

SPORT DEVELOPMENT PROGRAMME 2020

SUMMARY

INTRODUCTION

The Sport Development Programme 2020 (hereinafter: the SDP 2020) is the first strategic document related to sport and compliant with the requirements of the new system of strategic management laid down in the Act on the principles of development policy¹. The SDP 2020 is a medium-term strategy document setting out the intervention objectives, priorities and directions. The document will replace the *Strategy of sport development in Poland until 2015*. Its evaluation conclusions have been used in the process of drawing up the SDP 2020.

In accordance with the adopted system of strategic documents in Poland, the implementation of the medium-term National Development Strategy 2020 is supported by sectoral documents: nine so-called integrated strategies. The integrated strategies are accompanied by more specific sectoral documents - development programmes.

The highest-level strategic documents contain provisions relating directly to the area of sport which is understood as a tool to be used in the context of building human and social capital. The applicable strategic documents, as well as EU horizontal guidelines, refer to increasing the level of physical activity of the society, understood as an important factor determining man's proper psychological and physical development. The key assumptions of the said documents point inter alia to:

- the need to increase physical activity of the society;
- the health-improving and pro-societal dimension of physical activity;
- the need to develop the habit of physical activity among children and youth;
- the role of sport in the process of social inclusion and building social capital;
- the need to improve the availability of sports infrastructure;
- the development of social competencies through sport-related activity (also of organizational nature).

The thematic area of sport and physical activity is most broadly reflected in two integrated strategies: the Human Capital Development Strategy 2020 (hereinafter: HCDS) and the Social Capital Development Strategy 2020.

When planning the SDP 2020 intervention scheme directions, the objective was to ensure the document's maximum compatibility with the applicable national strategic documents, the EU guidelines relating to sport and physical activity, and the Partnership Agreement regulating the scope of support from EU funds in the 2014-2020 financial perspective. As a result of this approach, account has been taken of the multidimensional nature of sport and physical activity. The document provides for measures whose implementation will require cooperation with entities external to the

¹ *The Act on the principles of development policy* of 6 December 2006 (Dz. U. [Journal of Laws] no. 227, item 1658, as amended)

minister responsible for physical culture. The proposed measures are also based on the conclusions of a diagnosis carried out based on representative, regular and largely internationally comparable statistical surveys.

This document adopts a new approach to sport which is understood as an important area of public policy. Therefore, the SDP 2020 presents sport in the context of other policies, in particular towards health, education, transport, tourism, spatial development, as well as the labour market and social policy, with particular emphasis on sport's potential for building social capital. Strong emphasis is also placed on the introduction to sport of the strategic management principles applied in other public policy areas. Given the multidimensionality of issues tackled in the SDP 2020, the effective implementation of the document requires integrated intersectoral action and cooperation between the national government, regional and local governments, as well as non-governmental organizations.

It should be emphasized that such an approach to sport makes intervention in this area economically balanced, too. Investment in sport should be treated primarily as promoting a healthy lifestyle, which also encourages positive social attitudes. The development of health-enhancing physical activity reduces healthcare and social insurance costs, and has a positive impact on employees e.g. by reducing absenteeism from work and increasing their efficiency and creativity. In addition, sport has an educational dimension, in particular in relation to children and teenagers. Nor should the role of sport as an important sector of the economy be underestimated because it creates demand for sport-related products and services (e.g. clothing apparel, tourist services) and encourages innovation. According to the adopted approach wherein the public interest is the overriding objective, the allocation of public funds to high-performance sport is justified by its role in the promotion of physical activity or the international promotion of Poland.

