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IMPLEMENTATION OF SPORTS POLICY IN MUNICIPAL ADMINISTRATIONS AND COUNCILS: THE CASE OF LITHUANIA

©KRIŠČIŪNAS, DOMAS

Marijampole college (Marijampole, Lithuania)

E-mail: dom.kris@mkolegija.lt, ORCID iD: 0000-0001-6267-1676

Relevance. The Resolution of the Seimas of the Republic of Lithuania on the Approval of the State Sports Development Strategy for 2011-2020 states that it is important to create and develop a horizontal structure of public administration of sport, which includes many state administration areas and municipal institutions, which would allow to develop cooperation with non-governmental sports organizations and private sector of sports activities. To create legal and economic conditions for the fast development of active and healthy lifestyle and universal sports clubs as primary subjects of the national sport system; to promote their contribution to non-formal sports education and employment of children and young people, development of various sports, interaction between amateur and professional sports. In this respect, the tasks have been set to create a multi-tier system of strategic cooperation with non-governmental sport organizations (federations) with public administration structures, to expand cooperation between municipal institutions in the field of sport, authorized by the Government of the Republic of Lithuania (hereinafter referred to as the Government) so that these resolutions include the National Sport for All Development Program implementation, enhancing the vitality of communities through sport, ensuring healthy lifestyle conditions and developing sports infrastructure through territorial planning documents and investment programs; to create and develop a system of partnerships in the field of sport between public and private sectors; to develop cooperation between institutions of all fields of management by developing and implementing physical activity, healthy lifestyles and work ability, social cohesion through sport, leisure employment and social prevention and other interinstitutional programs, accordingly reorganizing and expanding functions of the institution authorized by the Government, strengthening its administrative capacity. The implementation of the strategy is particularly relevant, as is the case at the level of municipal administrations and councils, to which functions are delegated to implement the priority functions of sport policy. Problems in the implementation of sport policy are analyzed by scientists as well as representatives of sports policy legislators (Tukkula, 2016; Pollitt and Bouckaert, 2003, Houlihan, 2005, Grix et al, 2018, etc.). **The aim** of the research is to analyze how the sports policy of the Republic of Lithuania is formulated and implemented in the activities of municipal administrations and councils. **Research methods** -analysis of scientific literature, analysis of laws, analysis of sports management system. **Research results and conclusions.** The real role of municipalities and the priority to develop community sport, to promote the vitality of communities has not been realized yet. The role of private business for private investment in sports infrastructure for the development of sports movement and cooperation with socially responsible business representatives, the independent role of clubs and non-governmental organizations as a priority have also not been understood and finally not implemented. In the functional division of activities in the sport policy process, all chains of interaction between organizations, acting within the competence, must strive to implement laws and strategic goals of sports policy. In order to achieve these objectives, the activities of the institutions depend on the political decisions adopted jointly by the central government, public programs

and projects. It is important that the executive structures are delegated the same kind of functions, so that the implementation of the policy is carried out consistently in all areas of the republic. Improvement of the process of implementing sports policy and the search for the improvement, trying to achieve the efficiency of activities of municipal administrations and councils must be the main goal of all institutions involved in it. The whole system of institutions involved in the development and implementation of sport policy is too centralized. Institutional differences in the management of interdependence and in the resolution of structural problems between national organizations and municipal organizations are very pronounced. This has a negative impact on the status of municipal territorial sports divisions, when grants are distributed from the state budget, selecting sportsmen, performing medical technological examination of promising sportsmen, setting up sports bases, and so on.

Key words. Sports policy, municipal administration, municipal councils.

Sports management entities are distinguished at 3 levels: micro, meso and macro: micro level - local community, self-government level; meso level - regional sports organizations, sports community in the region; macro level – institutions making national sports policy. Overviewing the implementation documents of sport policy, it is possible to evaluate the possibilities to realize strategic directions and the nature and problems of sports administration. The 2011-2020 state sports development strategy notes that the system of administration of the sports sector and its development measures were not horizontally integrated and coordinated among many offices and institutions (in all public administration structures, through municipal institutions, non-governmental organizations, business representatives). It is essentially limited to the internal policies of the sports sector. Physical education is only related to the tasks of the formal education system in general education schools. The National Program for the Development of Sport for All recognizes the need to define the key role of municipalities, but has not been done so far. All sport

