

SPORT MANAGEMENT PROBLEMS IN POST INDUSTRIAL REGIONS ON EXAMPLE OF CITIES IN SILESIA PROVINCE

Krzysztof Cieřlikowski

The Jerzy Kukuczka Academy of Physical Education in Katowice, Poland

Abstract. Contemporary sport is a social and economic phenomenon. These two areas require special analysis in the process of managing the development of sport by city administrations. The restructuring of the region's economy and the closure of heavy industry companies are changing the methods of financing sports. The main aim of the article is to indicate the key problems of sport management by the city governments in the time of socio-economic changes in Poland for last years, on the example of the one of the most industrialized regions in Europe – Silesia province. To achieve this aim, the methods of analyzing the literature of the subject, reports on sport market and strategic documents of selected city administrations were used. The study focuses on cities where for many years sport was financed from the budgets of the largest companies (heavy industry companies). The author is aware of the limitations associated with this research and inference resulting from a small research sample and the dynamics of changes in the economy but the process of economic changes in the region is still strongly influencing on sport market. The involvement of public funds both from the city and the central administration seems necessary. Especially with regard to the maintenance of the existing sports infrastructure. Money for sports clubs requires clear access criteria and transparency in decision-making processes. It is important to strategically plan the development of sport. The development ought to be understood not only as a numerical / quantitative growth, but also a qualitative one. The described and analyzed factors influencing the development of the sport market, including in particular the management dilemmas during economic changes in Europe, can be used by local governments to effectively support sport development market. The article has been based on analyzing many former and still existing strategic documents which are referring to sport management in the region. Author and also has referred to the concept of the development of the sport market in the time of industrial changes in Silesia province.

Keywords: economic changes, sport management, sport market, post-industrial regions.

Introduction

Management is a decision-making process related to the allocation of enterprise or region resources aimed at meeting the needs of customers (as well as other groups of stakeholders). Various areas of the functioning of enterprises and cities can be concerned by management decisions. In the paper, author interpreting cities as specificity market entities with a specific geographic area, separated by the administrative division of the country, and at the same time having an organizational structure for its management. Against the background of this concept, post-industrial cities emerge which, after 1989, were under the pressure of economic transformation, as a result of which heavy industry enterprises were closed or destroyed. And sport in these cities is still one of the most important areas of human life.

Sport is widely recognized as a certain form of spending free time, recreation, physical activity, and the development of human interests. However, nowadays it should also be emphasized that sport is one of the most important areas of economic life, as well as an important market for the functioning of various enterprises, non-governmental organizations, as well as the public administration itself at various levels. Sports management processes in cities are formalized and are reflected in planning documents - sports development programs, strategies and recommendations (Weatherill, 2013; European Commission, 2007; Deloitte, 2021; Ernst & Young, 2020).

In the article, the author shows the key problems of sport management by municipalities against the background of socio-economic changes in Poland in recent years, with particular emphasis on the most industrialized region of Poland - the Silesian Province. To achieve the aim of the work, an analysis of the sport management literature was carried out, as well as reports and strategic documents of the authorities of selected cities, as well as active observation through sport entities in discussions on the development strategies of sport in selected cities. In this study, the author also used the results of own surveys with sports market entities in the process of creating a sports development strategy.

The article indicates a wide range of conditions influencing the development of the sports market in cities, in particular the key problems of sports management related to limited finances in the period of the collapse of financial support for sport by enterprises, as well as the growing expectations of entities operating in sports in the city. The process of economic changes caused by globalization and other external conditions still has a strong impact on the sports market in the Silesian Province.

Other cities in the USA (e.g., Pittsburgh) and Europe (e.g., Manchester, Dortmund) during the transformation period faced similar problems with the development of sport. They managed to develop effective sport management models. The described in the paper conditions for the development of the sports market and the dilemmas of sports management in post-industrial cities in Poland can be used by other cities to effectively support the sports development market, taking into account the

interests of various stakeholder groups (city administration, business clients, consumers - residents).

