

Management activities in the field of wellness physical health activity of population in large cities of Europe: analysis of approaches

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Introduction. WHO has adopted a Strategy for Physical Activity and calls on national governments and local governments to update this area. The priority of this area is most obvious in large cities, whose population leads a predominantly sedentary lifestyle, resulting in an increased risk of disease and general deterioration in health both nationally and globally. The purpose of the study is to study the mechanisms of stimulating the population to develop physical activity, involvement in physical culture and mass sports in the activities of local authorities. Analysis of models of social interaction in order to form the commitment of the population to physical activity with the implementation of this value in all spheres of life. **Material and methods** - analysis of laws, comparative analysis, logical method. The results of the study - in some countries a network of healthy municipalities has been established and operates as part of the implementation of measures to support physical activity. In the EU, local governments have been paying close attention to this for several decades, accumulating a wide range of tools for effective interaction between government, the public and private sectors. Conclusion - this experience is extremely useful for Ukraine, namely in the study of the functions, forms and methods of physical activity management in large cities, especially in the context of the COVID19 pandemic.

Keywords: *local self-government, motor activity, sports infrastructure, big cities, forms and methods of management, Europe*

Управлінська діяльність у сфері оздоровчого фізичного здоров'я населення у великих містах Європи: аналіз підходів

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Вступ. ВООЗ прийняла Стратегію фізичної активності та закликає національні уряди та органи місцевого самоврядування оновити цю сферу. Пріоритет цієї галузі є найбільш очевидним у великих містах, населення яких веде переважно малорухливий спосіб життя, що призводить до підвищеного ризику захворювань та загального погіршення стану здоров'я як на національному, так і на глобальному рівні. Метою дослідження є вивчення механізмів стимулювання населення до розвитку фізичної активності, залучення до занять фізичною культурою та масовим спортом до діяльності місцевих органів влади. Аналіз моделей соціальної взаємодії з метою формування прихильності населення до фізичної активності з реалізацією цієї цінності у всіх сферах життя. **Матеріал і методи** – аналіз законів, порівняльний аналіз, логічний метод. Результати дослідження – в деяких країнах створена мережа здорових муніципалітетів, яка діє як частина реалізації заходів з підтримки фізичної активності. В ЄС органи місцевого самоврядування приділяють цьому пильну увагу протягом декількох десятиліть, накопичуючи широкий спектр інструментів для ефективної взаємодії між урядом, державним та приватним секторами. Висновок – цей досвід надзвичайно корисний для України, а саме при вивченні функцій, форм та методів управління фізичною активністю у великих містах, особливо в контексті пандемії COVID19.

Ключові слова: *місцеве самоврядування, рухова діяльність, спортивна інфраструктура, великі міста, форми та методи управління, Європа*

Управленческая деятельность в области оздоровительной физической активности населения крупных городов Европы: анализ подходов

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Вступление. ВОЗ приняла Стратегию физической активности и призывает национальные правительства и местные органы власти обновить эту область. Приоритет этой области наиболее очевиден в крупных городах, население которых ведет преимущественно малоподвижный образ жизни, что приводит к повышенному риску заболеваний и общему ухудшению здоровья как в стране, так и в мире. Целью исследования является изучение механизмов стимулирования населения к развитию физической активности, вовлечению в занятия физической культурой и массовым спортом в деятельности органов местного самоуправления. Анализ моделей социального взаимодействия с целью формирования приверженности населения к физической активности с реализацией данной ценности во всех сферах жизни. **Материал и методы** – анализ законов, сравнительный анализ, логический метод. Результаты исследования – в некоторых странах создана сеть здоровых муниципалитетов, которая действует в рамках реализации мер по поддержке физической активности. В ЕС местные органы власти уделяли этому пристальное внимание в течение нескольких десятилетий, аккумулируя широкий спектр инструментов для эффективного взаимодействия между правительством, государственным и частным секторами. Заключение – этот опыт чрезвычайно полезен для Украины, а именно при изучении функций, форм и методов управления физической активностью в крупных городах, особенно в условиях пандемии COVID19.

Ключевые слова: местное самоуправление, двигательная активность, спортивная инфраструктура, большие города, формы и методы управления, Европа

Introduction.

