

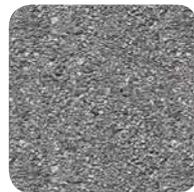


PROPOSED EUROPEAN GUIDELINES

Improving Infrastructures for Leisure-Time Physical Activity in the Local Arena

TOWARDS SOCIAL EQUITY, INTER-SECTORAL COLLABORATION AND PARTICIPATION

Draft Version November 8th, 2010



These guidelines present a set of good practice criteria and good practice examples. They are the result of concerted action of scientists and policymakers from twelve EU member states in the EU-funded IMPALA project. The IMPALA

project aimed to assist in concerting efforts for the development of local infrastructures for leisure-time physical activity in EU member states. The focus of the guidelines is on fostering equity, inter-sectoral collaboration and participation.

The guidelines are to assess and to improve infrastructures for leisuretime physical activity. In particular, they provide good practice criteria and examples of policymaking, planning, building, financing, and management.

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The focus of these guidelines

These guidelines refer to the aim of the European Union (EU) to promote the well-being of its people (Art. 3 TEU). They also underline the social function of sport and physical activity (Art. 165 TFEU).

Why these guidelines?

In the EU, two thirds of the adult population does not reach recommended levels of activity. As a result, physical inactivity is estimated to deprive Europeans of over 5 million days of healthy life every year, on average. Everybody is not affected in the same way, however.

Although poorer people are more likely to walk or cycle to shops or work than those with higher incomes, they are less likely to be active in their leisure time. Lack of nearby sports facilities, transport or sufficient money may stop those with a low socio-economic status from taking up leisure physical activities.

Important policy documents by both the European Union and World Health Organisation highlight the importance of inclusive and participatory approaches, stakeholder networks and multi-sectoral action in addressing these inequalities in physical activity.

- **2006** EU Green Paper Promoting Healthy Diets and Physical Activity - a European dimension for the prevention of overweight, obesity and chronic diseases
- **2007** EU White Paper on Sport
- **2008** EU Physical Activity Guidelines that recommend policy actions in support of health-enhancing physical activity
- **2006** WHO Europe Promoting Physical Activity and Active Living in Urban Environments. The role of local governments
- **2004** WHO Global Strategy on Diet, Physical Activity and Health

Policy- and environment-oriented interventions appear to be most successful in increasing physical activity levels of the population. They call for community based action with strong government intervention and leadership. They also address the strong societal role of organised sports and its potential to improve PA behaviour and public health. However, these visionary documents do not provide advice how to achieve such action.



What do the guidelines add?

The guidelines provide insights how these policy documents can be implemented in practice. The guidelines are based on the experience of the various partners in the IMPALA project. They reflect a diversity of different experiences and are relevant for different member states and regions of the European Union. We are aware that not all potential criteria of good practice can be presented. One task of the guidelines is to provide criteria of good practice for assessment and improvement. Another task is to provide examples of good practice.

Focus on three central objectives

(1) Social equity

Social equity in the guidelines refers to fairness. It means that people's needs guide the distribution of opportunities for activities for well-being. Such a focus may involve concerted action to foster the development of infrastructures for leisure-time physical activity in targeted policies and deprived neighbourhoods. Thus, it gives high priority to and action to improve the situation in neighbourhoods or communities most in need.

(2) Inter-sectoral collaboration

The guidelines understand inter-sectoral collaboration twofold. It refers to collaboration between different policy sectors, e.g. sports, health, urban planning. It also comprises collaboration between the public, private, and so-called third sector, e.g. sport associations and other volunteer organisations.

(3) Participation

Participation in these guideline refers to the direct involvement of multiple groups of targeted communities, decision-makers, and experts in decision-making and concrete action to create a broad physical activity friendly environment.

The content of these guidelines: Infrastructures

Improving infrastructures for leisure-time physical activity in the local arena refers to a broad understanding of the term “leisure-time physical activity” (LTPA) and therefore also of the term “LTPA infrastructures”. LTPA comprises various forms of play, movement, and sport. Such activities can take place virtually everywhere in the local arena - in stadiums, gardens, gyms, pools, lakes, parks or squares. We therefore differentiate three types of infrastructures for leisure-time physical activity. These three types are not always strictly separated but rather represent different stages on a continuum, ranging from highly standardised classical sports facilities towards informal public space. Moreover, some infrastructures may exceed one type.

Three main types of infrastructures

(1) Sports facilities

for example swimming pools, gyms, or sports grounds.

(2) Leisure-time infrastructures

that provide specific opportunities for sports and physical activity, (e.g. parks, playgrounds, and cycling paths).

(2) Urban and natural spaces

that are usable for sports and physical activity, (e.g. streets, public places, forests, and beaches).



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Figure 1: The different types of LTPA infrastructures

The content of these guidelines: Development

Policy-making is the key to success!