This article provides an overview of various problems in sport management, and at the same time presents an outline of the concept of a sport development model, taking into account the roles of individual groups of entities involved in sport in the city.

Stakeholders of the sport development in the current sports management literature

The concept of sport is more and more often found both in many scientific studies and in industry reports of renowned research and consulting institutions (PwC, 2011). Sport includes all forms of physical activity aimed at developing or improving physical and mental condition or achieving sporting performance at any level of competition. Such competition is usually undertaken in an organized manner, according to the principles defined by the applicable sports rules (sport discipline). Sport can also be defined as a specific type of competition covered by the rules of one international sports

federation. In organizational terms, sport is a multi-stakeholder organizational structure the essence of which is to organize competition.

Sports activity is undertaking any physical exertion of a moderate or vigorous nature, regardless of the purpose or motivation of the effort. Sports activity includes both competitive / professional or recreational sports, but also other behaviors such as dancing or working in the house and garden. The term is used in the documents of the World Health Organization (WHO, 2011) and the European Commission (2007), with particular emphasis on the health-promoting aspect of physical activity, constituting the HEPA (health-enhancing physical activity) concept.

It is recognized today that sport is an important area of human life, it is diverse and multidimensional, it is a social, cultural and economic phenomenon. Sport can be treated as a certain lifestyle of wide social groups, aimed at, inter alia, to improve physical and mental health, but also as an economic phenomenon, as it is subject to professionalization and commercialization (Halemba, Kucharski & Jachimiuk, 2013; Sznajder, 2015).

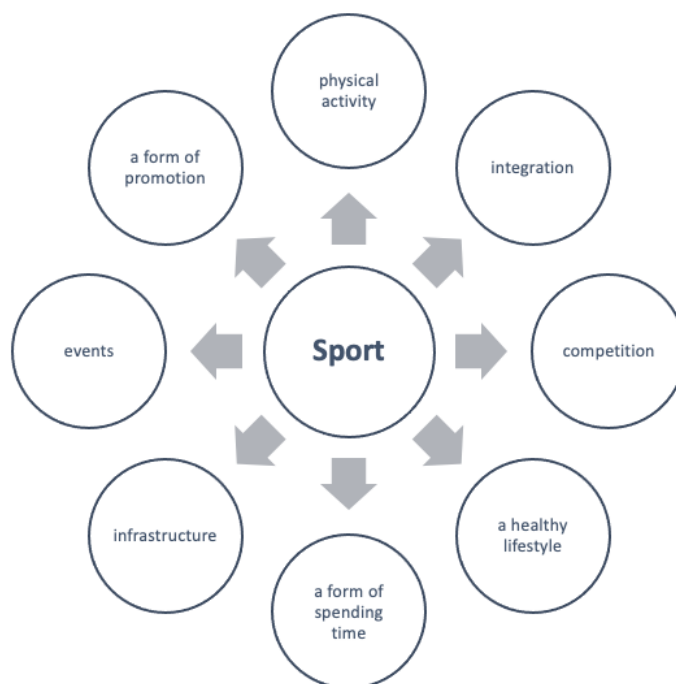


Fig. 1. Sports today
(Source: K. Cieslikowski based on own elaborations)

The White Paper of Sport emphasizes the socialization role of sport belonging to a team, group solidarity, and respect for the principles and rules, including the principle of fair play. Sport activates local communities to organizational activities, manifested in the establishment of amateur sports clubs (a form of non-profit organization) based on voluntary work, which strengthens active civic attitudes. Sport can also be used for social inclusion, integration and equal development opportunities, or

for the overall improvement of physical and mental health (European Commission, 2007). According to these recommendations, entities responsible for sport management in cities should develop sport. It should be noted that in economics terms, the role of sport is emphasized as a stimulator of the economic development of the region, by investing in sports infrastructure, creating organizational structures in cities for sports management, managing finances for the development of specific sports disciplines in the

city, or attracting to the city and organizing sporting events.

