

Improving the strategic provisions of the state policy on the development of physical culture and sports in the higher education system

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Abstract

The article examines the strategic provisions of state policy on the development of physical culture and sports in the higher education system. Based on the analysis of the Strategy for the Development of Physical Culture and Sports until 2028, the Strategy for the Development of Higher Education in Ukraine for 2022–2032, as well as a critical analysis of the Recommendations for the Strategic Development of Physical Education and Sports among Students until 2025, highly problematic positions of the latter document were identified in terms of digital materials, goals, components, objectives, directions, and expected results. To overcome the identified problems, the following architectonics of the draft Strategy for the Development of Physical Culture and Sports in Ukrainian Higher Education Institutions was proposed and justified: base, analytical, problem, target, and supply clusters, as well as strategic goals for the future document. Implementing this proposed architectonics, along with the substantive target content developed, will lead to tangible results in the development of physical culture and sports in the educational space of domestic higher education. This, in turn, will contribute to strengthening the statehood and resilience of our country.

Keywords: physical culture and sports; higher education system; strategy; state policy.

1. Relevance of the topic

State policy in any sphere is interpreted not only as a set of «value-driven goals, state-management measures, decisions and actions, the procedure of implementing state-political decisions (set by state authorities' goals) and the system of state governance of the country's development» [1, p. 8], but also as a «system of actions, regulatory measures, laws, and financial priorities in a particular direction, proclaimed by a state authority or its representatives»; state (public) policy is usually embodied in «constitutions, legislative acts, and judicial decisions» [2]. The modern principles of good governance, which are being implemented at all levels of the public administration system of Ukraine in the context of European integration processes, require strengthening the strategic vector of governance, which is realized in various sectoral state strategies as a

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doi: [https://doi.org/10.26642/ppa-2024-1\(9\)-10-17](https://doi.org/10.26642/ppa-2024-1(9)-10-17)

means of implementing state policy, that «determine the state's course for the allocation of limited resources to achieve defined long-term goals (5 or more years)». [3, p. 298, 314; 4; 5, p. 49].

The emergence of strategic management occurred more than 50 years ago in the business sphere; «towards the end of the 20th century, strategic management approaches began to be introduced into the public administration process, which necessitated the development of its scientifically-based foundation, taking into account the specifics of the public sphere» [6]. Today, most of the main objective areas of public administration influence have their development strategies. The sphere of physical culture and sports development in higher education system is no exception. However, its implementation must be revised, necessitating thorough study and improvement.

2. Analysis of recent research and publications

The following domestic and foreign scholars have contributed to the study of the issues of strategic public administration issues at various times: V.Akulov, O.Vikhanskyĭ, D.Hrytsyshen, P.Draker, V.Ievdokymov, V.Yefremov, V.Knorrynh, Yu.Krasovskyĭ, P.Milhrom, R.Mokler, A.Naumov, D.Roberts, M.Rudakov, T.Saati, S.Svirko, L.Serhiienko, S.Sleĭter, R.Fatkhutdinov, Dzh.Chaĭld, L.Shekhovtseva, V.Yakunin and others. Despite the fundamental results obtained, none addressed the issues stated in the article's topic.

The issue of state policy in the field of physical culture and sports has been studied in one way or another by scholars such as Balaban S., Baranovskyi V., Beleniuk Zh., Bondarenko B., Bondarenko V., Vavreniuk S., Hasiuk I., Hryban H., Dombrovska S., Dudorova L., Zhdanova O., Zhuravel O., Kalyna M., Kononenko V., Kudlata K., Kuzmenko O., Likashchuk V., Morhunov O., Nikonenko S., Paliukh V., Petryshyn D., Rybchych I., Savchenko V., Serheiev A., Sirenko R., Falkovskyi A., Tsipoviaz A., Choklia O., Shevchuk O.

