

## PHYSICAL CULTURE MANAGEMENT IN LOCAL GOVERNMENT UNITS – COMMUNE

**Małgorzata Jacko**

Academy of Physical Education in Krakow

**Abstract:** The study presents the practice of managing physical education in Polish communes. This study shows the organizational structures related to the management of physical education in the Commune Office. The work aims to determine the strengths and weaknesses of this organization's three physical education management tactics. These tactics are as follows: 1. Most of the tasks and facilities related to physical education are entrusted by municipalities to nongovernmental organizations operating in the city. 2. The commune creates organizational units related to physical education. 3. Some of the tasks related to physical education are carried out by municipal organizational units and some by nongovernmental organizations. The article shows the advantage of the third tactic over the other tactics. The presented research uses the method of analysis and synthesis of documents (government acts, summaries, municipal balance sheets and others) and case studies.

**Keywords:** sport management, physical education, commune

### Introduction

In this article, “municipality” means self-governing community and the relevant territory. A commune is the basic unit of administrative division in Poland. The constitution of a commune is determined by its statute. It can be a rural commune, an urban-rural commune or an urban commune. In Poland, some communes also perform the tasks of districts (Pol. *powiat*).

According to the Act of 8 March 1990 on Municipal Self-Government, the inhabitants of each commune form a self-governing community by operation of law.<sup>3</sup> According to this law, satisfying the community's collective needs is one of the commune's tasks. Among other things, the tasks include developing of physical culture and tourism, including recreational areas and sports facilities. Each municipality independently constructs a development strategy in this direction. (Wankiewicz 2010, p. 434-445)

Physical culture is essential in improving the quality of life and society's satisfaction level. That is why managing physical culture in local government units is so important. The correct performance of municipalities by performing their own tasks, which are, among others, physical culture, significantly increases the level of physical activity of citizens and improves their health. As a component of physical culture, sport is also an excellent tool for promoting the commune, which has recently been appreciated and used by the municipal authority. Therefore, the guarantee of effective implementation of tasks in physical culture and sport is a systematic examination of the needs of residents. For this reason, it is crucial to increase accessibility, improve quality, and take care of the diversity of sports infrastructure. This should be followed by intelligent and transparent shaping of the expenditure structure on the construction, maintenance and modernization of sports facilities, as well as subsidies for nongovernmental organizations, awards and scholarships for the best athletes, or the organization of sports and recreational events and support for local initiatives. (Kaliński 1993)

### Legal situation

The definition of the tasks in the Act on Municipal Self-Government is identical to the Act of 18 January 1996 on physical culture. This old law defined physical culture as part of the national culture,

<sup>3</sup>Act of 8 March 1990 on Municipal Self-Government, Journal of Laws of 1990 No. 16, item 95, Article 1.1.

and access to it should be accessible regardless of gender, age, religion, race and the degree and type of disability. Also, here there is a repeated provision from the Act on Municipal Self-Government that local government units carry out tasks in physical culture as their own tasks. This act divided physical culture into physical education, sport, recreation, and rehabilitation. According to this, municipalities should, in particular, create organizational conditions for implementing the physical education programme. As far as the tasks of the public purpose in the sphere of physical recreation and sport are concerned, they included, among others, the organization of classes, competitions, sports and recreational events, providing instructors to conduct recreational activities, and creating and providing access to sports and recreation facilities. The tasks related to physical rehabilitation were carried out by healthcare facilities. This situation was in force until 2010.

On 25 June 2010, the Sports Act was established.<sup>4</sup> This law introduced a new definition of sport. It defines sport as all forms of physical activity which, through ad hoc or organized participation, contribute to the development or improvement of physical and mental condition, the development of social relations or the achievement of sports results at all levels. According to this Act, sport is also considered to be competition based on intellectual activity, aiming to achieve a sporting result. At this point, chess and e-sports have been sanctioned. The definition of sport in this act referred directly to the definition of sport in the document adopted by the European Union, the so-called White Paper on Sport. It is all the more astonishing that in the other part of the Act on Sport, there was a provision that sport, physical education, and physical rehabilitation make up physical culture. In this list, without knowing why the "recreation" section, which was present in previous normative acts, was missing. (Białąsięganatematsportu, 2017).

Therefore, the adaptation of municipalities to these two existing acts (the Act on Municipal Self-Government and the Act on Sport) can be explained and thus create a conceptual mess in the name of individual committees of the Municipal Council and official structures. And so the problem commission dealing with physical culture, among others, in Krakow is „Komisja sportu i kulturyfizycznej,” in Częstochowa „Komisja Kultury, Sportu i Turystyki” and in Zakopane „Komisja Sportu i Turystyki”. When it comes to units responsible for physical culture in the Commune Office, in Krakow it is “Zarząd Infrastruktury Sportowej” and in Częstochowa - „Wydział Kultury i Sportu a w Zakopanym Wydział Kultury Fizycznej i Komunikacji Społecznej.”

## Patterns of practice

Among the dozen or so models functioning in public administration, the following models stand out, which can be used in a local government unit for the development of physical culture (Wojciechowski 2003):

- a) self-sufficient model,
- b) market model (market and regulatory),
- c) mixed model (combines elements of the own model with the market model),
- d) partnership model (PPP),
- (e) outsourcing model (management of public services by an external partner).