Sport can also be a form of promotion the cities, including every partners on the city's sports market (Cieslikowski & Kantyka, 2015; Brusokas & Cieslikowski, 2017), and indirectly it may contribute to the development of cooperation between private

entrepreneurs and the city's self-government administration bodies (Cieslikowski, 2014). In this context, it seems particularly appropriate to design planning documents for effective sports management at various levels of public administration, taking into account the needs of institutional (business) and individual (consumers) stakeholders.

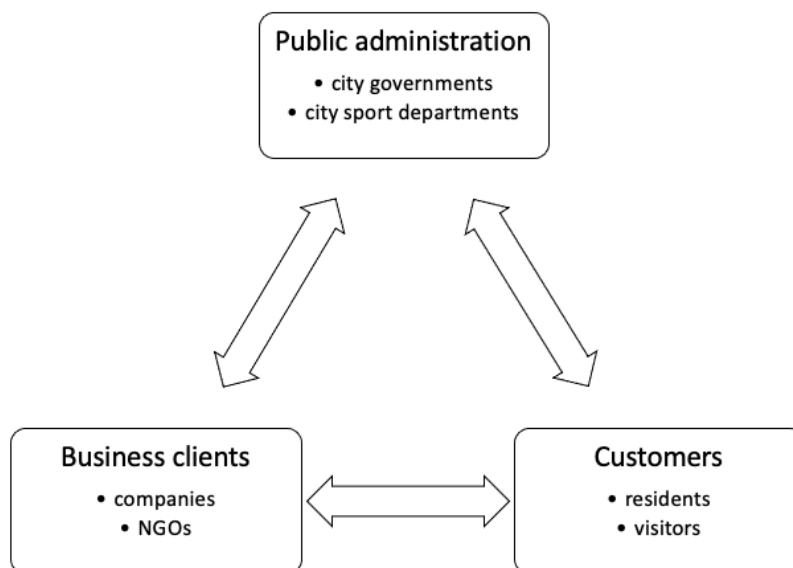


Fig. 2. Three groups of stakeholders in the development of sport in the city (Source: K. Cieslikowski based on marketing theory of services markets by P. Kotler)

Adapting the marketing approach to service market management (Kotler, 1994), it can be noticed that three groups of sports market entities interact with each other (Fig. 2): public administration, companies and non-profit organizations, customers (residents and visitors). These are the so-called stakeholders in the sport management process, i.e. a person or group that has an interest in any decision or activity of the organization (Sotiriadou, 2009). Public administration can use sport to stimulate business and social activity of these groups in the region, encourage them to invest in sport (both tangible elements and events) and activate residents in sporting activities, or encourage them and visitors to participate in sporting events. Each time the processes of commercialization of sport, which becomes a product on these markets (B2B and B2C) should be indetyfied. In addition, it should be noted that in Poland, projects under the so-called participatory budgets also allowed for the implementation of sports projects (Przygodzki, 2016) and an increase in the activity of residents in organizing sports for other residents (C2C).

Other authors emphasize in their studies that the development of sport in the region, analyzed in various aspects of social and economic life, depends primarily on the awareness and activity of public administration entities in this respect, which, using various tools, can actively influence its development and build mutual trust between

stakeholders (Grzeganeek-Więceek, Kantyka, Hadzik & Cieślukowski, 2014).

The management bodies of public administration units in Poland have a statutory obligation to create infrastructural and organizational conditions conducive to the development of sport (Ustawa o sporcie, 2010). Each such activity requires budget planning and target sports projects.

Sport management problems in post-industrial cities

The processes of financial support for the development of sport in cities are extensive and complicated due to the broad approach to sport management. Public expenditure on sport may include expenditure on sports infrastructure (construction of new or maintenance of existing sports facilities, transport infrastructure to these facilities, etc.) or financial support for sports organizations providing services in the field of sports and physical activity (the so-called targeted subsidies), and also supporting the organization of sports events in the city, e.g. as part of promoting the city through sport. (Sznajder, 2017; Mamcarczyk, 2018).