Sport is an important area of public policy, reaching far beyond the sector itself. This document attempts to join the intervention in the field of high-performance sport with measures for the promotion of physical activity. It should be emphasized that physical activity is a broader concept than sport. It covers not only high-performance and recreational sport, but also other activities such as dancing, household work or gardening. Physical inactivity clearly leads to adverse health effects. According to the World Health Organization (WHO), it causes heart diseases, diabetes, cancer, as well as contributes to being overweight and obesity. As a consequence, it causes premature loss of mobility and increases the risk of death due to civilization diseases. Therefore, the WHO carries out a number of measures to promote the concept of health-enhancing physical activity (HEPA). It takes into account as many aspects of promoting physical activity as possible, including through actions in the areas of transport, public space development or behaviour modelling at school and at work. Every effort has been made to make the PSD 2020 a national document promoting health-enhancing physical activity, in line with the direction indicated in the *WHO European Region Physical Activity Strategy*².

² The World Health Organization, WHO, draft *WHO European Region Physical Activity Strategy 2016-2025* [April 2015]

DIAGNOSIS

Main assumptions regarding the **practice of physical activity** in Poland:

- Over fifty percent of Poles do not practice any physical activity. Compared to other European Union countries, few people in Poland declare they practice non-sporting physical activity, also that related to travelling (commuting).
- Poles usually undertake physical activity occasionally or on weekends; they rarely practice physical activity on regular basis. Poles rarely use the offers of sports clubs or private providers, although in the latter case the trend is increasing.
- The integrating role of sport in Poland is underemphasized. Physical exercise is practiced primarily at or close to home, in non-organized forms, most often on one's own. Poles rarely indicate spending time in a group as a motivation to practice sport.
- A lower degree of physical activity is recorded among residents of rural areas, persons with disabilities, unemployed persons, persons with basic-level education and women. However, it should be remembered that in some cases, those persons' lower physical activity in leisure time is closely linked to the fact that they perform work which requires physical effort (e.g. work in the agricultural sector), or to the socio-demographic position of a given group (a greater proportion of senior persons in rural areas).
- In recent years, the availability of sports offers close to home, and the activity of local authorities and organizations in this field, were perceived as significantly better. However, the assessment of offers of local sports organizations and sports clubs is still lower than the average assessment in the European Union. Notably, the lack of organized activities is often indicated as the reason for non-participation in sport among school children.
- The most frequently indicated obstacle to practicing sport or recreation is a lack of time. In this regard, particular attention should be paid to persons aged 20-49: over fifty percent of this group indicate the lack of time as the main reason for their physical inactivity. Therefore, this group is often characterized by a sedentary lifestyle.
- The most popular sports and leisure activities are cycling and swimming. Further, men prefer team sports while women prefer individual sports that improve fitness level and body shape (aerobics, fitness exercises, jogging and dancing).
- There is an increased prevalence of obesity and overweight problems in all age groups. Physical activity practiced regularly for a sufficient time is, apart from a healthy diet, a factor that prevents being overweight or being obese.

Main assumptions regarding **physical activity of children and youth** in Poland:

- The vast majority of children and youth do not meet the WHO recommendations on the minimum amount of physical activity required for appropriate physical and psychological development. The share of young people undertaking physical activity in the recommended amounts decreases with age, and is significantly lower among girls.
- A particularly low percentage of children and youth meet the recommendations relating to intense physical activity. Approximately 20% of children and youth do not take part regularly in physical education classes (the share of those non-attending increases with age, and is

higher among girls). A large number of pupils and students consider PE classes boring and unattractive.

- A dramatic decrease in the level of physical activity is observed among girls in lower secondary schools. That age group is characterized by paying particular attention to the acceptance of the peer group. However, sport and physical activity are not perceived as indicators of attractiveness³. There is also a negative tendency among peers to critically evaluate the appearance and the fitness condition of adolescent girls.
- Of key importance for developing the habit of physical activity among children and youth is the support of the family (emotional support, joint exercise and developing positive habits).
- In connection with the expansion of electronic entertainment forcing a sedentary lifestyle, special attention should be paid to increasing the attractiveness of sports activities in order to encourage children and youth to become more physically active.