Policies set direction for the course of action in multiple ways. Change can be brought through widespread innovation in policy and practice through improved inter-sectoral collaboration and the adoption of new roles by diverse actors at national, regional, and local level of government.

In many cases, public actors take responsibility to develop, adopt and adapt overall policies on improving LTPA infrastructures and apply it to concrete decisions related to planning, funding, building and managing of infrastructures. The focus is on the role that public policy can play in shaping environments towards equity, inter-sectoral collaboration, and participation.

Policies can also be initiated by non-governmental organisations or voluntary actors, like sport federations, and the private sector (e.g. from an employer's perspective). Such policies can remove barriers to physical activity, such as in club systems or at the workplace, and thus contribute to improvement towards good practice.

Four dimensions of development

Improving of infrastructures for leisure-time physical activity refers to planning, financing, building, and managing. All aspects are interlinked and build upon each other.

Policy

Concerning policies, the guidelines help to identify relevant policies, decision-making levels and policy sectors involved. They guide you in assessing the quality of existing policies with regard to addressing social inequality as well as the role of participation in the policy.

(1) Planning

The guidelines refer to strategic or large-scale planning. They deal with planning prerequisites, like databases on infrastructures and PA behaviour, and how they meet the objectives of social equity and intersectoral collaboration. The checklists of good practice criteria give concrete advice how to compile planning parameters and plan concrete action together with all relevant groups and stakeholders.



(4) Management

Management in the guidelines focuses on the modes of operating LTPA infrastructures. The good practice criteria on management list different indicators for assessing existing models of operation. They also provide guidance to improve management of infrastructures with regard to equity and co-operation with different policy sectors and different stakeholders.

(3) Financing

The guidelines on financing deal with funding models and funding sources for improving LTPA infrastructures. They provide indicators to identify existing funding procedures and to measure the quality of current funding in the local arena. The checklists of good practice criteria also consider the impact of different investor models, subsidies and funding procedures on equity issues as well as on collaboration between different policy sectors and levels.

(2) Building

The guidelines about building refer to the built environment. They provide approaches for assessing types, quantities and location of infrastructures built as well as their quality. Criteria for improvement focus on how infrastructures might be intertwined with ideas of social equity, inter-sectoral collaboration, and participatory approaches.



How to use these guidelines

The guidelines are primarily designed to:

- 1. Assess the developmental status of leisure-time physical activity (LTPA) infrastructures*
- 2. Improve LTPA infrastructures towards equity, inter-sectoral collaboration, and participation*

The guidelines are directed at all those who are interested in LTPA infrastructures in the local arena. They support decision-makers, experts, and professionals who bear of responsibility for the planning, building, financing, and management of LTPA infrastructures. In addition, the guidelines are to provide support to representatives of the third and volunteer sector such as sports associations and clubs, as well other stakeholders in the field.

The guidelines for improving LTPA infrastructures can be used as a quality management tool to ensure good quality in structures, processes, and outcomes. The guidelines may also be used to get information on good practice examples and innovative approaches. Several concrete case studies from the twelve participating countries in IMPALA provide useful ideas and examples of good practice.

Contextuality of the guidelines

There are different legal and administrative contexts that may make some indicators in the checklists difficult to realise. Economic and social environments in different regions may vary and call for specific approaches.

The guidelines do not provide an exhaustive „score sheet“ that shows how close you are towards good practice on a predefined scale. They do not stipulate one particular approach to use for policies and development processes.

The guidelines therefore aim to provide a selection of criteria that can be used for and adapted to different contexts and specific stages of progress.

The guidelines are divided into criteria for policies, planning, building, financing, and management. Every dimension is covered by one page of criteria for assessment, one page of criteria for improvement, and one page of a good practice example.

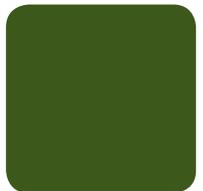
1st Step: ASSESSMENT

The first step to take is to assess the current status in a municipality, region, or country. This assessment refers to good practice criteria and enables you to assess whether current procedures in planning, building, financing, and management of infrastructures contribute to equity, inter-sectoral collaboration and participation of relevant perspectives in the development processes. Building this knowledge base is essential to identify the priority areas of action for your specific context.

2nd Step: IMPROVEMENT

The second step is to improve LTPA infrastructures. The checklists on good practice criteria provide specific advice to plan future investments, improve existing infrastructures, decide upon appropriate financing and management models, and develop innovative planning approaches adapted to the needs of your specific context.

policy



Step 1 | ASSESSMENT

Good Practice Criteria

Assessment of policies focusses on identifying existing policies of all sectors and all types of LTPA infrastructures. Even though, the guidelines deal with LTPA infrastructures in the local arena, it might provide benefits to assess existing policies also at national and regional level. You can use gained knowledge to improve planning, building, financing, and management of a local infrastructure.

a) Identify existing public policies

INFRASTRUCTURE	SPORT FACILITIES	LEISURE-TIME INFRASTRUCTURES	URBAN SPACE	NATURAL SPACE
PUBLIC SECTOR				
SPORT				
RECREATION				
TRANSPORT				
URBAN PLANNING				
TOURISM				
HEALTH				
...				