The process of financing the development of sports in cities also involves production and service companies, becoming active partners (sponsors) of sports facilities, sports organizations and sports events.

For many years in the Polish economy, large state-owned enterprises conducted their business with a strong emphasis on the corporate social responsibility. These enterprises financed, in whole or in a large part, the construction and renovation of local sports facilities, the activities of local sports clubs (both in the field of professional and amateur sports), and participated in and even initiated major sports events in the city.

Along with the development of the free market economy in Poland after 1989, the pursuit of profit maximization, the involvement of enterprises in the development of sport decreased. It was also caused

by the closure of heavy industry enterprises and the economic transformation of the region, the region of which the cities were called post-industrial (Drobniak, Kolka & Skowroński, 2012). Sport, especially professional sport, requires large financial outlays (both for infrastructure and the day-to-day functioning of a sports organization).

Many cities governments are faced with the dilemma of which sport to support stronger: amateur or professional. Within 30 years of the transition, many cities in Poland have developed different ways of development of professional sport with the support of sponsors.

Table 1. Distribution of football clubs (on the first and second level football divisions) in Poland in 2020 by provinces

No.	Province	Football clubs	Companies in REGON	Population	Companies/ football clubs	Population/ football clubs
1.	Silesian	9	494 282	4 492 330	54 920.22	499 147.78
2.	Lower Silesian	6	396 046	2 891 321	66 007.67	481 886.83
3.	Lesser Poland	5	426 306	3 410 441	85 261.2	682 088.20
4.	Masovian	3	887 329	5 425 028	295 776.33	1808342.67
5.	Łódzkie	2	261 498	2 437 970	130 749.00	1 218 985.00
6.	Subcarpathian	2	188 360	2 121 229	94 180.00	1 060 614.50
7.	Pomeranian	2	318 518	2 346 671	159 259.00	1 173 335.50
8.	Greater Poland	2	461 225	3 496 450	230612.5	1 748 225.00
9.	Opole	1	105 694	976 774	105 694.00	976 774.00
10.	Podlaskie	1	109 492	1 173 286	109 492.00	1 173 286.00
11.	Holy Cross	1	120 062	1 224 626	120 062.00	1 224 626.00
12.	Warmian-Masurian	1	136 403	1 416 495	136 403.00	1 416 495.00
13.	West Pomeranian	1	234 131	1 688 047	234 131.00	1 688 047.00
14.	Kuyavian-Pomeranian	0	209 750	2 061 942	-	2 061 942.00
15.	Lublin	0	192 737	2 095 258	-	2 095 258.00
16.	Lubusz	0	120 839	1 007 145	-	1 007 145.00
	(Poland) total	36	4 663 378	38 265 013	129 538.28	1 062 917.03

(Source: K. Cieślowski based on the data of the Central Statistical Office in Warsaw and 90minut.pl)

However, not all cities have the same potential for developing cooperation with sponsors. For example, the most popular sport in Poland is football. Polish football clubs are not successful internationally, therefore sponsors, who treat sport rather as a form of promotion, are from the nearest football club region. Analyzing the territorial distribution of professional football clubs in Poland (36 teams) taking part in national competitions at the first and second level (“Ekstraklasa” and “The first league”), it can be noticed that in some provinces it is easier to establish cooperation with sponsors. In the province Mazowieckie and Warsaw, there are 3 sports clubs in the Ekstraklasa and the 1st league, and the number of inhabitants and the number of companies is one of the largest in Poland (tab. 1). However, with the province. of Silesia, there are 9 football teams at the same levels of games. When the number of national economy entities registered in the REGON statistics or the number of inhabitants per one club is recalculated, the indicators for the Silesia Province are the lowest compared to other regions in Poland

Therefore, financing sports in the cities of the Silesian Voivodeship requires strong financial support from various sources and a constant solution to the dilemma of how much to support professional

and to what extent amateur sport from public funds. Almost all the largest (by the number of inhabitants) cities of the Silesia Province (Table 2) have football sports clubs in the two highest levels of games. However, the cities of Bytom, Rybnik, Ruda Śląska did not achieve such sports successes in football games as the other cities in the region.