Main assumptions regarding the **organizational structure of sport** in Poland:

- In comparison to selected European countries, in Poland the number of sports clubs and their members is significantly lower.
- Poland, as many other countries, is experiencing a dynamic development of mass-participation sports events, both in terms of the number of events and the number of their participants. This applies primarily to sports that can be practiced in the public space, often in natural or recreational areas. They include, in particular, athletics (street runs and cross-country runs), cycling, triathlon, cross country skiing and orienteering events (orienteering sports and adventure racing).
- The development of mass-participation sports events often takes place without the involvement of Polish sport associations. The growing popularity of such events does not translate into the number of athletes who train in sports clubs taking part in competitions organized by Polish sports associations, or into better sports results.
- In Poland, the phenomenon of sports volunteering is not yet developed on a large scale, and the percentage of persons involved in organizations operating in the field of sport and recreation is still very low.

Main assumptions regarding the **state of sports and recreation infrastructure** in Poland:

- The availability of sports and recreation infrastructure in Poland has improved significantly in recent years. Survey data confirm an increase in the perception of the immediate neighbourhood as offering many options of physical activity, although still less than the EU average.
- About 75% of schools have access to a gym; a similar percentage have access to a sports ground. The percentage of schools with access to a gym is growing (at a faster pace in rural areas). The percentage of schools with access to a sports ground is increasing in rural areas but decreasing in cities.

³ The Social Challenges Unit, the Institute for Social Studies, University of Warsaw, *Bez(powrotnie) utracona aktywność. A report on the survey on physical activity of lower secondary school students*, Warsaw, 2014; the report developed for the foundation LOTTO Milion Marzeń and the Ministry of Sport and Tourism.

- The number of sports halls and gyms relative to population size is similar in both types of areas. However, taking into account only the most functional facilities with dimensions of 24x12 m and larger, rural areas are better equipped than urban ones. The accessibility of full-size sports halls and gyms is inversely proportional to city size.
- In rural areas, there is also a greater availability (measured by the proportion of the population to the number of facilities) of football grounds and small game grounds (for basketball, volleyball and handball). The situation is opposite as regards tennis courts and swimming pools.
- Compared to other EU countries, in Poland there is a lower availability of indoor swimming pools and tennis courts but a greater availability of football pitches and small game grounds.
- Poland has few cycle lanes. In relation to the area of the country, the length of cycle lanes in Poland is over 40 times smaller than in the Netherlands.
- Despite the increase in the length and diversity of tourist routes in Poland, it is necessary to take measures towards their better maintenance and extension. This, combined with ensuring the necessary supporting infrastructure, should increase their attractiveness and contribute to a greater use of the active tourism potential in promoting physical activity.
- The state of infrastructure adjusted to holding major sporting events in Poland is satisfactory. The existing facilities make it possible to apply for the holding of major international sporting events in most summer Olympic sports.

Main assumptions regarding **high-performance sport** in Poland:

- Polish high-performance sport lacks sufficient tools to precisely determine the range of practice. It is not possible to clearly indicate the number of athletes practicing individual sports; this significantly reduces the possibilities of their strategic management and of conducting evidence-based policy in the area of high-performance sport.
- Undoubtedly, the most popular sport in Poland is football. Other team sports, as well as martial arts, also enjoy relatively high popularity. The national associations of sports that do not require intense physical activity (e.g. fishing, sports bridge, and chess) have relatively large numbers of members, too. Many Polish sports associations have less than one thousand athletes practicing their respective sports; this applies to almost all winter sports.
- High-performance sport in Poland is based primarily on competitions held in youth age categories⁴. Senior age categories make up merely about 35% of the athletes participating in sporting competitions.
- Poland has a relatively stable situation in terms of its achievements in Summer Olympics. It is ranked in places 20-30 in medal counts, and wins about 10 medals in every edition of the Games. In recent years, Poland won most medals in track and field sports (mainly throwing sports), canoeing, rowing and weightlifting. The rate of the Polish representation's success in sports achievements in Summer Olympics is gradually decreasing.
- Polish athletes are successful in sports (and individual events) that are less popular, practiced by small numbers of athletes, and often impossible to be practiced in the framework of sport for all (e.g. ski jumping, hammer throw, pole vault).