development program documents address the internal challenges of the sports sector, rather than the national strategic goals implemented through sport; the real social function of sport and its opportunities and priorities have not been sufficiently understood. The strategy's goal to develop and improve a horizontal structure of public administration of sport, which includes many areas of state administration and municipal institutions, which would allow to develop cooperation with non-governmental sports organizations and the private sector of sports activities is the goal of implementation of sports policy, but there are still problems of cooperation in sports sector. Health-enhancing physical activity is an important component of European sport policy. Research confirms that, when implementing the public health-enhancing policy in Lithuania through sport, there is a lack of cross-sectoral cooperation, which is reflected in the lack of adequate infrastructure, the necessary financial and human resources. There is not enough information about the programs of public health-enhancing through physical activities in Lithuania. The greatest lack of public health-

enhancing through sport programs is their passive implementation, both because of lack of financial resources and because of the inadequate attitude of public authorities towards the necessity for public health through sport, possibilities and perspectives [1]. According to Murauskas, P., Trumpyte, R., Muravjov, S. (2016), sports development was planned without a complex approach, which, according to many experts, meant financial planning for one year ahead. The experts also stressed that, despite the established principles and guidelines, the approved National Strategy for Sport Development does not sufficiently clarify the role of the state in the field of sport, and there is lack of financial assignments priorities. The plan identifies three main areas of sporting activity and it is unclear which of these areas is the most important one and which the state should invest in most. Some of the goals of state sport and physical education are attributed to several institutions, there is not always a clear division of responsibilities between them. For example, the training of high-skilled athletes for the Olympic Games is the responsibility of 5 different entities: KKSD (Department of Physical Education and Sports), KKSFR (Funds of Physical Education and Sports Support), LTOK (National Olympic Committee of Lithuania), municipalities and sports federations. Such an institutional framework not only prevents the real benefits of the funds allocated, but can bureaucratise and complicate the coordination of activities. A possible example of overlapping competencies is the sport of disabled people, which is mainly

funded and organized by KKSD, but at the same time the disability sport is managed by the Department for Disabled People (NRD) under the Ministry of Social Security and Labor. Besides, the institution -KKSD- responsible for implementation of Interinstitutional Activities plan did not have the authority of the public administration to ensure the success of the plan, as most of the institutions implementing the sports objectives are ministries, i.e., they have a higher public administration mandate than KKSD. In other words, an institution which, according to the Interinstitutional Action Plan itself, is intended to coordinate and organize the whole process, in practice performs the functions of monitoring and the registrar of the work done (or not), as it does not have the administrative powers to directly influence the authorities of greater public administration.

Summarizing the results of research and document analysis it is possible to formulate problems that hinder the development of sport in the Republic of Lithuania:

1. There is no long-term clear strategy for sports development (mastery of excellence, sport for all, Olympic and non-Olympic sports development, infrastructure). In the absence of a clear strategy, there is inadequate funding, promotion systems of athletes and coaches are not working at all levels.

2. Sports management (micro level management, at the meso level - regional sports councils, at the macro level - national sports council). At the micro level - sports departments, sports committees at municipal

councils. All the transparency and decision-making problems arising from that - the sports community cannot participate in the process of creating and managing sport.

3. Sport in the Republic of Lithuania is not a priority area in the state's long-term development strategy.

4. The Lithuanian legislation acts related to sports management and administration are imperfect. Incomplete legal clarification.

5. Sport Ethics. Non-compliance with ethical codes or they do not exist.

6. Too much money for administrative costs.

7. Weak sports macro culture. In the case of weak macro culture, the relations between organizations are wide, but oriented towards different goals, which stimulates disputes and competition, does not guarantee the social responsibility of the organizations. Poor communication of information hampers innovation processes, incompatible goals and combining multiple interests, coordination problem where there is no clear responsibility.

8. Too centralized communications in the sports development system (at the micro, meso, macro levels). Centralized communications are created under stressful conditions and are suitable for solving easy problems. Decentralized communications are not created by stress, they are more suited for solving complex tasks, they are the most effective with ambiguous information [4].

9. Low or insufficient level of responsibility at all levels of sport

institutions. The use of control, self-analysis and audit systems in sports institutions is too weak.

10. Higher education sport. Insufficient and inefficient development of sport in the phase of 19-23 years. Sports development activities are carried out by clubs, not by higher schools, and there are no sporting competitions uniting sports among higher schools.

Taking into account the above mentioned problems and disturbances in the implementation of sport policy, it is possible to formulate and recommend the following actions for decision:

1. To develop a sports strategy at all levels. To carry out infrastructure development according to clear modernization criteria defined by the government.

2. Management. To change the internal management structure of budget organizations. To establish sports councils in the municipality, in the region, at national level, and sports departments in all municipalities. The conditions of the competition must be the same, the compulsory education of higher sports management is mandatory.