Grassroots sports, physical culture, sports and recreation are important areas of local self-governments' operation, and are associated with the need to improve the overall health of the urban population. After all, threats to the health of the population in cities, where the majority of people divide their time between office and home and do not engage much in physical activity, in contrast to rural residents, are significant. First of all, these threats are associated with the development of hypertension, diabetes, overweight, and the risk of premature death due to heart and vascular system diseases (WHO, 1998). Therefore, in fact, the involvement of a large number of citizens in health-improving physical activity will help to overcome these threats (WHO, 2018). Managing the development of grassroots physical culture and sports differs from managing the development of professional sports as it is designed for very broad groups of population and different age groups, and not just sports clubs, professional athletes and even amateur athletes

who play for sports teams. The goal here is not athletic achievements, but the improvement of the level of national health as the highest social capital for any state or community. Therefore, at the local government level, programs for the development of physical activity of the population, their involvement in grassroots physical activities and sports, and grassroots sports events are being developed and implemented. This is especially true for large cities (Wahlgren, 2011), which have both large populations and sufficient financial resources for development in this direction.

Formulation of the goals of the article. The purpose of the article is to analyze the management approaches in the activities of local authorities in the direction of prioritizing the development of health and physical activity of the population in large cities (on the example of EU countries).

Material and methods. To analyze the management approaches in the development of physical activity of the population in foreign countries, it is necessary to study the qualitative and quantitative characteristics of this process.

According to the data available in open sources of information (government websites of EU countries), it is necessary to assess the level of involvement of the population of European countries in grassroots sports, especially in countries neighboring with Ukraine. It is also important to consider the trends of grassroots sports, physical activity and recreation in some European countries to understand what methods and forms of management used by local authorities provide an effective result for the development of physical activity in the community. It is also necessary to evaluate the policy of the European Union in relation to the development of grassroots sports and physical activity. According to previous research, it is essential as well to assess the level of development of sports infrastructure and accessibility of sports in the EU. The research used such methods of scientific cognition as desk research to investigate the information and reference base, the method of graphic support, methods of synthesis and analysis of information, which provided the opportunity to obtain new scientific knowledge and research findings.

Analysis of recent research and publications. The issue of physical activity of the population as an object of public administration appeared in the late twentieth and early twenty-first century, as with the development of the information society most human needs began to be met in the so-called "outstretched hand" mode, when it is sufficient just to be in front of a computer to get new knowledge, order food or medicine delivered to one's home, get education, consult a doctor, etc. According to WHO experts, the beginning of the third millennium is the beginning of an era of metabolic diseases (obesity, diabetes) and premature mortality in the most developed countries. Therefore, the study of issues related to hypodynamics is given much attention by researchers from various fields of science (medicine, sports industry, economics, transport, etc.). The interdisciplinarity of the object of the study allows us to say that thorough research has been conducted to study the impact of physical activity on health in schoolchildren and young people (Janssen I, LeBlanc AG), and among adults (Allender S, Cowburn G,

Foster C.). Peter Gelius analyzed the state of implementation of national policies on physical activity in the EU (Gelius et al., 2020), and A. Bauman et E. Kahn presented the peculiarities of organizational restructuring of management approaches to the expansion of physical activity (Bauman et al., 2012; Kahn et al., 2002). There has been a world-wide increase in scientific interest in health-enhancing physical activity (Martin et al., 2006). The importance of a physically active lifestyle has now been well established both on the individual and on the population level. At the same time, physical inactivity has become a global problem. While sports for all has a long history, only a few examples of long-term integrated physical activity promotion strategies have been in place in Europe until recently. A number of countries have now begun to develop their own activities. However, there has been a noticeable lack of a platform for sharing the development and implementation of evidence-based policies and strategies (Martin et al., 2006). In order to fill this gap, HEPA Europe, the European Network for the Promotion of Health-Enhancing Physical Activity, was founded in May 2005. The goal of the network is to strengthen and support efforts and actions that increase participation in physical activity and improve the conditions favorable to a healthy lifestyle, in particular with respect to HEPA. The Network is working closely with WHO/Europe. However, the focus of research on current methods and forms of activity used by local authorities of European countries in large cities to be adapted and further implemented in Ukraine remains somewhat limited in the Ukrainian government practice.

The main results of the study. In Western Europe, local self-governments pay great attention to the development of grassroots sports, physical education and active recreation in cities.

That is why the countries of Western Europe are characterized by the greatest engagement of the population in grassroots sports (EU Council Recommendation of 26 November 2013). It should be taken into account that "regular sports" are not associated with participation in professional sports and sports teams. It is about those people who do sports in their free time, at least 5 hours a week. The leaders in the development of grassroots

sports in Europe are Estonia, Great Britain, the Netherlands, Slovakia, Denmark, Ireland, and Sweden (EU Council Recommendation of 26 November 2013). Against their background, Ukraine lags far behind.