⁴ Taken collectively as all age categories below the "senior" category

- The Polish national team's results in Winter Olympics are gradually improving; the rate of success in sports achievements is increasing. In recent years, the Polish national team won the most medals in cross-country skiing, ski jumping and speed skating.
- Attention should be paid to the achievements of the Polish female and male teams in international-level and club-level competitions in team sports, in particular volleyball and handball, and to the growing achievements of Poland's best athletes in cycling and tennis.
- The size of state budget allocations to individual Polish sports associations depends on the so-called *history criterion* that reflects the historical potential of the respective associations in the field of sports and organizational achievements. It is also largely dependent on the sports results achieved in recent years and on the number of medals that can potentially be won in a given sport in the Olympic Games. Given that results in individual sports are largely dependent on their funding, the currently used algorithm provides no possibility of reversing the current trend and increasing the achievement potential in sports that have recently been unsuccessful.
- When allocating funds to Polish sports associations, numerous important issues are currently disregarded, e.g. the quality of management of a given sport association, its operations' transparency and the number of athletes practicing the sport in question. The issues such as the sport's popularity, health-enhancing character and the possibility of its use for promoting physical activity for all are also overlooked.
- The financial algorithm does not take into account the "range" of individual sports – their popularity in the media and the number of countries taking part in relevant sporting competitions. This may result in the promotion of those sports in which success is relatively easy to achieve due to a small number of countries participating in the competitions.
- The system of youth sport funding is ineffective with regard to preparing young athletes for achieving success in the senior categories. Therefore, the achievement of success in youth categories most often becomes a goal in itself, given the direct financial benefits.
- Some of the sports associations in Poland have problems with timely reporting and with complying with the applicable provisions of the common law and internal regulations. Moreover, many of those entities are financially dependent on public budgets and are unable to raise their own funds.

OBJECTIVES

Vision: Active and healthy society

The vision to be achieved through strategic actions in the field of sport is a society with a well-developed habit of practicing physical activity with sufficient frequency and intensity to enjoy a healthy and longer life. Such a vision will also reduce the social costs related to the consequences of an unhealthy lifestyle.

Main objective: to create conditions for the development of sport and to promote health-enhancing physical activity

The main objective provided for in the document is to create conditions that will enable progress towards the presented vision i.e. towards the ideal situation of society being active and healthy. The main objective involves two key components: ensuring the conditions for the development of physical activity (sports infrastructure and offers, as well as appropriate organizational structures), and promoting a healthy and active lifestyle. The main objective will be achieved through specific objectives.

Specific objectives:

1. Ensuring appropriate conditions and offers for practicing physical activity at each stage of life,
2. Using the potential of sport to build social capital,
3. Improving the organizational and legislative conditions for the development of sport, and increasing the availability of qualified human resources,
4. Using the potential of competitive sport for popularizing physical activity and for promoting Poland internationally.

SPECIFIC OBJECTIVE 1. ENSURING APPROPRIATE CONDITIONS AND OFFERS FOR PRACTICING PHYSICAL ACTIVITY AT EACH STAGE OF LIFE

The specific objective 1 covers activities related to ensuring the conditions for practicing physical activity by the whole society. According to the system adopted in the Human Capital Development Strategy 2020, the activities are assigned to different stages of human life: childhood and adolescence (sport and physical activity at school), adult age (physical activity/sports career combined with professional work and family life), and elderly age (physical activity as a form of extending social activity). At each stage, there are activities planned in the fields of ensuring the necessary infrastructure and sports offer, as well as promoting physical activity.

An important component of this objective is the issue of developing public space conducive to undertaking physical activity. According to the surveys referred to in the diagnosis, Poles most often practice sport in a non-organized manner, in public spaces (e.g. parks). In addition, compared to other European Union countries, few people in Poland declare they practice non-sporting physical activity, also that related to travelling. Creating the conditions for “transport-related” physical activity can significantly contribute to a healthier and more active lifestyle, despite the diagnosed

lack of time. In addition, the issues of revitalization and reclamation of degraded land and its allocation to recreational functions, as well as low-carbon urban transport, including walking and cycling, are directly indicated as investment priorities in the EU 2014-2020 financial perspective. This enables the implementation of such investments with the support of EU funding.