3. In many countries sport is seen as a priority area for a long-term state strategy.

4. Coach qualification. No events, no regional competitions, etc. Marking of competitive sports events: a special commission provides events for H or L levels to determine whether the competition is for mastery or a sporting event for all. This would provide funding for adherence to

development strategies for mastery sport and mass sports.

5. To prepare codes of ethics for sports. To adopt the law that all sports institutions should have their own ethical codes.

6. To allocate funds for sports administration, for the implementation of LEAN system for sports management and administration. Depoliticisation of administrative apparatus in sports area.

7. Creating a positive sport macro culture will facilitate joint activities, more successful cooperation, agreement on key goals and methods of operation.

8. Decentralization of governance through the integration possibilities of sport sectors (micro, meso, macro), based on increasing the role of civil society, ensuring a favorable climate for public interest protection. [Raipa, 2012, p.257].

9. To apply the principles of new public governance by applying the LEAN system. Development of social responsibility models of various institutions is important in sports: social responsibility of politicians, social responsibility of administrators, social responsibility of bureaucracy, social responsibility of public sector and business responsibility, etc. Social responsibility becomes particularly relevant for the sporting community through public procurement and making public service contracts. The social responsibility of the participating business organizations enables the transparency, publicity of public procurement processes, the empowerment of citizens' control and the enhancement of the role of organizations' moral obligations to be

guaranteed [Kotler, Lee, 2005, p. 66-93].

10. To develop a long-term strategy for financing and developing higher education sports, so that athletes could continue preparation for mastery at their university and college. To keep an intermediate area for young people to go into professional sports. Sportsmen scholarships, cooperation with local Sports Clubs, etc.

According to Cingiene and Laskiene (2014), when implementing the public health - enhancing policy in Lithuania, there is a lack of intersectoral cooperation, manifested in the lack of adequate infrastructure, lack of necessary financial and human resources, insufficient information on programs of public health-enhancing through physical activity in Lithuania, therefore, the documents, concerning the public health-enhancing activities through sport, accepted in the country are not properly implemented. The biggest shortcoming of public health-enhancing through sport programs is their passive performance, possibly due to the inactivity of state institutions that appeared due to both lack of financial resources and the inadequate attitude of public authorities towards the necessity, opportunities and perspectives of public health-enhancing through sport. Regarding changes at macro level, it should be noted that the Government of the Republic of Lithuania approved the decision to liquidate the Department of Physical Education and Sports under the Government of the Republic of Lithuania. This has been done because since January 1, 2019, following the entry into force of the

Sports Act, The Ministry of Education, Science and Sport (SMSM) has been tasked with shaping and implementing state sports policy. These functions were previously performed by the Department of Physical Education and Sports (KKSD). The Department of Physical Education and Sports will cease to exist from October 1, 2019. A commission from KKSD, SMSM, representatives of the Lithuanian Olympic Sports Center was set up to carry out liquidation proceedings. Until then, the KKSD will perform the functions assigned to it in connection with the appointment and payment of state scholarships for athletes, state awards for athletes and their coaches for high-level athletics achievements, and after 1 October these functions will be performed by SMSM. Part of the KKSD's posts will be transferred to the SMSM for performing sports administration functions.

In 2017 The Ministry of Education, Science and Sport was assigned a new area of governance - physical education and sport. Since 1 January, 2019, following the entry into force of the Law on Sport, the Ministry of Education, Science and Sport (SMSM) has been tasked with forming state sports policy, organizing, coordinating and controlling its implementation, performing new functions of sports policy formation and other functions of KKSD. It is likely that these administrative decisions on the implementation of sport policy will change the faulty current situation, and municipal officials will be encouraged to become involved in the

implementation of sport policy in all delegated functions, and this will be done in all municipalities identically and intensively.

Conclusions

The real role of municipalities and the priority for the development of community sport, the encouragement of viability of communities is not fully understood and implemented; although the role of private business is also highlighted, especially in the context of private investment in sports infrastructure, its importance for the development of sport movement and cooperation with representatives of socially responsible business has not been fully understood and implemented as a priority; the independent role of clubs, non-governmental organizations, and their importance has also remained incomprehensible.

In the functional division of activities in the sport policy process, all chains of interaction between organizations, acting within the competence, must strive to implement laws and strategic goals of sports policy. In pursuit of these objectives, the activities of the institutions depend on the political decisions taken jointly by the central government, public programs and projects meant for the executive and administrative structures. It is important that the executive structures are delegated the same kind of functions, so that the implementation of the policy is consistent across all areas of the republic.