The good results of the development of grassroots sports in Estonia are due to the fact that the local government of the capital - Tallinn - pay great attention to the implementation of programs in this field. Tallinn authorities support various sports projects, associations, sports centers, organize grassroots sports events, and initiate international sports competitions. The amount of funding to support sports activities will be 5.7 million euros in 2020 (by 7.1% higher than in 2019, as planned in the budget), the funds will be used to support sports activities of 22,500 children and adolescents aged 7 to 19, and sports fans with disabilities (at least 40%) without age restrictions. The municipal program "Sports to schools" is implemented, under which classes are held in 17 schools in Tallinn. The program is aimed at schoolchildren aged 7-8, who are introduced to various sports by qualified coaches and sports clubs. Reconstruction of Kalev Stadium (together with the national authorities) and Tallinn Sports Hall is underway; construction of football fields, basketball and volleyball outdoor areas will continue in the city districts. Tallinn is also developing a network of urban health trails and supports the Tallinn in the Move! series of competitions. The volume of investments in sports, youth work and recreation in Tallinn budget for 2020 amounted to 4.7 million euros, which is twice the amount allocated in 2019. 22 million euros has been allocated for current expenses in 2020. Tallinn is also developing support for sports leisure in families. On October 28, 2019, the municipality and the non-profit organization "Estonian Union of Large Families" signed an agreement so that families with Union cards can visit the city's sports, cultural, leisure facilities and museums on preferential terms. For large families, this will allow to use fee-charging sports facilities on preferential terms (Tallinn will support the field of youth work, sports and leisure with a vengeance, 2019). During the COVID-19 pandemic, Tallinn did not abandon the implementation of the grassroots sports

development program. Moreover, sports clubs with restrictions on attendance were exempt from taxes, rent (when renting facilities at city sports facilities), and received assistance from the municipality (Tallinn has announced new measures to support urban sports, 2020).

In other European countries, state programs for the development of grassroots sports are being implemented as well, and they are also aimed at developing local sports infrastructure. For example, in Poland the program "Sportowa Polska - Program rozwoju lokalnej infrastruktury sportowej" is being implemented (Sportowa Polska – Program for the development of local sports infrastructure, 2019). Investments in the development of sports infrastructure were divided into three groups: investments in the development of sports facilities that are designed to train athletes, investments in school sports infrastructure, and investments in those infrastructure facilities that are designed for recreation and grassroots sports. At the same time, the state co-finances the creation of sports facilities for municipalities (gmins), and allocates to local self-governments significant (33–70% of the cost) resources for the creation of such facilities. An important requirement is to ensure the availability of such facilities to the population. It is especially important that those sports facilities located outdoors are free for the public. Currently (at the beginning of 2020) there are 60 sports facilities in Warsaw, which are part of the district sports and recreation centers, accountable to the City Hall. Warsaw has 24 swimming pools, 19 gyms, 2 bowling alleys and tennis courts, a stadium, an ice rink and a skate park. Green areas - mainly forests and parks - are also ideal places for sports or recreation in Warsaw. Currently, 16 separate zones of urban forests play an important role in terms of air purification and have a positive impact on the microclimate of the city, although they have also created ideal conditions for spending free time. The most frequently visited by residents of Warsaw because of their large recreational infrastructure are Lazienki Krulewski, Fields Mokotowski, Park of Culture in Powsyn, Kemp Potocka, Park Skariszewski, Fort Bema and Brodnowski

Park. There are benches and walking, cycling, and rollerblading routes. There is a rental of rollers, bicycles, and some equipment for water sports (kayaks, boats, pedal boats), as it is possible to swim in ponds, canals, and other artificial bodies of water. In the Szczeclovicki Park you can descend from the ski slope not only in winter. The Vistula water area is also used for water sports (Schmidt, 2016).

In a country like Finland, the state and municipalities annually allocate significant sums for the development of grassroots sports (Vuori, Lankenau, & Pratt, 2004). Municipalities annually spend about 700 million euros to subsidize sports clubs and sports organizations as well as research in the field of sports. About 90% of Finnish employers pay on average up to 200 euros per year for sports to each employee or reimburse the cost of season tickets to fitness clubs, or create corporate gyms. The Finnish Constitution considers the right to sport as a "fundamental cultural right". At the same time, about 10% of the adult population of the country are sports volunteers, which contributes to the development of sports in the country (Europulsometer: sports Europe, 2016).

