä.

Since the new Act on Public Procurement and Concession Contracts entered into force in January 2017, it was seen as a favorable chance for the Hippos2020 project. As was mentioned by the city's Business Development representative, the innovation partnership procedure was considered as suitable model for this type of project since it furthered the planning all the time and brought new information. However, it was also a very heavy way to deal with issues since many iteration rounds were needed, and the same issues were needed to consider again and again (Halinen 2018). The utilization of the innovation partnership procedure required a lot waiting, since the Act defines for instance the appeal periods. After all, the innovation partnership procedure slowed down the entire project for a half a year compared to some more traditional procurement procedures, but this delay on the entire process was not seen as a major challenge or threat for the project. In fact, the delayed schedule was considered as a natural and understandable consequence (Tyni 2018).

As mentioned earlier, one of the biggest challenges of the planning of the Hippos2020 project was the absence of a model or an approach that would have guided the project. Since no similar projects are implemented before, the Hippos2020 project worked as a pioneer case in the field of sports facility planning and construction. Public and private sector representatives agreed that the complexity of the project has made it sometimes challenging to decide what is worthwhile to implement and what is not (Öhman 2018; Halinen 2018). In addition, the absence of a clear working model affected on the communication with the third sector and thus, not enough time was reserved for discussing with the sports clubs (Halinen 2018). However, since the city has had a big role in the communication with the clubs, this has

pacified the clubs and relieved the fear of too privatized facilities (Karimäki 2018). Public consultation in maintaining the participatory planning was seen as important aspect, since the commercialization of leisure and recreation fields may cause a loss in community and citizen connectedness (e.g. Arai & Pedlar 2003; Crueton & Frisby 2011; Forde, Lee, Mills & Frisbly 2015; Reid 2009). During the Hippos2020 project, the relations between the public and third sector have strengthened (Karimäki 2018; Härkönen 2018) and thus, the privatization of public services has not caused a loss in sports clubs connectedness with the city.

As Kuopila (2007) assumed, outsourcing of public services will be a shift towards which we are going in the 2020s. In the Hippos2020 project, the outsourcing and privatizing of sports services was based on a concession contract, where the City of Jyväskylä committed to purchase practicing hours from the Hippos facilities annually with 5.5 million euros for the next 20 years (Jyväskylän kaupunki 2018). This allowed the city to subsidize the activities that it considered as important and to support the civic activities, which was defined as a responsibility of a municipality in the Sports Act. Since the municipalities' role is also to advocate those people who cannot themselves participate in decision-making, such as specialized groups, the city ensured their future services by agreeing to subsidize the activities or keeping them as free of charge. The creation of the concession contract was very complex and time consuming, but was considered as a good way how the city can still have a role in coordinating the sports club activities in Hippos. In addition, the city's strong role in subsidizing the sports clubs was recognized to be a sign of a steady commitment in the entire project from the private sector's point of view (Tyni 2018). This promise to support sports and physical activities will, of course, benefit the clubs and residents.

All in all, the Hippos2020 project has been so far a very unique way to execute the planning of a sports facility project, where there are three sectors involved in the same field. There have occurred some crucial phases, which indicate the uniqueness of the project and give us valuable information how the sports facility projects could be implemented also in the future. Figure 9 concludes and pictures the planning phase of the Hippos2020 project from 2014 until June 2018.