In turn, a cohort of domestic scholars has studied the issues of state policy in the sphere of higher education in general at various times, namely: Azhazha M., Akimov O., Aliieva P., Andreichuk S., Bazylak N., Batechko N., Bodnar S., Bolduiev M., Vavreniuk S., Vorobiova O., Hedikova N., Holovii L., Hren L., Hryhanska S., Hubanova T., Hubernska N., Dombrovska S., Zhuravel Yu., Koval H., Kondratenko I., Kostyuk T., Kravtsova T., Kravtsov O., Kryzhko V., Krysiuk S., Lashchenko O., Luhovyi V., Molchanova Yu., Moroz S., Nemchenko H., Oharenko V., Popil Yu., Protasova N., Radul V., Rusyn M., Semenets-orlova I., Sierkova N., Sikorska I., Sirenko R., Starokozhko M., Totska O., Ulozhenko V., Khomyshyn I., Chyrva H., Shelomovska O., Shchokin R., Yarovoi T.

However, despite their research, none of the recent studies touched upon the strategic provisions of state policy regarding the development of physical culture and sports in the higher education system.

The article aims to improve the strategic provisions of state policy on the development of physical culture and sports in the higher education system.

3. Presentation of the main material

As is well known, state policy is formed at different levels: national, regional, and local [7, p. 5]. However, at the national level, it is necessary to distinguish between the national and sectoral vectors of state policy. Implementing the latter is the responsibility of the central executive body, which is authorized to form and implement state policy in the respective specialized area. It does not matter which level of state policy is being discussed – strategic or operational – since, at both levels, there is an interrelated sequential implementation of the latter.

An example of the formation and implementation of strategic provisions of state sectoral policy regarding the development of physical culture and sports in the higher education system is the Order of the Ministry of Education and Science of Ukraine № 193 dated February 15, 2021, «On the approval of Recommendations for the strategic development of physical education and sports among student youth for the period up to 2025» [8]. A substantive decomposition of this order will be conducted to fulfill the dissertation research tasks.

This order is based on a set of regulatory documents, in particular:

- Resolution of the Cabinet of Ministers of Ukraine «On Approval of the Regulation on the Ministry of Education and Science of Ukraine» [9];
- Decree of the President of Ukraine «On the National Strategy for Health-Promoting Physical Activity in Ukraine for the Period up to 2025 Physical Activity - Healthy Lifestyle - Healthy Nation» [10];
- Resolution of the Cabinet of Ministers of Ukraine «On Approval of the Strategy for the Development of Physical Culture and Sports for the Period up to 2028» [11];
- Resolution of the Verkhovna Rada of Ukraine «On Ensuring Sustainable Development of Physical Culture and Sports in Ukraine under Conditions of Decentralization of Power» [12];
- Resolution of the Cabinet of Ministers of Ukraine «On Approval of the State Target Program for the Development of Physical Culture and Sports for the Period up to 2024» [13];
- Order of the Ministry of Education and Science of Ukraine «On Approval of the Higher Education Standard for the Specialty 017 «Physical Culture and Sports» for the First (Bachelor's) Level» [14];
- Order of the Ministry of Education and Science of Ukraine «On Approval of the Higher Education Standard for the Specialty 017 «Physical Culture and Sports» for the Second (Master's) Level» [15];

From the empirical aspect perspective, the recommendations are based on the practical experience of the Committee for Physical Education and Sports of the Ministry of Education and Science of Ukraine, the performances of domestic students at the World Universiades, European University Games, World and European Student Championships, European Martial Arts Games, cooperation with the Student Sports Union of Ukraine (recognized by the International University Sports Federation), the European University Sports Association, higher education institutions and the sports community, etc.

The overall structure of the recommendations involves highlighting general provisions, analyzing the current state of physical education and sports in educational institutions in Ukraine and abroad, the purpose and primary objectives of the recommendations, expected outcomes, and organizational and financial support for implementing the of the recommendations.