Improvement of the process of implementing sports policy and the search for the improvement, trying to

achieve the efficiency of activities of municipal administrations and councils, must be the main goal of all institutions involved in it. The whole system of institutions involved in the development and implementation of sport policy is too centralized. Institutional differences in the management of interdependence and in the resolution of structural problems between national

organizations and municipal organizations are very pronounced. This has a negative impact on the status of municipal territorial sports divisions, when grants from the state budget are distributed, selecting athletes, performing medical technological examination of promising athletes, setting up sports bases, and so on.

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КРИЩІОНАС, ДОМАС – лектор Маріямпольської колегії (Маріямполь, Литва)
E-mail: dom.kris@mkolegija.lt , ORCID iD: 0000-0001-6267-1676

РЕАЛІЗАЦІЯ СПОРТИВНОЇ ПОЛІТИКИ У МУНІЦИПАЛЬНИХ АДМІНІСТРАЦІЯХ І РАДАХ: ПРИКЛАД ЛИТВІ

Актуальність. У Постанові Сейму Литовської Республіки про утворення Державної стратегії розвитку спорту на 2011-2020 роки відмічається важливість

створення і удосконалення горизонтальної структури державного управління спортом, яка включає в себе багато напрямків державного управління та муніципальні установи, що дозволить розширяти співпрацю з неурядовими спортивними організаціями і приватним сектором спортивної діяльності. Планується створення правових та економічних умов для розвитку активного і здорового образу життя, швидкого розвитку універсальних спортивних клубів і здорового образу життя, швидкого розвитку універсальних спортивних клубів як основних суб'єктів національної спортивної системи, щоб сприяти їх вкладу в неформальне спортивне товариство і зайнятість дітей і молоді, розвиток різних видів спорту, взаємодію аматорського і професійного спорту. У зв'язку з цим були поставлені завдання щодо створення багаторівневої системи стратегічної співпраці з неурядовими спортивними організаціями (федераціями), зі структурами державного управління, розширення співпраці між муніципальними установами у сфері спорту, уповноважених Урядом Литовської Республіки (далі урядом), з включенням Національної програми розвитку спорту для всіх, підвищення життєздатності товариств через спорт, забезпечення здорового образу життя і розвиток спортивної інфраструктури через посередництво територіального планування та інвестиційних програм; створення і розвиток системи державно-приватного партнерства у сфері спорту; співпраці між установами всіх областей управління шляхом розвитку і реалізації фізичної активності, здорового образу життя і працездатності, соціальної згуртованості через посередництво спорту, зайнятості у сфері дозвілля і соціальної профілактики та інших міжвідомчих програм. Реалізація стратегії особливо актуальна на рівні діяльності муніципальних адміністрацій і рад, яким делеговані функції для реалізації спортивної політики. Проблеми у реалізації спортивної політики аналізуються вченими і законотворцями спортивної політики (Tukkula, 2016; Pollitt and Bouckaert, 2003, Houlihan, 2005, Grix et al, 2018 и др.). Метою дослідження є аналіз того, як формується і реалізується спортивна політика Литовської Республіки у діяльності муніципальних адміністрацій і рад. **Методи дослідження** - аналіз наукової літератури, аналіз законів системи спортивного менеджменту. **Результати і висновки дослідження.** Реальна роль муніципалітетів і пріоритетність розвитку суспільного спорту, підвищення життєздатності товариств, не були реалізовані. Роль приватного бізнесу у спортивній інфраструктурі з метою розвитку спортивного руху і співпраці з соціально відповідальним бізнесом, незалежна роль клубів і неурядових організацій у якості пріоритету залишається недостатньо осмисленою і нездійсненою. При функціональному розділенні видів діяльності у процесі спортивної політики всі ланцюги взаємодії між організаціями, що діють у межах своїх компетенцій, повинні діяти у межах реалізації законів і стратегічних цілей спортивної політики. Для досягнення цих цілей діяльність установ залежить від політичних рішень, що приймаються сумісно з центральним урядом, державних програм і проектів. Важливо, щоб виконавчим структурам були делеговані рівні функції, а реалізація політики здійснювалась послідовно в усіх сферах республіки. Удосконалення процесу реалізації спортивної політики і пошук підвищення ефективності муніципальних адміністрацій і рад повинні бути головною метою всіх установ, що приймають в них участь. Вся система установ, що займаються розробкою і реалізацією спортивної політики, надзвичайно централізована. Інституційні відмінності в управлінні і вирішенні структурних проблем між національними і муніципальними організаціями є великими. Це негативно впливає на стан муніципальних територіальних спортивних підрозділів, коли гранти розподіляються з державного бюджету у процесі відбору спортсменів, медико-технологічних досліджень перспективних спортсменів, створення спортивних баз тощо.