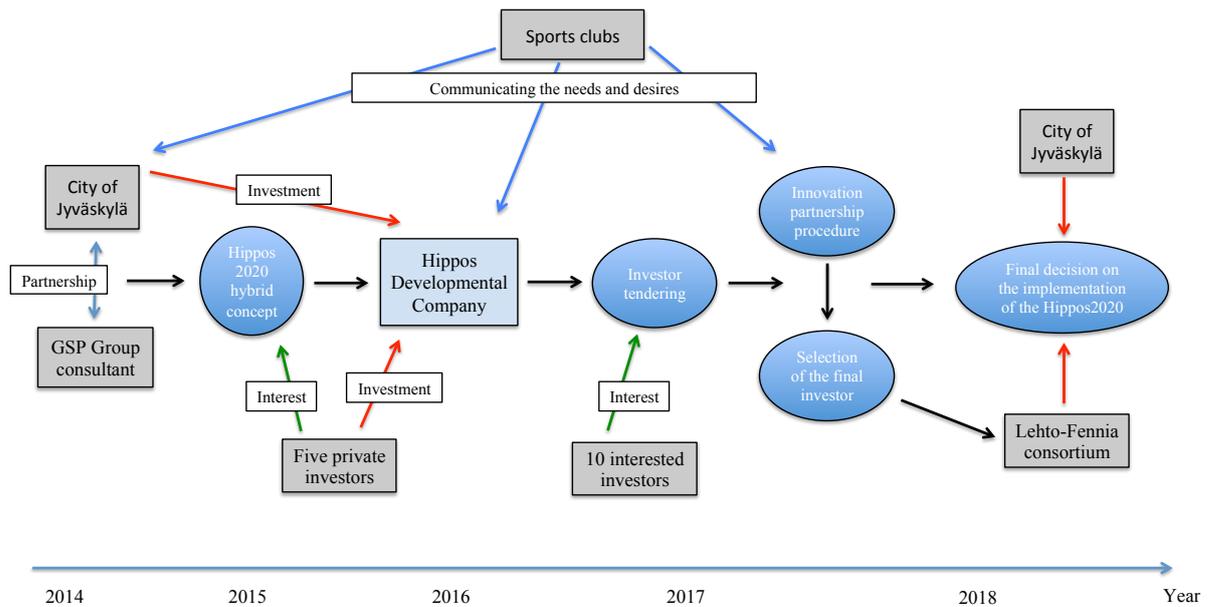


Figure 9. Planning phase of the Hippos2020 project.

The most essential phases in the planning process have been the starting of the project in 2014, the creation of the hybrid concept, the establishment of the Hippos Developmental Company, and the investor tendering through the innovation partnership procedure. In addition, the City Council’s affirmative decision in May 2018 confirmed the successful planning phase. Thus, it can be argued that this type of progress during the planning phase led the project to the implementation phase.

## 11 CONCLUSIONS

The main purpose of this study was to define the roles of public, private, and third sector in the planning phase of the Hippos2020 project, and moreover, examine the cross-sectoral collaboration within the project. The existing literature and previous studies show that sports facility planning and construction projects have been traditionally taken care of by the public sector. In Finland, the Act on promotion of sports and physical activity (390/2015) determines the construction and maintenance of sports facilities as responsibilities of municipalities. Thus, the majority of sports and physical activity facilities in Finland are owned by the public sector. However, due the increased demand for practicing spaces for sports, the private sector has found its market niche in sports service production. Nowadays, more and more sports facility projects are executed in cooperation with the public and private sectors. Nevertheless, despite their more productive way of producing sports services, these types of Public-Private Partnerships often ignore the needs of the customers.

The Hippos2020 project represents a new type of approach model, where the opinions of the customers are taken into consideration already in the planning phase. The application of the 4P model (Public-Private-People Partnership) introduced by Majamaa (2008) is used as a theoretical model in this study. The selection of that model was justified through an introduction of previous studies and models, and by explaining why the 4P model is better applicable for this study than the more traditional PPP model (Public-Private Partnership).

The results of this study showed that each sector had its own specialized role in the planning phase of the Hippos2020 project. The public sector was responsible for starting the entire developing process of the Hippos sports area. Moreover, it took the first step towards privatization by hiring a private consulting company GSP Group. The GSP was the first private actor in the Hippos2020 project and it later worked as a partnership coordinator between the city and the private investors. The contribution of 1.5M€ from the five private investors (Hippoksen Ystävät Oy) in 2016 can be seen as a turning point in the planning process. This contribution made it possible for the city to consider alternative options for tendering the final investors and, at the same time, develop the Hippos2020 hybrid concept even further. In addition to the involvement of public and private sectors, the third sector gave its contribution of special knowledge related to the practicing conditions.