The general provisions not only establish the basis for the recommendations themselves but also include a rather exciting provision regarding the establishment of two autonomous, equal-priority, and complementary systems in educational institutions – physical culture and sports, which, in turn, respectively serve as [16]:

- a tool for preserving and strengthening health, promoting a healthy lifestyle, comprehensive (including physical) harmonious development, providing meaningful leisure for students, increasing their physical activity, including through participation in sports and mass events of various levels and directions (the implementation of this "physical education" tool occurs through the physical education departments);

- a means of developing students' physical, moral, volitional, and intellectual abilities, improving students' athletic skills while combining studies with sports training for participation in student sports competitions at various levels (the functioning of the «sports» means takes place within the activities of student sports centers);

The analysis of the current state of physical education and sports among students, conducted during the preparation of the recommendations for the strategic development of physical education and sports, revealed specific critical global trends, such as [17]:

- physical activity as the basis of modern global society has become a modern global trend of humanity, officially supported by countries around the world;

- leading world higher education institutions use multi-vector tools and measures to ensure physical activity among students, including through sports clubs, recreational centers, and special courses for different levels of preparedness;

- leading world higher education institutions have introduced research on monitoring the health status of students, as well as testing for applied physical and cultural skills;

- through a developed system of international public student sports organizations, students at world higher education institutions have the opportunity to engage in various sports regularly, participate in a wide range of student competitions at multiple levels (World Universiade, European University Games, European and World Championships, competitions of student sports leagues as part of their teams, as well as part of national teams in Olympic and non-Olympic sports);

- to support the sporting achievements of students, world higher education institutions have implemented programs to reduce tuition fees and provide scholarships for outstanding student-athletes based on their sporting achievements.

This analysis also allowed conclusions to be drawn about the crisis state of the domestic sphere of physical culture and sports in the higher education system, which is confirmed by the results of the assessment conducted in the 2018/2019 academic years, according to the Resolution of the Cabinet of Ministers of Ukraine № 1045 dated 09.12.2015 «On Approval of the Procedure for Annual Assessment of Physical Preparedness of the Population of Ukraine» [18], evaluating students from 1260 higher education institutions, which indicate that 77.4 % of them had an insufficient level of physical preparedness [19]. It was further exacerbated by the spread of the acute respiratory disease COVID-19, which led to a sharp decrease in students' physical activity of students during the pandemic.

The identified purpose and objectives of the Recommendations are presented in table 1.

Table 1

The goals and objectives of the Recommendations for the strategic development of physical education and sports among students until 2025

<i>Content area of Recommendations</i>	<i>Characteristics</i>
<i>1</i>	<i>2</i>
<i>Goals</i>	Definition of priority areas of activity and development of mechanisms for: <ul style="list-style-type: none"> • Ensuring the realization of the right and desire of student youth for physical activity, physical culture, and sports in the context of achieving harmonious health development as the highest national-social value; • Instilling in student youth humanistic values and patriotic feelings; • Fostering among student youth a valuable attitude towards their health, spiritual and physical-sports improvement; • Creating a positive image of our country in the world
<i>Objectives for physical education</i>	<ol style="list-style-type: none"> 1. Conducting annual assessments of the physical fitness of student youth; 2. Organizing and conducting sports and mass events involving student youth based on modern sports trends and informational technologies and formats; 3. Motivating employees of the higher education system to engage in physical culture and sports; 4. Enhancing the inclusiveness of higher education, including through the formation of special medical groups; 5. Supplementing the educational and extracurricular components of student life with modern, popular sports; 6. Ensuring the development of sports tourism in higher education institutions as a means of implementing acquired skills and abilities during physical education and directing physical activity productively