Germany is also a country where much attention is paid to the development of grassroots sports and physical culture. In Germany, there is a large number of sports facilities in big cities and small towns. At the same time, at the level of the federation and federal states there are 11 active sports support programs (including grassroots sports), which solve the following basic tasks: 1) promoting the construction of sports facilities; 2) development of sports in schools and higher educational institutions; 3) assistance to sports organizations; 4) assistance to special groups of population who should do sports (disabled people, prisoners, foreigners staying in Germany, and others). Construction and reconstruction of sports infrastructure is an important area of sports spending in Germany. It is carried out by lands and municipalities. Subsidies for sports organizations are also provided when it is impossible to solve certain problems by means of the sports organization itself (such a problem was the COVID-19 pandemic in 2020 (WHO, 2020), and sports organizations in Germany also received subsidies to support their activities).

Subsidies are usually used for administrative expenses, purchase of sports equipment, training, and more. Support for members of special groups is related to the programs: "Sports as disease prevention"; "Sports for convicts"; "Sports for the unemployed"; "Sports for drug addicts"; "Sports for foreigners" [2]. At the same time, active support for the development of grassroots sports at the municipal level in Germany began long ago. Back in 1994, the Congress of the German Gymnastics Union in 1994 demanded that the item "Promotion of Sports" be included into the statutes of municipalities. Since then, the development of grassroots sports has become the responsibility of local self-governments. Laws are also passed at the level of the federal government. As an example, Rhineland-Palatinate has the "Land Law on Public Promotion of Sports and Recreation". This land has 1,300,000 inhabitants and 5,900 sports organizations operating, and over 500,000 people are involved in unorganized sports. The land budget allocates more than 30 million euros annually for the development of sports in the region. Part of the costs are covered by funds from lotteries held by sports association (Bazenko, 2017). In Germany, the promotion of sports for all holds a special place, carried out through various campaigns and programs, so the Ministry of Family, Elderly, Women and Youth together with many other organizations and the German Sports Union has launched a project under the motto "Movement, games and sports in the service of the elderly" (Namazov, & Gazieva, 2016).

In the countries of Southern Europe (Spain, Italy, Greece, and Portugal) due to the favorable climate, outdoor fitness has become widespread. There are workout areas, small street stadiums, playgrounds for outdoor activities in yards, squares, and parks. In Spain, the most widespread type of physical activity is running. Amateur races are held in parks in the country at 6-7 am. In general, running in Europe has become the most significant trend in grassroots sports in recent years. Marathon Performance Across Nations research shows that from 2008 to 2018, interest in long marathon distances in Europe increased by 49.43%, and in some countries even higher: in Portugal by 177%, in Ireland by 130% (Quality of Life in European Cities 2015, 2016). Thus, the calendar of European races in 2016-

2017 included 1865 races for non-professional amateurs: in France 483 (the highest number of all European countries), 200 in the UK and Italy (Europulsometer: sports Europe, 2016).

The European Union is currently trying to get Europeans to move more. In 2017, the European Commission launched the Tartu Call for a Healthy Lifestyle. This was a roadmap for 2018-2019 to strengthen coordination between different areas of EU policy to address social, medical, and economic issues of unhealthy lifestyles, including lack of physical activity.

Since 2015, the annual European Sports Weeks have been held in Europe. For the first time such an event took place from 7 to 13 September 2015, the latest - on September 23-30, 2019 (in 2020, due to the pandemic COVID-19, the dates were postponed). During these weeks, sports events are held in many European cities, where all city residents take an active part. These measures are primarily initiated by local self-governments. The main idea of such events is to involve the local community in a healthy and active lifestyle (Quality of Life in European Cities 2015, 2016). Festivals and competitions are held all over Europe, where both professional athletes (as the headliners of events) and city dwellers take part. More than 3 million people take an active part in each of such events as "Sports Week".

The EU promotes the economic development of the sports sector, especially through tourism, fitness, media, and education, which are among the four most important components of the sports economy. Since 2014, the Erasmus + program has been supporting education, training of young people, and sports events in Europe, and financing sports projects of all kinds. With the budget of €265 million over seven years, the Erasmus + sports program supports sports authorities, including grassroots organizations that want to work with partner organizations in other EU countries or organize non-profit sporting events at the European, national, regional or local level (Fig. 1).

In developed European countries, a large share of the cost of grassroots sports is financed from extrabudgetary sources. For example, in countries such as the United Kingdom, Germany, Finland, Sweden, and Denmark, from 7 to 12% of the sports funding is covered by sponsors (Bazenko, 2017).

Eurostat surveys on the quality of life in cities conducted in 2016 among Europeans included questions about the availability of sports and sports infrastructure, such as "how much are EU citizens satisfied with the opportunities and conditions for physical activities in their cities?" 40,000 people were interviewed in 83 cities. In 72 of these cities, over 50% of residents were satisfied with the sports infrastructure, in 45 cities there were more than 70% of those.