The collaboration between the sectors emerged in various contexts and throughout the entire planning phase from 2014 until 2018. The most crucial culmination points of the collaboration were the hiring of the GSP consulting company, the establishment of the Hippos Developmental Company, the investor tendering, and the innovation partnership period. Even though the sectors agreed that a good general volition has guided their collaboration into right direction, the sectors may still have needed to adopt themselves into a new working culture. Understanding the other sectors' ways of working has prevented the sectors from accusing each other's. The commonly shared understanding and goals for the Hippos2020 project have helped the sectors to develop the plan towards an outcome that would satisfy all parties as well as possible. Even though there have occurred some disagreements and challenges during the whole planning process, the selected way of executing the planning phase of the Hippos2020 project was considered as a good solution. However, only the final decision on the implementation of the project in Autumn 2018 will tell whether this type of cross-sectoral collaboration method was successful or not.

This research process has been extremely interesting and provided valuable insights for the researcher. In the beginning of the research process, my personal opinion about the Hippos2020 project was very positive and optimistic. However, through the research process and especially through the data collection, several critical opinions have also developed. It is argued that Finnish adults are not enough physically active and that a majority of the physical activities take place in nature, not in built facilities. Thus, the construction of new sports facilities does not automatically increase the level of physical activity among adults, but other ways to get the inactive people to become physically active are needed. Creating demand with supply is an expensive way to increase the number of physically active people. Therefore, even though the Hippos2020 creates better opportunities to practice sports and be physically active, it does not directly increase the number of sports hobbyists. Also, we can ask whether the public sector provides evenhanded services for all municipal residents if it favors and supports (financially) more the built facilities, where most of the sports club activities are organized. Noticing the fact that majority of adults' physical activities take place in nature, one may interpret that public sector favors children's and youth's organized indoor activities more than adults' non-organized outdoor activities. These critical thoughts have taught me a lot during the research process and thus, have helped to better understand the wide concept of sports sociology.

## 11.1 Limitations of the study

Several limitations were noticed while completing this study. Firstly, since the entire Hippos2020 project is very broad, the definition and selection of the main research area was challenging. Because many issues related to the Hippos2020 project affect on each other, it was not unambiguous to determine what information should be included in this study and what not. Secondly, since the entire Hippos2020 project is an ongoing process and its implementation schedule has changed few times, it has been challenging to set the time frame for this Master's Thesis. The preliminary plan for completing this study was to conduct information until the end of year 2017 and thus, leave enough time for data analysis and interpretation of the results. However, due the timely changes of the Hippos2020 project, also the timetable for completing this study changed. It would have been idealistic to include the final decisions of the boards of Lehto and Fennia in this study, but due the upcoming graduation of the researcher, the deadline of submitting the Master's Thesis could not been delayed anymore. Hence, the time frame for this study had to be set so that it does not include the last phases of the planning of the Hippos2020 project.

The fact of limited working hours determined for this study also set one limitation on the implementation. Since the three sectors consist of many various actors, it was not possible to include them all in this study. Especially the third sector had to be interviewed on a very general level and thus, no specific sport discipline aspects were possible to examine. The selection of the interviewee of the third sector could have been done differently, but it would have then required more resources. The aim was to gain as inclusive understanding as possible so the Central Finland Sport Federation was a natural choice to represent all the sports clubs of Jyväskylä. Similarly, the representatives of public and private sectors could have been selected differently, but since the limited resources guided the decision, no additional interviews were conducted.

This study provides a broadly based insight into cross-sectoral collaboration in sports facility planning and construction with a specific focus on the Hippos2020 project in Jyväskylä, Finland. It is hoped that this study will facilitate the future projects by providing an approach model of a successfully handled sports facility project. Although the results of this type of qualitative study, with a specific focus on the Finnish sectors, may not be generalized

internationally, the results can still benefit the similar size or type of projects in Finland or Scandinavia. It is broadly discussed that the nature of constructing and maintaining sports services and facilities is changing so the Hippos2020 project and this study provide an alternative way how to produce the sports facility services in the future.

## **11.2 Suggestions for future research**

Due the fact the Hippos2020 project acts as a pioneer case for the cross-sectoral collaboration in this big context, more research is needed to confirm, for example, the applicability of the innovation partnership method. There do not exist any previous studies or examples that would have used the innovation partnership as a method for tendering a public procurement. Thus, the applicability of that method, the benefits and disadvantages of that method, and the success of that method could be more widely studied.