Cities in the central part of the Silesian Province have developed for many years based on heavy industry companies (hard coal mining plants, steel mills, production and repair plants providing services for mines). The years of economic transformation in Poland led to the liquidation of most of the mines (Silesia, Poland - Regional Profile, 2019) and forced changes in the structure of financing sports. The largest local companies (heavy industry enterprises) stopped financing sports clubs and maintaining sports facilities. In most cities of the Silesian Province, the largest sports facilities were transferred to the city's public administration (Katowice took over the Spodek Hall; Tychy - Winter Stadium, Gliwice - Piast Stadium, Zabrze - Górnik Zabrze Football Stadium, etc.). However, in the city of Ruda Śląska, there are still mines, which at the beginning of the 21st century donated sports facilities to local sports organizations. In this way, sports organizations in Ruda Śląska have become

owners of facilities, the maintenance (renovation) of which they are unable to finance from their own revenues. The city council of Ruda Śląska had a smaller and smaller budget (due to lower tax revenues due to the closure of the mines of heavy industry plants), allocated less funds to financing sports infrastructure, and more to stronger support

for amateur sports and recreation of residents (Cieślowski, 2021a). One of the 100% city-owned facilities was the Aquadrom water park built in 2012. The cost of construction and maintenance exceeded the investor's (city's) initial estimates and was a significant burden on the city's budget.

Table 2. Distribution of football clubs (on the first and second level football divisions) in Silesian Province in 2020 by cities

No.	City name	Football clubs	Population	Coal mines	
				in 1995	in 2020
1.	Katowice	1	294 510	4	1
2.	Częstochowa	2	222 292	0	0
3.	Sosnowiec	1	202 036	3	0
4.	Gliwice	1	179 806	2	1
5.	Zabrze	1	173 374	3	0
6.	Bielsko-Biała	1	171 259	0	0
7.	Bytom	0	166 795	4	1
8.	Rybnik	0	138 696	3	1
9.	Ruda Śląska	0	138 000	4	3
10.	Tychy	1	127 831	0	0
11.	Jastrzębie Zdrój	1	89 128	1	1

(source: K. Cieślowski based on the data of the Central Statistical Office in Warsaw, 90minut.pl, Silesia, Poland - Regional Profile. Report. (2020). Initiative For Coal Regions In Transition. Brussel: European Commission)

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Expenditure on professional sports in this city has been reduced over the years. This has led to a

reduction in the level of professional sport, a reduction in the number of supra-local sporting events and a strong dissatisfaction of the inhabitants involved in various forms of sport in the city.

Looking at the forms of financing and developing sports in the cities of the Silesian Voivodeship, one can notice a differentiated approach to sports management, which is also conditioned by the ownership structure of sports facilities and sport clubs.

Key factors of effective development of sport under pressure of economic changes in based on own research.

Decisions on public expenditure on sport should be supported by economic analyzes of the effectiveness of such expenditure, taking into account the needs of various stakeholder groups. In enterprise management models, the aim is to maximize profit while limiting expenditures, while in sports management in the city, public administration should aim at maximizing social benefits in the light of the current conditions of the economic development of the region.

Public administration may use sport to improve its image, establish closer relations with other stakeholders in the sports market (both business and residents). There is a noticeable great involvement of the city authorities in the development of sport through: construction of new sports facilities (including Tychy, Gliwice, Zabrze, Sosnowiec), financial support for sports organizations (Tyski Sport SA - a joint-stock company with 100% share of the City of Tychy, GKS Katowice SA - sports

clubs with an 85% share of the City of Katowice) or attracting supralocal sports events to the city (the City of Katowice allocated PLN 50 million to promote the city with the use of business, sports and cultural events).

Such actions of the city government develop the needs and expectations of the inhabitants for stronger support also for amateur sports.