The end of Table 1

1	2
<i>Objectives for sports</i>	<ol style="list-style-type: none"> 1. Forming and ensuring the operation of student centers, sports clubs and other sports structural units in higher education institutions; 2. Ensuring preparation and participation of students in regional, national and international sports competitions among students
<i>Objectives for information support</i>	<ol style="list-style-type: none"> 1. Forming and implementing an innovative model for motivating students to engage in physical culture, sports and a healthy lifestyle; 2. Promoting olympic values (excellence, friendship, solidarity); 3. Providing information support in the fight against substances prohibited according to the requirements of the world anti-doping agency; 4. Providing publicity and coverage of measures to implement the recommendations through the media, ensuring widespread social advertising for the benefits of physical activity and a healthy lifestyle
<i>Objectives for organizational and structural support</i>	<ol style="list-style-type: none"> 1. Ensuring coordination of actions and cooperation among entities implementing the Recommendations: the Ministry of Education and Science of Ukraine, the Committee for Physical Culture and Sports under the Ministry of Education and Science of Ukraine, the Student Sports Union of Ukraine, the National Anti-Doping Committee of Ukraine, scientific and research institutions, local executive authorities and local self-government bodies, all-Ukrainian sports federations, sports clubs, public associations, business representatives and other subjects of physical culture and sports
<i>Objectives for material, technical and financial support</i>	<ol style="list-style-type: none"> 1. Modernizing the sports infrastructure facilities of higher education institutions according to the latest global requirements for such facilities and user demands; 2. Strengthening the material and technical base for physical culture and sports in higher education institutions; 3. Forming programs for the physical education of students in higher education institutions involving financial support from budgets of various levels
<i>Objectives for scientific and methodological support</i>	<ol style="list-style-type: none"> 1. Carrying out further educational and methodological work; 2. Expanding digital competencies and skills of teaching staff in physical education in higher education institutions; 3. Modernizing curricula, programs and materials by updated higher education standards; 4. Developing online tools for the development of activities in the field of physical culture and sports; 5. <u>developing guidelines for conducting distance physical education classes at home</u>
<i>Objectives for medical support</i>	<ol style="list-style-type: none"> 1. Developing medical and pedagogical monitoring of students during physical culture and sports events in higher education institutions; 2. Restoring annual medical examinations for students; 3. <u>Introducing medical examinations for students participating in sports competitions</u>
<i>Objectives for regulatory and legal support</i>	<ol style="list-style-type: none"> 1. Developing Regulations for student sports centers in higher education institutions; 2. Improving the organizational, regulatory, staffing, material, technical, financial, scientific, methodological, medical, and informational support for physical education and sports in higher education institutions; 3. Ensuring the organization, preparation and conduct of annual assessments of students' physical fitness, the results of which should be presented in the annual report of the head of the higher education institution

Source: drafted on the basis of [20]

The main results of implementing these recommendations are proposed as follows; [21]:

- complete modernization of the infrastructure for physical education and sports for students in higher education institutions;
- formation of a creative model to stimulate students to engage in physical culture and sports and to lead a healthy lifestyle as a guarantee not only of gaining physical health but also of successful socialization and professional growth;
- development of a comprehensive system for the early diagnosis of athletic abilities among students, ensuring the further development of these abilities with consistent sports growth of their carriers, and representing our country in international competitions;
- expansion of the number of participants in physical culture and sports events among students;
- improvement of physical fitness indicators among students.

The organizational and financial support for the implementation of the recommendations is stated as follows [22]:

- the development and approval of an action plan, its implementation, monitoring the status of the recommendations, transforming tasks into specific measures, and incorporating them into national and local development programs;
- covering the expenses for implementing the recommendations from state and local budgets, grants, and other sources not prohibited by law.

A thorough study of the presented provisions of the Recommendations on the Strategic Development of Physical Education and Sports among Student Youth for the period up to 2025 shows certain positive aspects, which are in relative correlation with other fundamental documents – the Strategy for the Development of Physical Culture and Sports and the Strategy for the Development of Higher Education. At the same time, against the background of the above-mentioned fundamental documents of the strategic level of state policy on the development of physical culture and sports on the one hand and higher education on the other, it is evident that the structure of the Recommendations on the Strategic Development of Physical Education and Sports among Student Youth for the period up to 2025, which, should be predominantly correlated with the structure of the

Strategy for the Development of Higher Education, is highly insufficient. A significant gap is the absence of such substantive sections as a «description of the problems in the field of physical culture and sports in the higher education system that caused the need to formulate the Recommendations and the justification for the need to solve them» «analysis of the current state of affairs in the domestic sphere and trends in the field of physical culture and sports in the world higher education system», «strategic goals, risks, expected results and indicators of their achievement», «ensuring the implementation of the Recommendations», «monitoring, evaluation and reporting», «monitoring of the implementation of the Recommendations». A significant gap is seen in the absence of such substantive sections as «description of problems in the field of physical culture and sports within the higher education system that necessitated the formation of the Recommendations, and justification for their resolution», «analysis of the current state of affairs in the domestic sphere and trends in physical culture and sports in the global higher education system», «strategic goals, risks, expected outcomes, and indicators of their achievement», «implementation of the Recommendations», and «monitoring, evaluation, and reporting on the implementation of the provisions of the Recommendations».