This type of big sports project has many impacts on various aspects, such as the residents, the environment, economy, and employment. Therefore, for example, the employment impacts of such a project could be studied in order to figure out how does the project affect on the society, employment rates, and eventually on the economy. Also, it is known that the new sports facilities attract users, visitors, and spectators relatively more during the first years after the opening, so the novelty impacts should be examined so that preparations can be considered beforehand against the unexpected decrease of interest. Also, it is extremely important to create a follow-up system that documents all the relevant material related to the project and monitors the proceeding of the project. This type of system will also help the planning of future projects.

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## **INTERVIEWS**

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## APPENDICES

### Appendix 1. Consent form in Finnish

#### Suostumuslomake haastatteluun osallistujalle

Jyväskylän yliopisto  
Liikuntatieteellinen tiedekunta  
Pro Gradu –tutkielma  
Ohjaaja: Anna-Katriina Salmikangas  
Tutkija: Noora Ruuskanen

#### Sektoreiden välinen yhteistyö Hippos2020-hankkeessa (The cooperation between different sectors in the Hippos2020 –project)

Tutkimuksessa selvitetään julkisen, yksityisen ja kolmannen sektorin rooleja sekä niiden välistä yhteistyötä Hippos2020 –hankkeen suunnitteluvaiheessa.

#### Osallistujan suostumus

Tutkimukseen osallistuminen on täysin vapaaehtoista. Osallistujalla on koko haastattelun ajan oikeus keskeyttää haastattelutilanne tai jättää vastaamatta kysymyksiin ilman seuraamuksia. Haastatteluun osallistuva saa itse päättää käytetäänkö tutkimuksen tuloksia raportoidessa hänen nimeään tai muita tunnistettavia tietoja. Haastattelu nauhoitetaan tiedon myöhempää analysointia varten, joten osallistuja antaa samalla suostumuksensa nauhoituksen toteuttamiseen.

Haastatteluaineistoa käsitellään täysin luottamuksellisesti ja ainoastaan tutkijalla on pääsy siihen. Tutkimuksen jälkeen kaikki haastattelumateriaali tuhoetaan asianmukaisesti. Haastatteluun osallistujalla on oikeus pyytää lisätietoja tutkimuksesta kaikissa sen vaiheissa.

#### Suostun osallistumaan tutkimukseen:

\_\_\_\_\_

Paikka ja aika

\_\_\_\_\_

Osallistujan allekirjoitus ja nimenselvennys

Nimeäni saa käyttää tutkimuksessa

#### Suostumuksen vastaanottaja:

\_\_\_\_\_

Paikka ja aika

\_\_\_\_\_

Tutkijan allekirjoitus ja nimenselvennys

## Appendix 2. Consent form in English

### Consent form for an interviewee

University of Jyväskylä  
Faculty of Sport and Health Sciences  
Master's Thesis –study  
Supervisor: Anna-Katriina Salmikangas  
Researcher: Noora Ruuskanen

### The cooperation between different sectors in the Hippos2020 –project

The study examines the roles of public, private and third sectors, as well as the cooperation between them in the planning phase of the Hippos2020 –project.

### Approval of the participant

Participating in the study is completely voluntary. The participant has a right to quit the interview at any point or leave questions unanswered without consequences. The participant can decide him/herself whether his/her name or other identifiable information is used while reporting the results of the study. The interview will be recorded for a later analysis so the participant also approves the recording.

The interview material is handled in complete confidentiality and only the researcher has access to it. After the study, all interview material will be destroyed properly. The participant is entitled to request further information on the research at all stages.