Ключові слова: спортивна політика, муніципальна адміністрація, муніципальні ради.

КРИЩЮНАС, ДОМАС – лектор Марьямпольской коллегии (Марьямполье, Литва),

E-mail: dom.kris@mkolegija.lt, ORCID iD: 0000-0001-6267-1676

ОСУЩЕСТВЛЕНИЕ СПОРТИВНОЙ ПОЛИТИКИ В МУНИЦИПАЛЬНЫХ АДМИНИСТРАЦИЯХ И СОВЕТАХ: ПРИМЕР ЛИТВЫ

Актуальность. В постановлении Сейма Литовской Республики об утверждении Государственной стратегии развития спорта на 2011–2020 годы отмечается важность создания и совершенствования горизонтальной структуры государственного управления спортом, которая включает в себя многие направления государственного управления и муниципальные учреждения, что позволяет развивать сотрудничество с неправительственными спортивными организациями и частным сектором спортивной деятельности. Планируется создание правовых и экономических условий для развития активного и здорового образа жизни, быстрого развития универсальных спортивных клубов как основных субъектов национальной спортивной системы, чтобы содействовать их вкладу в неформальное спортивное образование и занятость детей и молодежи, развитие различных видов спорта, взаимодействие любительского и профессионального спорта. В связи с этим были поставлены задачи по созданию многоуровневой системы стратегического сотрудничества с неправительственными спортивными организациями (федерациями) со структурами государственного управления, расширения сотрудничества между муниципальными учреждениями в области спорта, уполномоченному Правительством Литовской Республики (далее именуемым правительством), с включением Национальной программы развития спорта для всех реализация, повышение жизнеспособности сообществ через спорт, обеспечение условий здорового образа жизни и развитие спортивной инфраструктуры через посредство подготовки документов территориального планирования и инвестиционных программ, чтобы создавать и развивать систему государственно-частного партнерства в сфере спорта; сотрудничество между учреждениями всех областей управления путем развития и реализации физической активности, здорового образа жизни и трудоспособности, социальной сплоченности посредством спорта, занятости досуга и социальной профилактики и других межведомственных программ, соответственно реорганизуя и расширяя функции уполномоченного правительством учреждения, укрепляя его административный потенциал. Реализация стратегии особенно актуальна на уровне деятельности муниципальных администраций и советов, которым делегированы функции для реализации приоритетных функций спортивной политики. Проблемы в реализации спортивной политики анализируются представителями ученых и законодателей спортивной политики (Tukkula, 2016; Pollitt and Bouckaert, 2003, Houlihan, 2005, Grix et al, 2018 и др.). **Целью исследования** является анализ того, как формируется и реализуется политика спорта Литовской Республики в деятельности муниципальных администраций и советов. **Методы исследования** - анализ научной литературы, анализ законов, анализ системы спортивного менеджмента. **Результаты и выводы исследования.** Реальная роль муниципалитетов и приоритетность развития общественного спорта, повышения жизнеспособности сообществ, не были реализованы. Роль частного бизнеса в спортивную инфраструктуру для развития спортивного движения и сотрудничество с социально ответственным бизнесом, независимая роль клубов и неправительственных организаций в качестве приоритета остается недостаточно осмысленна и неосуществлена. При функциональном разделении видов деятельности в процессе

спортивной политики все цепи взаимодействия между организациями, действующими в пределах своей компетенции, должны стремиться к реализации законов и стратегических целей спортивной политики. В достижении этих целей деятельность учреждений зависит от принимаемых совместно центральным правительством политических решений, государственных программ и проектов. Важно, чтобы исполнительным структурам были делегированы одинаковые функции, а реализация политики осуществлялась последовательно во всех областях республики. Совершенствование процесса реализации спортивной политики и поиск повышения эффективности муниципальных администраций и советов должны быть главной целью всех учреждений, участвующих в нем. Вся система учреждений, занимающихся разработкой и реализацией спортивной политики, слишком централизована. Институциональные различия в управлении и в решении структурных проблем между национальными организациями и муниципальными организациями очень заметны. Это отрицательно сказывается на состоянии муниципальных территориальных спортивных подразделений, когда гранты распределяются из государственного бюджета в процессе отбора спортсменов, медико-технологических исследований перспективных спортсменов, создания спортивных баз.

Ключевые слова: спортивная политика, муниципальная администрация, муниципальные советы.

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