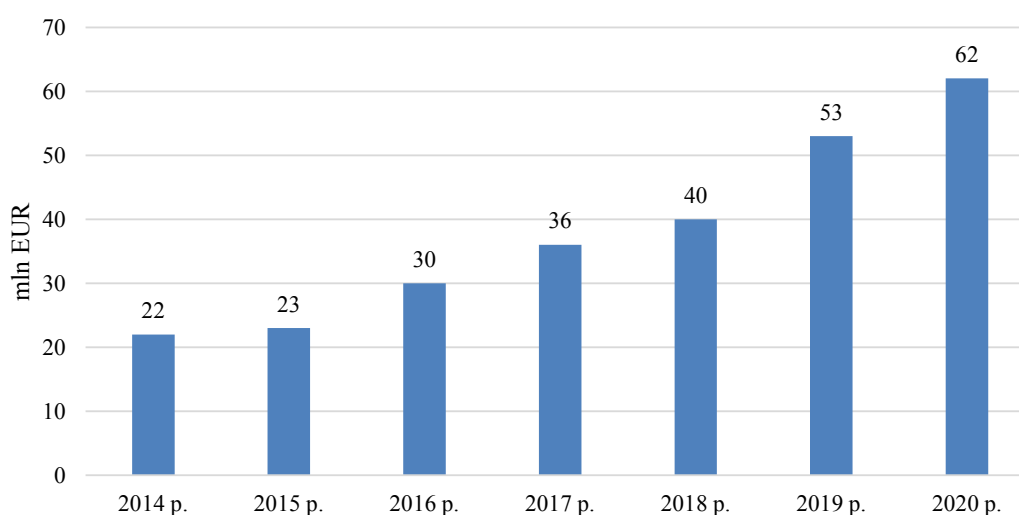


Figure 1. Financing of grassroots sports and physical education from the EU budget (under the Erasmus + program) Source: (Europulsometer: sports Europe, 2016).

The best sports bases according to the results of the polls were named in the cities: Oulu (Finland), Reykjavik (Iceland), Helsinki (Finland), Antwerp (Belgium), and Luxembourg. Palermo, Naples, Athens and Sofia lag behind. However, since 2012, the situation in many cities has improved. For example, Bialystok, Krakow, Kosytsia, and Bratislava have greatly improved their positions in the ranking (Europulsometer: sports Europe, 2016).

Conclusions. The analysis of the activities of local authorities in EU countries in terms of involving the population of large cities in grassroots sports, aimed at increasing mobility and a healthy lifestyle, is an urgent public administration problem, which became especially evident in the COVID-19 pandemic (WHO, 2020). Prioritization of health-improving physical activity of the population strengthens the social capital of communities, as physical activity reduces the risks of disease and premature mortality from strokes and heart attacks, which have the highest numbers in large cities where the population suffers from hypodynamics.

To implement programs for the development of physical activity of the population, local self-governments devise programs and plan the development of sports infrastructure and events. At the same time, difficulties with resources for the implementation of these programs are often solved at the expense of the state budget, which participates in financing the development of sports infrastructure, including infrastructure for grassroots sports. A number of European Union countries have adopted special programs aimed at financing such facilities, especially in large cities, where these facilities are required in large numbers (stadiums, sports grounds, paths for running and walking, bike paths in parks, swimming pools, etc.). In contrast to the creation of commercial sports facilities, it is about the

possibility of free access of all city residents to such facilities, free of charge or for a small fee.

The European Union is also implementing a program to support the development of grassroots sports, which allocated 266 million euros to member countries during 2014-2020. In the modern concept of development of physical activity of the population in the EU countries, the development of grassroots sports has become one of the most important priorities of social development. At the level of local governments of European cities, mass events are held to promote sports among citizens. Usually, during such events, new sports facilities are opened for grassroots physical education classes. In addition, from 2015 to 2019, an annual Sports Week was held in all EU countries in September, during which grassroots sports events were organized by local governments in all cities. Thus, the conducted analysis made it possible to identify basic activities of local authorities in the given area, namely intersectoral cooperation and distribution of activities between sectors and industries; environmental protection and development of targeted health infrastructure; consultations and organization of physical exercises; activities that promote public awareness and the formation of civic commitment to grassroots sports; dialogue involving scholars and experts on physical activity in different age groups; monitoring of employers regarding the arrangement of office sports grounds; coordination, observation, monitoring and evaluation of local target programs. Local authorities use different models of financial flow management for the development of physical activity of the population: funding from local budgets, the state budget or an integrated model (subsidiary). All this is extremely useful expertise for implementation in Ukraine.

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