### I agree to participate in the study:

\_\_\_\_\_  
Place and date

\_\_\_\_\_  
Participant's signature and print name

My name can be used in the study

### Receiver of the consent:

\_\_\_\_\_  
Place and date

\_\_\_\_\_  
Researcher's signature and print name

### Appendix 3. Interview framework for public sector / Sports Services

**Haastattelurunko**  
[Interview framework]

**Julkinen sektori / Liikuntapalvelut**  
[Public sector / Sports Services]

1. Voisitko kertoa, mitä ovat kaupungin liikuntapalvelut ja mitä ne pitävät sisällään?  
[Could you tell me what are the city's Sports Services and what do they include?]
  - a. Mikä on kaupungin näkemys siitä, kuka liikuntapalveluita pääasiassa tulevaisuudessa tarjoaa?  
[What is the city's opinion about who mainly offers the sports services in the future?]
  - b. Miten kaupunki aikoo huolehtia liikuntalain asettamista kunnan vastuista?  
[How the city is going to take care of the municipal responsibilities set by the Sports Act?]
2. Voisitko kuvailla omin sanoin, mikä on Hippos2020-hanke?  
[Could you describe, in your own words, what is the Hippos2020 –project?]
3. Mikä Hippoksen alueen rooli on kaupungin liikuntapalveluissa?  
[What is the role of the Hippos area in the city's sports services?]
  - a. Kuinka paljon liikuntapalvelut tulee investoimaan Hippoksen alueeseen tulevaisuudessa ja mitä nämä investoinnit pitävät sisällään?  
[How much the sports services will invest in the Hippos area in the future and what do these investments include?]
  - b. Mitä vaikutuksia Hippos2020-hankeella on kaupungin muihin liikuntapalveluihin? Esim. ”reuna-alueiden” liikuntapalvelutarjontaan?  
[What impacts the Hippos2020 –project has on the city's other sports services? I.e. ”peripheries” supply of sports services?]
4. Millainen yhteys liikunta- ja urheiluseuroilla sekä kaupungin liikuntapalveluilla on keskenään?  
[What kind of connection there is between the sports clubs and the city's sports services?]
  - a. Miten liikunnan ja urheilun harrastamisen tarpeet ovat muuttuneet?  
[How the needs of practicing sports have changed?]
  - b. Onko fokus enemmän liikunnan harrastamisessa vai kilpaurheilussa?  
[Is the focus more on recreational sports or elite sports?]
  - c. Tukeeko kaupunki joitakin seuroja tai lajeja (taloudellisesti) enemmän kuin toisia? Tuleeko tämä muuttumaan Hippos2020-hankkeen myötä?  
[Does the city support (financially) some sports clubs or disciplines more than the others? Will this change due the Hippos2020 –project?]

- d. Miten ja mistä kaupunki tarjoaa korvaavat tilat seuroille rakentamisen ajaksi?  
[How and from where does the city provide the substitute spaces for the clubs during the construction?]
5. Mitä liikuntapalvelut tarjoaa tällä hetkellä kuntalaisille Hippoksen alueella?  
[What do the sports services offer for the residents in the Hippos area nowadays?]
- a. Mitä Hippos2020-hanke tarjoaa kuntalaisille? Mitä muutoksia tapahtuu nykytilaan verrattuna?  
[What does the Hippos2020 –project offer for the residents? What will change compared to the current situation?]
  - b. Miten kaupunki varmistaa kaikkien kuntalaisten tasapuoliset mahdollisuudet liikunnan ja urheilun harrastamiseen uudella Hippoksen alueella? Miten eri käyttäjäryhmät (esim. lapset, vanhukset ja erityisryhmä) on huomioitu?  
[How the city ensures the equal opportunities of all residents to practice sports in the new Hippos? How the various user groups (i.e. children, elderly people, adapted groups) have been taken into consideration?]
  - c. Miten kuntalaiset otettu mukaan päätöksentekoon?  
[How the residents have been included in the decision-making?]
6. Mitkä ovat Hippos2020-hankkeen suurimmat hyödyt?  
[What are the biggest benefits of the Hippos2020 –project?]
7. Mitkä ovat Hippos2020-hankkeen suurimmat haasteet ja uhat?  
[What are the main challenges and threats of the Hippos2020 –project?]
8. Haluaisitko vielä lisätä jotain? Jäikö jokin oleellinen asia/teema käsittelemättä?  
[Would you like to add something? Is there some essential thing/theme that was left unhandled?]