One can distinguish three ways of managing physical culture in the municipality. The first way is when most of the tasks and objects related to physical culture are entrusted to municipalities by nongovernmental organizations operating in their area. This method occurs, for example, in Krakow. The second occurs when local governments create communal organizational units related to physical culture (the so-called OSiR) and only carry out the commune's own tasks in physical culture. The third way of managing physical culture in the municipality is mixed. Some tasks related to physical culture are carried out by municipal organizational units and some by nongovernmental organizations. This method is the most common and occurs, for example, in Częstochowa and Zakopane.

<sup>4</sup>Act of 25 June 2010 on sport, Journal of Laws of 2010 No. 127, item 857, Art. 2.1a.

Municipal organizational units such as OSiR are appointed and approved by a resolution of the Commune Council. The primary subject of the Centre's activity is the management and administration of sports and recreational facilities and equipment, land development in sports and recreation facilities and the provision of services in the field of sport and recreation based on the principles provided for by law.

As far as nongovernmental organizations carrying out tasks in the field of physical culture are concerned, they are bound by the Act of 24 April 2003 on Public Benefit and Volunteer Work. One of the types of public benefit organizations may be sports clubs that do not operate for profit and allocate all income to perform tasks resulting from their statute. Therefore, local government units can support only activities involving non-profit, amateur sports using funds from targeted subsidies. These organizations can receive grants from the municipality only through a competition called a grant competition or a call for proposals. First, the Commune Council adopts a resolution to join the competition, the Commune Office announces a competition, sports clubs join it, and it is considered by a commission specially appointed for this purpose.<sup>5</sup>

Another important normative act regulating the financing of sports activities of nongovernmental organizations by the municipality and higher-level units is the Act on Sport of 2010 mentioned before. It specifies the purposes for which sports clubs may receive subsidies. These include: – implementation of sports training programmes, – purchase of sports equipment, – financing of participation in sports competitions or their organization, – payment of costs related to the use of sports facilities, – payment of sports scholarships and salaries for training staff. The Act on Sport also states that a subsidy may be paid only if the implementation of the objectives mentioned above will improve the conditions for practising sport or increase the availability of the local community to participate in a given club.<sup>6</sup>

Regarding the management of physical culture in the municipality, sports councils may be an advisory body. The tasks of the sports council include, in particular, giving opinions on 1) development strategies of communes, districts, and voivodships in the field of physical culture; 2) the draught budget in part concerning physical culture; 3) programmes for the development of sports facilities in a given area, including in particular local spatial development plans in the scope of areas used for physical culture purposes; 4) draught resolutions concerning physical culture. Members of sports councils perform their functions voluntarily.<sup>7</sup>

A particular form of public consultation is the participatory budget. As part of the participatory budget, residents decide annually on the part of the municipal budget expenditure in a direct vote. The tasks selected as part of the participatory budget are included in the budget resolution of the commune. In communes which are cities with powiat rights, the creation of a participatory budget is obligatory, except that the amount of the participatory budget is at least 0.5% of the commune's expenditure included in the last submitted report on the implementation of the budget. In this aspect, the commune residents can create a policy for developing a physical culture in their locality by submitting their own projects.

The introduction of methods of effective management of public services and the most advantageous model is a long-term process. Whether the services will be better or worse by the local community depends on how much the local government can respond to residents' expectations. The importance of physical culture continues to grow and thus contributes to strengthening its social role. The provision of services in the physical culture not only impacts the health of local communities but also has an educational dimension and plays a social, cultural and recreational role. Physical education services, particularly in the sports sector, are a dynamic and growing sector that can boost economic growth and

<sup>5</sup>Act of 24 April 2003 on public benefit activities and volunteer work, Journal of Laws of 2003, No. 96, item 873, as amended.

<sup>6</sup>Act of 25 June 2010 on sport, Journal of Laws of 2010 No. 127, item 857., Article 28(2)

<sup>7</sup>Act of 25 June 2010 on sport, Journal of Laws of 2010 No. 127, item 857, Article 30.



job creation. It can serve as a tool for local and regional development. Working synergistically with tourism, it can improve the standard of infrastructure and select new partnerships to finance physical culture and sports facilities. (Zawicki, Mazur, Bober 2004, p.16)

In 2017 and 2018, the National Council of Regional Chambers of Auditors audited the correctness of the financing of tasks in the field of physical culture and sport by local government units. The results of the audits showed the lack of a coherent system of regulations governing the financial support of a physical culture that covers a wide area of sport, including physical education and physical rehabilitation. It seems reasonable to consider the possibility of carrying out legislative changes aimed at organizing the law in financing physical culture and sport and preventing the emergence of possible actions that may result in uncontrolled spending of public funds. (Krajowa Rada Regionalnych Izb Obrachunkowych, 2020, pp 54-56)

## Summary

The local government makes various decisions important for local communities in its daily activities. This also applies to the aspect of physical culture management. It is worth mentioning that the importance of physical culture is still growing and thus contributes to strengthening its social role. The provision of services in the physical culture not only impacts the health of local communities but also has an educational dimension and plays a social, cultural and recreational role. Therefore, local governments are still looking for an optimal model of physical culture management. There is still a lot to be done in this field.

## Literature

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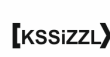
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