Therefore, there is a dilemma to what extent to support professional and to what extent amateur sport in the city? Meeting the growing financial expectations of individual stakeholders will always be difficult to achieve, but identifying the remaining expectations and meeting them may bring some satisfaction to individual customers and sports organizations in the month.

During the works on the Sports Development Strategy in the city of Tychy for the years 2021-2025, a questionnaire was prepared, addressed to the key sports organizations in the city (Cieślowski, 2021b). They also asked about the importance of various activities of the city administration in the field of sport development in the city. 32 factors (economic and non-economic) were taken into account and asked to refer to each of them on a scale from 1 (minor to 5 - very important factor). The most important of them, with an average rating above 4.75, are:

- maintenance of the existing sports and recreational facilities in the city,
- promotion of municipal sports events among the inhabitants,
- regular control of the effectiveness of public spending on sport in the city,
- transparency of public spending on sport in the city.

The least important factors, with an average below 3.65, turned out to be:

- growing subsidies as the dominant source of financing for professional sports organizations in the city,
- improving the availability of sports and recreational facilities in the city for visitors to the city.

Sports organizations operating in the city represent residents and expect from the administration of their city, above all, easier access to modern sports facilities that meet the sports requirements, to information about what sports events are organized by other sports organizations in the city, as well as to control and transparency of budget expenditure on sport in the city. The fulfillment of these expectations by the city administration may contribute to a positive assessment of the sport management model in the city.

Conclusions

In Poland, as a result of the economic transformation and the development of the world economy, many heavy industry enterprises, including hard coal mines and steel plants, were closed or bankrupted. Most of them functioned in the Silesian Voivodeship and so far, have been active entities in the social life of the inhabitants, the companies financed also the development of sport.

This situation changed at the end of the 20th and beginning of 21st century. The production plants were liquidated and the remaining ones were imposed strict market requirements. Mines and steel mills have donated sports property to the cities or local sports clubs. In many cities of the Silesian Voivodeship, a dilemma arose, which was related to stronger support for professional sports and the maintenance of sports infrastructure, or amateur sports, sports organizations and other activities addressed mainly to the inhabitants.

Based on the analysis of many strategic documents regarding sports management in the region, interviews with key sports management entities in the cities of the Silesian agglomeration, representatives of sports clubs and sports facility managers, it has been noticed that the role of public administration in the development of sport in the region is particularly important.

In addition to decisions related to overcoming the dilemmas of financing sports, the city administration should also build trust between all groups of sports stakeholders (administration public and its agendas, business clients - including sponsors and non-profit organizations, residents and visitors). It could be achieved through decisions regarding the establishment of sports institutions in the city, promotional support for sports organizations, establishing transparent conditions for the functioning and financing of sports organizations in the city.

Residents always have high expectations of public administration, and their interests are represented by local sports organizations (which are key partners in the development of sport for the city). The author's research has shown that, in addition to critical / key financial decisions related to sport, it is important that the city's administration is involved in the maintenance and provision of sports infrastructure to residents, efficient flow of information on sports events in the city and transparency of sports spending. But such support activity by the city is difficult in the case of the management of sports facilities by sports clubs.

In addition, the organization of grant competitions with clear criteria for the selection and evaluation of projects, promotional support for sports events in the city on clear and understandable terms may contribute to a positive assessment of the way sport is managed by the public administration.

In summary, modern sport is a social and economic phenomenon. Its development requires management decisions by the cities governments in

terms of both professional and amateur (recreational) sports of the inhabitants.

Professional sport in post-industrial cities has difficult conditions for development and financing due to less access to commercialization than in other cities.

The role of public administration in the development of sport is therefore particularly important, and its involvement in sport is legally mandated and necessary, but taking into account the needs of all stakeholder groups in the development of sport.

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About the author

dr. Krzysztof Cieślowski

Associate professor at the Department of Sport and Tourism Management,
The Jerzy Kukuczka Academy of Physical Education in Katowice, Poland
k.cieslikowski@awf.katowice.pl