The specific objective 1 corresponds to the measures of the European Commission and the World Health Organization, which place emphasis on the promotion of health-enhancing physical activity - HEPA. So understood, physical activity is presented in a very broad context – not only as a factor contributing to longer and healthier life, but also as a right and privilege of every human being, and a tool for proper psychological and social development. Accordingly, the activities related to the promotion of health-enhancing physical activity go beyond the strictly understood area of sport and relate, in particular, to ensuring a favourable environment for remaining active at every stage of life and in every social role. Measures promoting physical activity must therefore be included in several sectoral policies - not only in the fields of sport and health, but also in the social, transport, planning (urban) and environmental policies. In addition, it would be advisable, in line with the direction indicated in the draft European Strategy for Physical Activity WHO⁵, to locate, in the government administration structures, a the national body coordinating all multi-sectoral measures relating to the promotion of health-enhancing physical activity.

SPECIFIC OBJECTIVE 2. USING THE POTENTIAL OF SPORT TO BUILD SOCIAL CAPITAL

The specific objective 2 is related to the social dimension of sport, which fosters the building of social capital. Measures implemented within this objective will consist, on the one hand, of supporting social activity in the field of sport (sports volunteering, local sports initiatives) and, on the other hand, of pursuing social inclusion through sport of groups that are disadvantaged or less active in sport and recreation (persons with disabilities, persons living in poverty, women). The measures under the objective 2 are designed to foster the building of social capital by stimulating social activity in the area of sport.

An important element will also be measures for the integrity of sport, i.e. counteracting negative phenomena in sport, such as: corruption, doping, risks caused by football hooligans (including the use of hate speech), as well as discrimination on the grounds of race, ethnicity, nationality, religion, age, gender, sexual orientation, gender identity, disability or other distinguishing features. Counteracting the negative phenomena in sport should lead to improving the image of sport as a fair, inclusive and commonly available form of self-realization.

SPECIFIC OBJECTIVE 3. IMPROVING THE ORGANIZATIONAL AND LEGISLATIVE CONDITIONS FOR THE DEVELOPMENT OF SPORT, AND INCREASING THE AVAILABILITY OF QUALIFIED HUMAN RESOURCES

The specific objective 3 covers all measures related to optimizing the functions and structures of entities involved in the development or implementation of sports policy, including, in particular, the promotion of fact-based sports policy and good governance principles. Important components under this objective are also the creation of an optimal legal environment for the development of sport,

⁵ The World Health Organization, WHO, draft *WHO European Region Physical Activity Strategy 2016-2025* [April 2015]

and the establishment of the principles of cooperation between all stakeholders operating in the area of sport, in particular local governments and non-governmental organizations.

The proposed measures seek to establish an effective system of governance in sport, with particular emphasis on the implementation of good governance standards in Polish sports associations. The proposed measures are also aimed at increasing the effectiveness of financial support and stimulation of projects by the central budget funds, by using evaluation mechanisms. An important aspect of the intervention under this objective is also to actively shape the principles of cooperation between the Ministry of Sport and Tourism and local governments, by adopting a multi-dimensional approach to this cooperation (including the correlations between the measures relating to infrastructure and those promoting physical activity, also of children and youth, and supporting sports organizations in a given area).

An additional objective to be achieved by the Polish sport associations is to conduct an active policy of promoting their respective sports. To this end, it is necessary to broaden the powers of the governing bodies and employees of the Polish sports associations, and to develop quality standards applicable to those organizations. This will improve their image and increase the efficiency of the implemented projects.