## Appendix 4. Interview framework for public sector / Business Development

**Haastattelurunko**  
[Interview framework]

**Julkinen sektori / Elinkeinoyksikkö**  
[Public sector / Business Development]

1. Voisitko omin sanoin kuvailla mikä on Hippos2020 –hanke?  
[Could you describe, in your own words, what is the Hippos2020 –project?]
2. Miksi Jyväskylän kaupunki haluaa olla mukana Hippos2020-hankkeessa?  
[Why does the City of Jyväskylä want to be involved in the Hippos2020 –project?]
3. Mikä on ollut kaupungin rooli ja merkitys hankkeen eri vaiheissa?  
[What has been the role and significance of the city during the different phases of the project?]
  - a. esiselvitys (2014)  
[preliminary study]
  - b. hankesuunnittelu ja kaavoitus (2015-2017)  
[project planning and zoning]
  - c. suunnittelu ja rakentaminen (2017-2020)  
[planning and construction]
  - d. toiminta (2020-)  
[operations]
  - e. Mikä on kaupungin rooli uudessa perustettavassa management-yhtiössä?  
[What will be the city's role in the new management company?]
  - f. Mistä muista Hippos2020-hankkeeseen liittyvistä/vaikuttavista asioista kaupunki on vastuussa? Esim. viher- ja liikennesuunnittelu? Miten?  
[What other things related to the Hippos2020 –project the city is responsible for? i.e. green and traffic planning? How?]
4. Millaista yhteistyö eri sidosryhmien ja sektoreiden kanssa on ollut?  
[What kind of cooperation has been with different stakeholders and sectors?]
  - a. Mitkä ovat olleet suurimmat onnistumiset?  
[What has been the greatest successes?]
  - b. Entä suurimmat haasteet / kompastuskivet?  
[What about the biggest challenges / stumbling blocks?]

5. Miten Hippoksen alueen kehitys on edennyt kaupungin näkökulmasta?  
[How the development of the Hippos area has proceeded from the city's point of view?]
  - a. Miksi hanke on viivästynyt / päätöksentekopäivämäärä esim. kaupunginvaltuustossa on siirtynyt noin puolella vuodella?  
[Why is the project delayed / the decision date in the City Council has moved approximately half a year?]
6. Mitkä ovat Hippos2020 –hankkeen suurimmat hyödyt ja mahdollisuudet?  
[What are the biggest benefits and opportunities of the Hippos2020 –project?]
7. Mitkä ovat hankkeen suurimmat haasteet / uhat?  
[What are the biggest challenges / threats?]
8. Jyväskylän kaupunki on asettanut yhdeksi kaupunkistrategiakseen olla liikuntapääkaupunki Suomessa. Mitä vaikutuksia Hippos2020 –hankkeella on tähän strategiaan?  
[The City of Jyväskylä has set one of its goals to be the capital of sports and physical activity in Finland. What kinds of impacts the Hippos2020 –project has on this strategy?]
9. Onko olemassa vaihtoehtoisia ratkaisua Hippoksen alueen kehittämiseksi jos kaupunginvaltuusto antaa kielteisen päätöksen?  
[Is there an alternative solution for developing the Hippos area if the City Council gives negative decision?]
10. Haluaisitko vielä lisätä jotain? Jäikö jokin oleellinen asia/teema käsittelemättä?  
[Would you like to add something? Was there some essential thing/theme that was left unhandled?]

## Appendix 5. Interview framework for private sector / GSP Group consulting company

### Haastattelurunko

[Interview framework]

### Yksityinen sektori / GSP Group –konsulttiyhtiö

[Private sector / GSP Group –consulting company]

1. Miten ja milloin GSP lähti mukaan Hippos2020 –hankkeeseen?  
[How and when did the GSP join the Hippos2020 –project?]
2. Miksi GSP haluaa olla mukana hankkeessa?  
[Why does the GSP want to be involved in the project?]
3. Mikä on ollut GSP:n rooli hankkeen eri vaiheissa tähän saakka? Esim. liiketoimintasuunnitelman laatiminen, kustannuslaskelmat?  
[What has been the role of GSP at the different phases of the project so far? I.e. preparation of a business plan, calculation of costs?]
4. Miten hanke on edennyt kiinteistökehityksen näkökulmasta?  
[How has the project proceeded from the real estate development point of view?]
  - a. Onko matkalla ollut esim. suuria haasteita?  
[Have there been, for example, any major challenges?]
5. Mikä tulee olemaan GSP:n rooli Hippos2020 –hankkeessa tulevaisuudessa?  
[What will be the role of GSP in the Hippos2020 –project in the future?]
6. Keiden kaikkien sidosryhmien kanssa GSP on ollut tekemisissä? Esim. kaupunki, urheiluseurat, Hippoksen Kehitys Oy jne.  
[With who stakeholders the GSP has been in touch with? I.e. the city, sports clubs, Hippos Developmental Company etc.]
  - a. Miten yhteistyö on sujunut?  
[How has the cooperation been?]
7. Mitkä ovat suurimmat Hippos2020 –hankkeesta saatavat hyödyt?  
[What are the biggest benefits of the Hippos2020 –project?]
8. Entä mitkä ovat suurimmat haasteet/uhat?  
[What about the main challenges/threats?]
9. Haluaisitko vielä lisätä jotain? Jäikö jokin oleellinen asia/teema käsittelemättä?  
[Would you like to add something? Is there some essential thing/theme that was left unhandled?]