Identify public policies, e.g. laws, regulations, guidelines or similar documents in all sectors that deal with different types of LTPA infrastructures. Matrices like the example matrix can be used to get an overview about existing policies.

b) Identify non-public policies

Policies can also be developed by non-public actors. Matrices like the example matrix can be helpful to get an overview what institutions from the third and private sector are involved in the development of LTPA infrastructures.

NAME & TYPE OF ORGANISATION	NAME & TYPE OF POLICY DOCUMENT
VOLUNTEER ORGANISATIONS	
FOUNDATIONS	
COMMERCIAL COMPANIES	
...	

c) Assess the quality of policies

Good practice indicators are:

1. THERE ARE POLICIES FOR ALL TYPES OF INFRASTRUCTURES

Check if identified policies cover all types of infrastructures.

2. POLICIES CONTRIBUTE TO IMPROVING SOCIAL EQUITY

Identified policies seriously consider the interests of

- People with a low socio-economic status
- Senior citizens
- Children and adolescents
- Women
- Ethnic minorities
- Immigrants
- Disabled and incapacitated people

3. POLICIES ENSURE PARTICIPATION OF DIFFERENT PERSPECTIVES IN DECISION-MAKING:

- Volunteer organisations
- Representatives of population subgroups
- Other relevant policy sectors
- Relevant policy actors from different levels, e.g. in federal countries

4. POLICIES INCLUDE A SOUND QUALITY MANAGEMENT SYSTEM AND DEFINE:

- Concrete objectives
- Allocated resources
- Concrete steps of implementation
- Expected outcomes
- How to evaluate outcomes

Improvement provides guidance in fostering inter-sectoral collaboration and participation of different policy sectors and non-governmental organisations and representatives of different population subgroups. This section also describe incentives to promote social equity in policymaking.

a) Take responsibility

Improving LTPA infrastructures calls for one actor to take main responsibility for this issue. In different contexts, different policy sectors and different levels of government might take the lead, also depending on jurisdiction and resources.

b) Find partners for inter-sectoral collaboration and participation

Improving infrastructures relies on intersectoral collaboration. It might also help to integrate voluntary organisations as well as the private sector into policy-making to increase their engagement and consider their interests as well as experience from the very beginning. Partners can stem from:

- NGOs/Volunteer organisations, e.g. sports federations
- Representatives from various population subgroups, (e.g. senior citizens, children and adolescents, immigrants, or disabled people)
- The private sector
- Relevant other policy sectors, e.g. sports, health, recreation, urban, planning, economics, tourism, transport, recreation, education, social affairs and others
- Actors from other levels of government, such as local and regional representatives
- Science

c) Set incentives towards social equity

1. DEFINE A MISSION

Turn a policy into an inspiring task that attracts inter-sectoral involvement.

- A collective mission, e.g. a bike-friendly city
- Matching of missions, e.g. linking sustainability to health or link active cities to healthy cities

2. IDENTIFY APPROPRIATE OBJECTIVES

Concretise your mission into specific, measurable, achievable, relevant, and timely objectives.

- What are the precise objectives to be achieved?
- What are the population target groups of the policy?
- Which settings does the policy deal with?

If you want to reach people with a low socio-economic status for LTPA, who tend to be physically more inactive than other population subgroups, you might set positive incentives by improving your policy through the promotion of:

- Low cost or subsidised sport facilities
- Free-of-charge sport facilities
- Various types of infrastructures
- LTPA infrastructures in socially deprived neighbourhoods

d) Improve quality management

1. FOSTER IMPLEMENTATION

Good practice in policy-making considers key indicators of effective implementation:

- Plan concrete steps for implementation
- Define clear responsibilities and obligations for implementation
- Identify and allocate resources
- Increase public awareness and communicate the policy

2. MONITOR AND EVALUATE IMPLEMENTATION

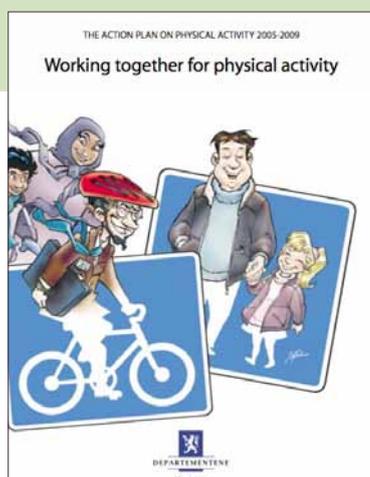
A systematic monitoring and evaluation of the implementation allows to adapt an existing policy to new trends and needs.