A critical analysis of the substantive positions of the Recommendations for the strategic development of physical education and sports among students until 2025 has revealed the following extremely problematic aspects [23]:

- the analysis of the current state of physical education and sports in educational institutions includes several indicators, one of which is the number of higher education institutions where physical fitness assessments of students were conducted — 1260 units. This figure raises significant doubts, as official statistics state that there were 652 higher education institutions in the country as of the 2018/2019 academic year [24];
- the recommendations' goal is «defining priority areas of activity and developing mechanisms» [25], which is generally an instrument for achieving the goal, not the goal itself;
- One component of the goal is the direction of «forming patriotic feelings» [26], which is neither implemented through the so-called defined mechanisms nor mentioned further in the Recommendations;
- among the tasks for physical education, Task 1 is related to «ensuring the annual assessment of the physical fitness of Ukrainian students» [27], which is tautological with the Cabinet of Ministers of Ukraine Resolution No. 1045 of December 9, 2015, «On Approval of the Procedure for Conducting Annual Physical Fitness Assessment of the Population of Ukraine» [28]. According to this resolution, the Ministry of Education and Science of Ukraine has been obliged to conduct such assessments annually since 2016 and submit the results to the Ministry of Youth and Sports of Ukraine. Moreover, simply performing the assessment is unlikely to lead to the development of physical education;
- another task for physical education is Task 3, «encouraging teachers and employees of the educational sector to engage in physical culture and sports» [29], without explanations on how this direction contributes to the development of physical culture and sports among students;
- an important direction is «promoting the development of tourism in educational institutions as a form of engaging youth in forming the need for a healthy lifestyle, active recreation, and the prestige of engaging in physical culture» [30]. However, it is apparent that «tourism» here refers not to tourism in general, which, according to the Law of Ukraine «On Tourism», is «the temporary departure of a person from their place of residence for recreational, cognitive, professional-business, or other purposes without engaging in paid activities at the place of destination» [31], but rather to sports tourism, which is both a type of tourism and a type of sport. Therefore, this direction should be listed among the tasks for sports.
- tasks related to various types of support generally have nothing to do with strategic tasks; they should be presented within the support block, where organizational and financial support is tautologically stated;
- in the scientific and methodological support tasks, Task 4 «creating internet tools to meet the needs of the development of the field of physical education and sports (simplifying competition registration, access to training methodological recommendations, reporting, etc.)» [32], is unjustifiably classified under the scientific and methodological support for the development of physical education and sports among students, as this direction pertains to the development of physical culture and sports in general;
- in the tasks regarding regulatory and legal support, Task 1 includes the provision on «implementing the Regulation on Student Sports Centers», which, according to Article 14 of the Law of Ukraine «On Physical Culture and Sports», should have been developed by the Cabinet of Ministers of Ukraine back in 2012 but has not yet been implemented [33];
- in the regulatory and legal support tasks, Task 2 includes «amending the organizational, regulatory, legal, personnel, material and technical, financial, scientific, methodological, medical, and informational support for physical education and sports in educational institutions» [34]. It is evident that the listed types of support, except for the tautologically stated regulatory and legal support, do not pertain to the latter type of regulatory support;
- in the regulatory and legal support tasks, Task 3 includes the provision on «ensuring the organization, preparation, and conduct of the annual physical fitness assessment of students» [35], which was already stated as Task 1 among the tasks for physical education;
- the expected results, like the goal, violate the cause-and-effect relationship, as the result of implementing the provisions of the Recommendations should not be the creation of a comprehensive model for motivating students to engage in physical culture and sports [36] (this is a means, not a goal), but rather achieving a high level of student motivation to engage in physical culture and sports

The absolute disregard of the Recommendations by the Higher Education Development Strategy, which was adopted a year after the Recommendations, needs to be clarified.