## Appendix 6. Interview framework for private sector / Hippos Developmental Company

**Haastattelurunko**  
[Interview framework]

**Yksityinen sektori / Hippoksen Kehitys Oy**  
[Private sector / Hippos Developmental Company]

1. Voisitko lyhyesti kertoa kuka olet ja mikä on roolisi Jyväskylän Hippoksen Kehitys Oy:ssä?  
[Could you briefly tell who you are and what is your role in the Hippos Developmental Company?]
  - a. Milloin ja miten lähdit mukaan?  
[When and how did you get involved?]
  - b. Miksi?  
[Why?]
2. Voisitko omin sanoin kuvailla, mikä on Hippos2020 –hanke?  
[Could you describe, in your own words, what is the Hippos2020 –project?]
3. Osaatko kertoa tarkemmin Jyväskylän Hippoksen Ystävät Oy:stä?  
[Can you tell more in detail about the Hippoksen Ystävät ltd. (private investors)?]
  - a. Omistajat?  
[Owners?]
  - b. Miksi haluavat olla mukana?  
[Why do they want to be involved?]
  - c. Miten päätyivät yhteen?  
[How did they end up working together?]
4. Miten ja miksi Jyväskylän Hippoksen Kehitys Oy on perustettu?  
[How and why is the Hippos Developmental Company established?]
5. Mikä on ollut kehitysyhtiön rooli hankkeen eri vaiheissa?  
[What has been the role of the developmental company at different stages of the project?]
  - a. Mitä kehitysyhtiölle tapahtuu hankesuunnittelu- ja kaavoitusvaiheen jälkeen (2015-2017)?  
[What will happen to the developmental company after the project planning and zoning phase (2015-2017)?]
  - b. Onko kehitysyhtiö mukana suunnittelu- ja rakennusvaiheessa? Miten?  
[Will the developmental company be involved in the planning and construction phase? How?]

6. Mitkä ovat kehitysyhtiö –mallin hyödyt?  
[What are the benefits of the developmental company –model?]
7. Entä kehitysyhtiö –mallin riskit/haitat?  
[What about the risks/disadvantages of the developmental company –model?]
8. Keiden kaikkien sidosryhmien kanssa kehitysyhtiö on ollut tekemisissä?  
[With who stakeholders has the developmental company been in touch?]
  - a. Millaista yhteistyö on ollut erityisesti kaupungin ja kolmannen sektorin kanssa?  
[What kind of cooperation there has been especially with the city and the third sector?]
  - b. Yhteistyön onnistumiset/haasteet?  
[Successes/challenges of the cooperation?]
9. Mitkä ovat hankkeen suurimmat hyödyt ja mahdollisuudet?  
[What are the biggest benefits and opportunities of the project?]
  - a. Ketkä ovat Hippoksen pääkäyttäjiä tulevaisuudessa?  
[Who are the main users of Hippos in the future?]
  - b. Millaisia kaupallisia mahdollisuuksia Hippoksella on tulevaisuudessa, esim. tapahtumat?  
[What kinds of commercial opportunities does Hippos have in the future, i.e. events?]
10. Mitkä ovat hankkeen suurimmat haasteet/uhat?  
[What are the main challenges/threats of the project?]
  - a. Ovatko jotkin lajit/seurat ”tärkeämpiä” kuin toiset?  
[Are some sport disciplines/clubs more ”important” than the others?]
11. Miten hanke on edennyt kehitysyhtiön näkökulmasta?  
[How has the project proceeded from the developmental company’s point of view?]
  - a. Mikä on suurin syy sille, että hankkeesta päättämisen ajankohta kaupungin päässä on siirtynyt?  
[What is the main reason for that the decision-making date of the city has moved forward?]
12. Haluaisitko vielä lisätä jotain? Jäikö jokin oleellinen asia/teema käsittelemättä?  
[Would you like to add something? Is there some essential thing/theme that was left unhandled?]