Working Together for Physical Activity

The Norwegian Action Plan 2005-2009

Best Practice
Example
POLICY

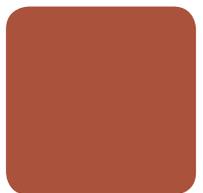
GOAL(S)	<p>Vision/targets:</p> <ul style="list-style-type: none"> • A general improvement in public health through increased physical activity in the population • An increase in the number of children and youth who are physically active for at least 60 minutes per day • An increase in the number of adults and elderly people who are moderately physically active for at least 30 minutes per day <p>Sub-targets:</p> <ul style="list-style-type: none"> • A higher number of people who are physically active during their leisure time • Opportunities for physical activity in kindergartens, schools and at work • Physical environments promoting an active lifestyle • Focus on physical activity in social- and health services • Inter-sectoral and co-ordinated efforts to promote physical activity in the population • A better basis of knowledge and improved competence regarding physical activity and health • Individual awareness regarding physical activity and health—motivation for an active lifestyle
CONTEXT	<p>The Action Plan on Physical Activity is a national mobilisation in order to promote improved public health through increased physical activity. Initiatives described and targets defined require cooperation between different sectors and levels of administration. Eight ministries collaborate in the development and the follow-up of this plan - under the leadership of the ministry of health.</p>
IMPACT ON IMPROVING LTPA INFRASTRUCTURES	<ul style="list-style-type: none"> • New Planning and Building Act with increased emphasis on health during the action plan period (2005-2009) • Several planning tools and guidelines • Website for planning • Development project: ("Health in Planning") • Conferences on planning
CONTACT	<p>Directorate of Health/ PB 7000 /St. Olavs plass/0130 Oslo/Norway</p>
RESOURCES/ WEBSITE	<p>Short version in English: www.helsedirektoratet.no/vp/multimedia/archive/00004/IS-0162_E_Kort_4546a.pdf</p>



Key success factors

1. Clearly defined leadership
2. Multi-sectoral involvement
3. Strong focus on supportive environments
4. Concrete catalogue of with defined responsibilities and timeframe
5. Evaluation

planning



Step 1 | ASSESSMENT

Good Practice Criteria

Assessment focusses on the identification of planning prerequisites and procedures. It also provides good practice criteria to assess the quality of planning prerequisites, like databases on infrastructures, PA offers, PA behaviour and needs.

a) Identify existing planning prerequisites and procedures

1. DATA BASES

- Is there a database on LTPA infrastructures?
- Is there a database on PA offers?
- Is there a database on PA behaviour of the general population?
- Is there a database on needs of the general population, residents of a specific area, sports clubs, or other providers of PA offers?

2. PLANNING PROCEDURES

- Is planning conducted by one sector? That might be a sport facility plan by a local sports department
- Is planning conducted in inter-sectoral collaboration? That might e.g. be promotion of PA infrastructures by local sports and transport departments
- Is planning supported by external experts?
- Is planning conducted as participatory process? Such a process involves e.g. representatives of different population groups, sports clubs, policymakers, and practitioners

3. PROCEDURES OF PARTICIPATION

- Is public inspection mandatory?
- Are public hearings mandatory?
- Are there citizens' advisory boards?
- Are there citizen panels in planning concrete action?
- Are open space methods used to plan concrete action?
- Are there participatory processes in all phases of planning, e.g. co-operative planning?

b) Assess the quality of existing planning prerequisites and procedures

Good practice indicators are:

1. DATABASE ON LTPA INFRASTRUCTURES

- Includes different types of infrastructures
- Comprises information on geographical and socio-spatial distribution

- Considers maintenance status
- Considers utilisation
- Considers access, e.g. in terms of location and costs, personal abilities and different population subgroups
- Data base has resources assigned for data management and is updated regularly
- Data base is accessible and user-friendly, for volunteer organisations and the public

2. DATABASE ON PA OFFERS

- Comprises offers by different providers, e.g. sport clubs, welfare organisations, commercial providers and others
- Comprises information about organisational structures, e.g. size, memberships, fees etc.