Therefore, there is every reason to assert the necessity of forming an updated strategic document: the Strategy for the Development of Physical Culture and Sports in Higher Education Institutions of Ukraine.

Based on the previously conducted analysis of the structural components of strategic documents regarding the implementation of state policy in the fields of physical culture and sports, as well as higher education, the following architecture for the draft Strategy for the Development of Physical Culture and Sports in Higher Education Institutions of Ukraine is proposed:

- base cluster:
 - the goal and mission of the Strategy for the Development of Physical Culture and Sports in Higher Education Institutions of Ukraine;
 - the main guidelines for the development of physical culture and sports in higher education institutions of Ukraine;
 - priorities and determinants of the development of physical culture and sports in higher education institutions of Ukraine;
- analytical cluster:
 - analysis of trends in the modern development of physical culture and sports in world higher education institutions;
 - analysis of the state of physical culture and sports in higher education institutions of Ukraine;
- problem cluster:
 - identification and description of the problems of physical culture and sport in higher education institutions of Ukraine;
 - determining the consequences of the problems of physical culture and sports in higher education institutions of Ukraine from the current and strategic perspective;
 - substantiating the urgency of solving the problems of physical culture and sports in higher education institutions of Ukraine;
- target cluster:
 - setting strategic goals and, within each of them, operational goals of the Strategy;
 - identifying risks in the process of achieving the Strategy's goals;
 - formulation of tasks to achieve the operational and, therefore, strategic goals of the Strategy;
 - defining the expected results;
 - determining the expected performance indicators for achieving the goals;
- supply chain cluster:
 - description of the organizational mechanism for the Strategy implementation;
 - description of the financial mechanism to ensure the Strategy implementation;
 - description of the control mechanism for ensuring the Strategy implementation;
 - description of the information mechanism for ensuring the implementation of the Strategy.

It is suggested that the strategic goals that will form the basis of the model Strategy for the Development of Physical Culture and Sports in Higher Education Institutions of Ukraine, taking into account the above trends of the world and the realities of the current functioning of our country, should be chosen:

Strategic objective 1: Educating physically strong, motorically active, harmoniously physically and spiritually developed healthy students who are aware of the importance of their role in ensuring the security and defense capability of the country;

Strategic objective 2. High quality of the educational component in physical culture and sports in higher education institutions through applying the most advanced scientific and practical approaches, standards, methodologies, and technologies based on digital transformation. social responsibility and inclusiveness;

Strategic objective 3. Strengthening medical support in the process of development of physical culture and sports in higher education institutions in their various forms and types for different social and significant groups of students in time and space;

Strategic objective 4. Modernise sports infrastructure facilities and strengthen the material and technical base of physical culture and sports in higher education institutions in line with the latest international requirements for such facilities and user demands;

Strategic objective 5: Maximum involvement of student youth in the international, national, and regional sports movement in the context of internationalization of physical culture, sports, and higher education;

Strategic objective 6. Renewal of personnel and their retraining in the context of the transformation of the mission of physical culture and sports in the country and competence characteristics in the program 017 «Physical Culture and Sports»;

Strategic objective 7. Development of state-public administration and public self-government within the framework of physical culture and sports development in higher education institutions to ensure a synergistic management effect in their combination with state administration of physical culture and sports and higher education;

Implementation of the proposed architectonics of the draft Strategy for the Development of Physical Culture and Sports in Higher Education Institutions with its targeted content will allow achieving accurate significant results in the development of physical culture and sports in the educational space of the national higher education system. It thus will contribute to strengthening the statehood and sustainability of our country.

4. Findings and directions for further research

The modern domestic educational space is in the final phase of its transformation, resulting from many years of fruitful influence of public administration on its traditional functional object. Physical culture and sports in the higher education

system have become especially important since the outbreak of war in our country, as the physical training of our defenders, who, for the most part, have been educated in higher education institutions, is the key to our victory. Implementing the proposed provisions on the development of strategic positions of state management of the development of physical culture and sports in the higher education system will help strengthen this cluster of higher education in wartime and thus make our victory possible.

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The article was sent to the editorial board on 15.02.2024.