## Appendix 7. Interview framework for third sector / Central Finland Sport Federation

**Haastattelurunko**  
[Interview framework]

**Kolmas sektori / Keski-Suomen Liikunta ry**  
[Third sector / Central Finland Sport Federation]

1. Voisitko lyhyesti kertoa omasta työnkuvasta ja kolmannesta sektorista eli seuroista ja lajiliitoista?  
[Could you briefly tell about your job and about the third sector, that is, the sports clubs and organizations?]
  - a. Miten toiminta on organisoitu Jyväskylässä?  
[How the activities are organized in Jyväskylä?]
  - b. Ketkä ovat keskeisimmät kolmannen sektorin toimijat Hippoksen alueella (seurat & lajit)?  
[Who are the most central actors of the third sector in the Hippos area (clubs and disciplines)?]
2. Miten liikunnan ja urheilun harrastamisen tarpeet ovat muuttuneet viime vuosina?  
[How the needs of practicing physical activity and sports have changed during the past years?]
  - a. Vastaavatko nykyiset Hippoksen tilat seurojen ja lajiliittojen tarpeita?  
[Do the current Hippos facilities meet the needs of sports clubs and organizations?]
  - b. Mitä hyvää / mitä puutteita?  
[What is good / what is missing?]
3. Millainen yhteys kolmannella sektorilla on Jyväskylän kaupungin ja erityisesti liikuntapalveluiden kanssa?  
[What kind of connection the third sector has with the City of Jyväskylä and especially with its Sports Services?]
  - a. Tuetaanko esim. joitain seuroja tai lajeja enemmän kuin toisia?  
[Are some clubs or disciplines, for example, supported more than the others?]
  - b. Onko fokus enemmän liikunnan harrastamisessa vai kilpaurheilussa?  
[Is the focus more on recreational sports or elite sports?]
  - c. Millaista yhteistyötä on ollut tähän asti (ennen hanketta)?  
[What kind of cooperation it has been so far (before the project)?]
4. Millaista yhteistyötä kolmas sektori on tehnyt yksityisen sektorin kanssa tähän asti?  
[What kind of cooperation the third sector has done with the private sector so far?]
  - a. Onko palveluita (esim. tiloja) vuokrattu yksityisiltä yrityksiltä?  
[Are services (i.e. facilities) being rent from the private companies?]

5. Voisitko kertoa omin sanoin mikä on Hippos2020-hanke?  
[Could you tell, in your own words, what is the Hippos2020 –project?]
  - a. Mitä mahdollisuuksia uusi Hippos tarjoaa kolmannelle sektorille?  
[What opportunities does the new Hippos provide to the third sector?]
  - b. Mitä haasteita ja uhkia Hippos2020 –hanke aiheuttaa kolmannelle sektorille?  
[What challenges and threats the Hippos2020 –project cause to the third sector?]
  
6. Yhteistyö  
[Cooperation]
  - a. Miksi kolmas sektori haluaa olla mukana Hippos2020-hankkeessa?  
[Why does the third sector want to be involved in the Hippos2020 –project?]
  - b. Mikä on ollut kolmannen sektorin rooli Hippos2020 –hankkeen (suunnittelun) eri vaiheissa?  
[What has been the role of the third sector during the different (planning) phases of the Hippos2020 –project?]
  - c. Millaista yhteistyö on ollut?  
[How has the cooperation been?]
  - d. Miten hanke on edennyt kolmannen sektorin näkökulmasta?  
[How has the project proceeded from the third sector’s point of view?]
  
7. Haluaisitko vielä lisätä jotain? Jäikö jokin oleellinen asia/teema käsittelemättä?  
[Would you like do add something? Was there some essential thing/theme that was left unhandled?]