3. DATABASE ON PA BEHAVIOUR

- is based on a broad understanding of physical activity
- comprise information about type, frequency, duration, organisation, and location of the population's physical activities
- Data are representative for different population subgroups

4. DATABASE OF NEEDS

- Assesses perceptions of different stakeholders on existing LTPA infrastructures
- Assesses missing types or quantities of infrastructures

5. PLANNING PROCEDURES

- Are documented
- Consider relevant perspectives, e.g. endusers, public administration, policymakers, researchers, representatives of volunteer organisations, private building sector, investors
- Integrate information from data bases and stakeholder-based needs assessment
- Integrate external experts, e.g. for collecting data or facilitating co-operative planning
- Are evaluated

Improvement of planning provides criteria on how to compile data on LTPA infrastructures, PA offers, PA behaviour. It presents criteria on how to do a systematic needs assessment and to prepare planning of concrete action.

a) Compile relevant planning pre-requisites

1. DATABASES ON LTPA INFRASTRUCTURES

- Inventory of LTPA infrastructures, e.g. types, quantity, size, eligibility, utilisation, maintenance status

2. DATABASE ON PA OFFERS

- Inventory of sport clubs offers, (e.g. assessment of number and size of sports clubs and their members, branches, offers;
- Inventory of PA offers by social, commercial and other providers

3. DATABASE ON PA BEHAVIOUR

Data assessment on PA behaviour of the general population should provide information on:

- Proportion of active citizens
- Types of PA
- Frequency and duration of PA, in summer and winter
- Organisational frame
- Location of PA
- socio-demographic characteristics

4. DATABASE ON NEEDS

Needs assessment is also based on perceptions by different stakeholders, e.g. the general population, sports clubs, and other providers of PA offers. Therefore, such a database should compile:

- Assessment of demands by different types of providers
- Missing infrastructures as perceived by the general population
- Perception of and satisfaction with existing LTPA infrastructures
- Needs with regard to socio-demographic characteristics

b) Prepare participatory and inter-sectoral planning procedure

1. DECIDE ABOUT A PLANNING PROCEDURE

Choose a systematic planning procedure and method of planning that are appropriate to the given context.

2. CHOOSE PARTICIPANTS OF THE PLANNING PROCESS

Relevant perspectives include:

- Citizens or representatives of affected and targeted communities
- Senior and experienced practitioners in relevant fields, e.g. sport clubs
- Government agencies or public administration, e.g. sports department, urban planning
- Decision-makers/policy-makers, e.g. mayor, city councillors
- Local councils, e.g. neighbourhood board
- Local businesses

3. INTEGRATE INFORMATION FROM DATABASES IN PLANNING PROCEDURE

- Compile existing LTPA infrastructures
- Prepare relevant information on PA behaviour
- Provide a systematic needs assessment, e.g. via balancing offers and demands

4. DEVELOP A CATALOGUE OF ACTION

Developing a catalogue of action for LTPA infrastructures follows the steps:

- Development of visions and overall concepts for sport development
- Definition and specification of goals
- Decision on priority areas
- Goal-oriented development of measures

The final catalogue of action comprises measures, steps of implementation, time frame, responsibilities, resources and indicators of effective implementation.

c) Foster implementation

A CATALOGUE OF ACTION

promotes implementation via:

- a binding document agreed upon and approved by decision-making bodies, e.g. city council
- a steering group to oversee implementation and follow-up on developments
- monitoring of successful implementation
- adaptation of catalogue of action

Integrated Planning of Sport Development

Frankfurt/Main, Germany 2009-2010

Best Practice
Example
PLANNING

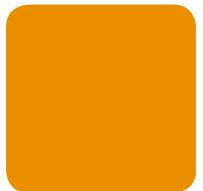
GOAL(S)	A sport development plan that closely fits the city's needs and that is both forward-looking and sustainable
CONTEXT	Both local and regional decision-making bodies in Germany are searching for new planning procedures for sports development that combine solid empirical data, inter-sectoral collaboration and community involvement.
IMPACT ON IMPROVING LTPA INFRASTRUCTURES	<ul style="list-style-type: none"> • Creates an inventory of LTPA infrastructures • Assesses sport and PA behaviour in a representative population survey, through computer-assisted telephone interviews (CATI) • Plans concrete action in a co-operative planning process with various institutions, interest groups and subpopulation groups • Compiles a comprehensive catalogue of action with a focus of future trends in the city's sport and PA policy
CONTACT	City of Frankfurt/Main, Sports Department, ffm.sport-info@stadt-frankfurt.de
RESOURCES/ WEBSITE	www.sportamt.frankfurt.de www.sportentwicklungsplanung.de www.isep-iss.de

Key success factors

1. Needs assessment based on representative population survey
2. Promotion of inter-sectoral collaboration and participation of different stakeholders in planning concrete action
3. Concrete catalogue of with defined steps, resources, responsibilities, timeframe and indicators of successful implementation
4. Secured sustainability through intersectoral steering committee that fosters implementation and further development