SPECIFIC OBJECTIVE 4. USING THE POTENTIAL OF COMPETITIVE SPORT FOR POPULARIZING PHYSICAL ACTIVITY AND FOR PROMOTING POLAND INTERNATIONALLY

The specific objective 4 adopts a new approach to high-performance sport. Sports results in international sporting competitions should be perceived not as the goal in itself, but as a way of promoting physical activity for all, or promoting Poland globally. Therefore, a thorough hierarchy of sports will be developed, based on clearly defined criteria, including in particular: health-enhancing and educational values of individual sports, the possibility of their wide-scale lifelong practice, their popularity in the media, and the global competition level. Such an approach, focused on social and economic benefits, justifies the provision of support to high-performance sport from public funds.

An athlete's career is associated with a large risk. Therefore, the state should develop a system of dual career for athletes. Within it, funding should be provided not only for the sports training process, but also for ensuring a parallel educational or professional development path, especially in the uniformed services. This will ensure a smooth entry to the labour market at the end of the sports career. It should be remembered that in contemporary sport, pursuing a professional sports career is, for athletes (and often for their parents), a type of investment which, in the case of success, can generate a very high rate of return with the athletes becoming the main beneficiaries.

An important role in funding high-performance sport is played by the state scholarship system. It should be addressed primarily to young, particularly talented athletes. The long-established practice of generous public funding of high-performance athletes in Poland has its negative effects, such as: a lower interest in dual career (i.e. also outside sport), seeking to maximally extend the publicly-funded sports career, or a reduced activity in the field of seeking other funding sources (involving sport marketing). Consideration should be given to revising the rules of granting state scholarships to professional athletes who have permanent income from sponsorship/club contracts. A good practice

in this field may be e.g. to allocate parts of the scholarships/scholarship fund to the promotion and development of youth sport or grassroots sport.

Measures are also planned to ensure research and development support to selected sports, to promote the holding of major international sporting events, and to ensure specialist training facilities. Of importance will be to redesign the training and funding organization system which, in its present form, results in excessive burdening of junior athletes.

THE IMPLEMENTATION, MONITORING AND FUNDING SYSTEM

The implementation of the SDP 2020 is envisaged within the responsibilities of: the central administration bodies, in particular the Minister of Sport and Tourism, the regional and local governments, NGOs and business entities. The authority responsible for coordinating the implementation of the SDP 2020 is the Minister of Sport and Tourism.

The SDP 2020 is a framework document defining the underlying objectives, priorities and directions of intervention in the field of sport. The methods of pursuing the individual intervention directions will be determined in the SDP 2020 Implementation Document (hereinafter: the SDP ID) constituting a catalogue of measures for achieving the PSD 2020 objectives. The SDP ID will determine specific tasks to be carried out, the entities responsible for their coordination and implementation, the time schedules for the tasks, and the baseline and target values of their implementation indicators.

The SDP 2020 sets out the priority directions and measures to be financed in the first place with the already available sources. The funding system is based on the possibility of using various financial resources, without establishing a separate fund dedicated to the specific intervention directions indicated in the Programme.

The main point of reference for estimating the financial resources to be allocated to the Programme implementation are funds at the disposal of the Minister of Sport and Tourism. In addition, there exist two earmarked funds dedicated to measures in the field of sport and broadly understood physical culture: the Physical Culture Development Fund and the Sports Activity Fund for Schools.

Among the possibilities of funding the SDP 2020 measures, the following sources should also be indicated:

- funds under various state budget headings, remaining at the disposal of other ministers in connection with their responsibilities (including e.g. in the fields of: education, upbringing and care; tourism; transport infrastructure; health and labour market);
- the possibilities of funding the SDP 2020 measures by regional and local government units, including within their responsibilities arising from the Acts on the municipal government, the county government and the regional government;
- budgets of the national government programmes containing tasks closely related to measures for the development of physical culture, i.e.: ASOS – the Government Programme for Senior Citizens' Social Activity for 2014-2020, and FIO - the Civic Initiatives Fund for 2014-2020;
- the possibility of co-funding the SDP 2020 measures with the EU funds available in the 2014-2020 financial perspective (e.g. for the development of recreational infrastructure, intervention directions related to revitalization, as well as health and education). Moreover, on 1 January 2014, the Erasmus+ programme was launched which is the first-ever EU educational programme providing support also to initiatives directly related to sport.