building



Step 1 | ASSESSMENT

Good Practice Criteria

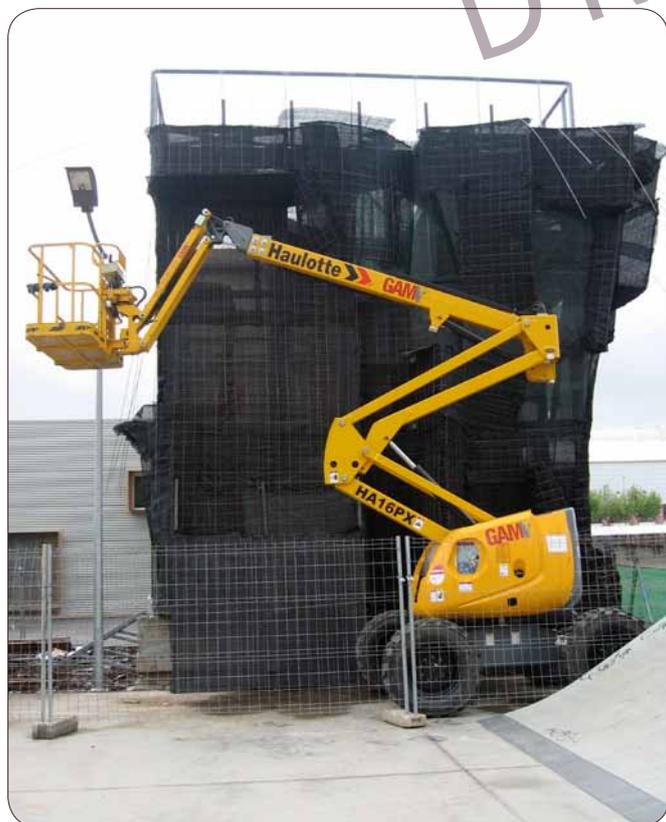
Building in these guidelines refers to shaping the built environment to promote LTPA. Assessment of existing LTPA infrastructures focusses on identifying types, quantity, their location and quality.

a) Identify types, quantities and locations of existing LTPA infrastructures

LIST QUANTITY AND LOCATION

of each of the following type of infrastructures:

- Indoor sport facilities, e.g. gyms, swimming pools
- Outdoor sport facilities, e.g. sports grounds
- Infrastructures designed for physical activity, e.g. playgrounds, skate parks, climbing walls, trails, recreational cycle paths, basketball courts .
- Urban space usable for LTPA, e.g. accessible and safe public squares, parks
- Natural space usable for LTPA, e.g. usable coastal areas, forests, meadows



b) Foster inter-sectoral collaboration and participation

Depending on the context of the different types of infrastructures, good practice indicators include:

1. ACCESS

- Access provisions consider different user groups
- Infrastructures are built to be easily accessible in a physical, social, and cultural sense
- Location provides access for all residents independent from their socio-economic status, e.g. infrastructure is open to the general population

2. LOCATION

- Location considers socio-spatial aspects, e.g. appropriate coverage of socially deprived neighbourhoods or by revitalising disadvantaged areas
- Location considers future demographic trends, e.g. aging population of a neighbourhood
- Location is linked to local development plans etc.

3. DESIGN

- Infrastructures are multifunctional
- Infrastructures are designed to be attractive for all generations
- Infrastructures are designed to encourage PA, e.g. by providing staircases or cycle paths and bike racks

4. ECOLOGICAL STANDARDS

- Low-Energy-Building
- Use of ecological, renewable building materials

5. SAFETY

- perception: Infrastructures are safe to use for all potential user groups
- longevity: Infrastructures are durable



Improving the built environment to promote LTPA refers to both already existing infrastructures and to building new ones. Improvement aims at ensuring a provision of sport facilities, leisure-time infrastructures as well as urban and natural space that are usable for LTPA. It aims at promoting social equity

a) Promote socially equal infrastructures

1. DISTRIBUTION OF INFRASTRUCTURES

Ensure a basic supply of all types of infrastructures that considers socio-spatial aspects.

2. MAKE INFRASTRUCTURES ACCESSIBLE

- Make sure that infrastructures can be reached by active transportation
- Ensure a good connection to the public transport system
- Open indoor and outdoor facilities to broader user groups
- Open school infrastructures to other user groups, e.g. schoolyards, gyms

3. PROMOTE RE-ORIENTATION OF URBAN AND NATURAL SPACE TOWARDS LTPA

Data assessment on PA behaviour of the general population should provide information on:

- Create low & slow traffic areas
- Increase the number of safe pedestrian crossings
- Create and clearly mark road bicycle lanes along streets with higher traffic volumes
- Maintain public urban space to a high standard
- Developing safe urban environments for LTPA
- Consider possibilities for children and adolescent play in urban planning activities
- Provide incentives for developing vacant lots and run-down areas into green spaces with opportunities for PA
- Protect the natural environment also under the consideration of providing attractive natural space for LTPA

b) Prepare participatory and inter-sectoral planning procedure

1. USABILITY FOR DIFFERENT GROUPS

Ensure that infrastructures are usable for:

- Organised and non-organised physical activity, (e.g. sectors such as sports, health, tourism, transport, social affairs etc.)
- Different user groups
- Competitive and non-competitive physical activity

2. CONSIDER RE-USE OF EXISTING INFRASTRUCTURES

Collaboration with different sectors, e.g. parks and garden, building or transport, and with potential user groups contributes to creative solutions to the built environment:

- Renovation of existing LTPA infrastructures
- Adaptation of an existing LTPA infrastructures to new trends in PA, e.g. parcours
- Re-use, e.g. turning a former rail-station into an indoor skate facility
- Adding PA-promoting features to an infrastructure

New sport facilities in deprived neighbourhoods

Oeiras, Portugal

Best Practice Example
BUILDING

GOAL(S)	<ul style="list-style-type: none"> • Improvement of basic supply of infrastructures and facilities for social action in a deprived neighbourhood • Increase of the physical activity opportunities in the municipality
CONTEXT	URBAN community Initiative (European Commission/ Directorate General Regional Policy)
IMPACT ON IMPROVING LTPA INFRASTRUCTURES	<ul style="list-style-type: none"> • New sport infrastructures and facilities as key elements for urban requalification (side walks, green areas, bicycle paths, playgrounds) • Implementation of new PA programs for the local population • Increase of activities available
LESSONS LEARNED	<ul style="list-style-type: none"> • Quality sports offer in deprived neighbourhood bring new people and promote social cohesion • Public-private cooperation enhance the PA offer
CONTACT	City Hall of Oeiras – Sports Division – ddesporto@cm-oeiras.pt
RESOURCES/ WEBSITE	www.cm-oeiras.pt www.oeirasviva.pt

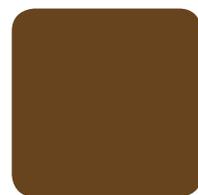
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Key success factors

1. Building of new infrastructures especially in deprived areas
2. Consideration of inhabitants' needs
3. Making the new facilities accessible for all inhabitants
4. Improved resources and attractive offers of PA through PPPs



financing



Step 1 | ASSESSMENT

Good Practice Criteria

Assessment of financing helps to identify and evaluate financing models and funding sources in use. The assessment is an important first step to improve financing in a specific context for a concrete infrastructure.

a) Identify existing financing models and funding sources

1. FINANCING MODELS

What financing models are in use?

- Fully public: financing is covered by the municipality
- Shared financing: municipality and third sector, e.g. sport clubs, share financing
- Third sector full financing: volunteer organisations/ NGOs, e.g. sport clubs, finance an infrastructure
- Public-private-partnerships: public and private sector collaborate in financing
- Fully private: Commercial companies finance an infrastructure
- Other mixes models

2. FUNDING SOURCES

What funding sources are available?

- EU-level: Check which EU programmes provide funding for different LTPA infrastructures
- National level: Check whether there are national programmes that support LTPA infrastructure financing, e.g. national action plans on physical activity promotion or active transportation
- Regional level: Check whether there are regional programmes that support LTPA infrastructure with grants or subsidies
- Local level: Analyse which local funding sources might be an option to finance a specific infrastructure
- Third sector: Check whether there any funding sources available, e.g. through sports associations
- Private sector: Check whether there any funding sources available

b) Assess the quality of existing models and sources

GOOD PRACTICE INDICATORS ARE:

- The issue of solvency is comprehensively considered
- Public acceptance is verified
- Partners are safeguarded by legal contracts
- The quality of building, planning and maintaining the infrastructure is regulated in a tender/competition/ call for entries
- Financing focusses on the lifecycle costs of an infrastructure
- Financial consultation is obligatory in all financing models
- Financing builds on win-win-models for all partners
- Flexibility of financing models



Financing in the guidelines refers to funding of concrete LTPA infrastructures. The assessment helps to identify financing models and funding sources in use and the quality of models in use. The assessment is an important first step to improve financing in a specific context for a concrete infrastructure. It may also be used to assess what kind of financing is most common for different types of infrastructures.

a) Promote social equity and participation

1. RE-ALLOCATE RESOURCES

Public agencies are important for working towards common good. Good practice criteria in financing therefore refer to mechanisms to address social inequality, e.g by allocating resources to:

- infrastructures that particularly consider groups in need of PA promoting infrastructures
- volunteer organisations that contribute to infrastructures with low-entry barriers
- infrastructures that lower barriers for nonorganised PA in public spaces

2. RE-DISTRIBUTE SCOPE OF RESOURCES

Financing is often considered to the lens of one sector only. A different funding scope contributes to social equity and might result in improved resources -

- area-focused approaches, e.g. socio-spatially defined regions, rather than funding allocated to one type of infrastructure

b) Foster inter-sectoral collaboration

Financing is often considered through the lens of one sector responsible for one type of infrastructure.

1. ENCOURAGE ENGAGEMENT OF THIRD AND PRIVATE SECTOR

Engagement of volunteer organisations/NGOs and the private sector in financing become a more and more important source of funding, especially in times of limited public resources. Promote their engagement, e.g. through

- subsidies for financing LTPA infrastructures
- tax reliefs on spendings related to LTPA infrastructure financing

2. SAFEGUARD THIRD SECTOR/NGO FINANCING MODELS AND PUBLIC-PRIVATE-PARTNERSHIPS

The public sector can ensure that third sector/NGO models and public-private-partnerships in financing do not increase social gaps but work towards social equity. Such partnerships

- Are socially inclusive and do not only meet the demands of certain groups represented in the financing model
- Meet quality standards
- Enable public supervision in financing, e.g. through permanent representation in models, like foundations and societies, that finance infrastructures



Socially safe infrastructures for children & adolescents

The Netherlands

Best Practice Example
FINANCING

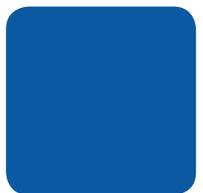
GOAL(S)	Development of socially safe sports playgrounds and green areas to promote PA among children and adolescents in deprived areas
CONTEXT	Private foundations that work towards common good by improving (infra-)structures for children living in neighbourhoods with low socio-economic status
IMPACT ON IMPROVING LTPA INFRASTRUCTURES	<p>Social equity:</p> <ul style="list-style-type: none"> • improved access to LTPA infrastructures in deprived neighbourhoods • scholarships to active children and adolescents in such neighbourhoods <p>Intersectoral collaboration:</p> <ul style="list-style-type: none"> • close public-private-partnerships, collaboration with municipalities, sports associations and other public agencies
CONTACT	Eric van Veen, eric@krajicek.nk
RESOURCES/ WEBSITE	Richard-Krajicek Foundation, www.krajicek.nl Johan-Cruyff-Foundation, www.cruyff-foundation.org



Key success factors

1. Building of new infrastructures especially in deprived areas
2. Economic resources through public-privatepartnerships

management



Step 1 | ASSESSMENT

Good Practice Criteria

In the guidelines, management refers to concrete operation of LTPA infrastructures, therefore primarily at local level. The assessment is to help identifying models in use and their quality. The assessment is an important first step to improve management in a specific context for a concrete infrastructure.

a) Identify existing management models

1. OWNER MODELS

Different organisational structures can be used to own a LTPA infrastructure such as:

- Public: public administration, municipality, is owner of infrastructure
- Public facility management: outsourcing to companies, owned by public administration
- Partial privatisation: parts of public ownership are transferred to commercial companies
- Third sector/NGO: a volunteer organisation, e.g. a sports clubs, owns the infrastructure
- Public-private-partnerships
- Private: A commercial company owns the infrastructure
- Other forms, e.g. incorporated society or association, might be oriented towards common good

2. OPERATION MODELS

- Different organisational structures can be used to operate a LTPA infrastructure such as:
- Public: public administration, municipality, is owner and operator of infrastructure
- Public facility management: outsourcing to companies, owned by public administration
- Partial privatisation: parts of public operation are transferred to commercial companies
- Third sector/NGO management: a volunteer organisation, e.g. a sports clubs, operates the infrastructure
- Public-private-partnerships
- Private management: A commercial company owns and operates the infrastructure
- Other forms, e.g. incorporated society or association, might be oriented towards common good

b) Assess the quality of management

Good practice indicators are:

1. INTER-SECTORAL COLLABORATION IN PUBLIC MANAGEMENT

Assess whether management

- exchanges with other policy sectors, active in the area or in the field of PA promotion
- collaborates with private and third sector

2. SOCIAL EQUITY AND PARTICIPATION

Assess whether management

- considers the impact of different types of management on all potential user groups
- considers public acceptance of specific management models
- ensures accessibility of an infrastructure
- fosters socially balanced utilisation
- considers the infrastructure in its lifecycle
- considers multifunctional use of infrastructure
- responds to trends in physical activities



In the guidelines, management refers to concrete operation of LTPA infrastructures, therefore primarily at local level. The assessment is to help identifying models in use and their quality. The assessment is an important first step to improve management in a specific context for a concrete infrastructure.

a) Promote social equity

The public sector is important for working towards common good in public-private partnership models as well as in co-operation with the third sector/NGOs.

1. ENABLE PUBLIC SUPERVISION IN MANAGEMENT

for example via

- Permanent representation in public facility management, foundations or societies
- Legal provisions in public-private partnerships

2. WORK TOWARDS SOCIAL EQUITY WITH REGARD TO:

- Hours of operation
- Programming, e.g. smart programming might result in opening hours for women only at certain hours.
- Access provisions
- Pricing
- Marketing of offers and LTPA opportunities

b) Foster inter-sectoral collaboration and participation

1. CONSIDERATION OF DIFFERENT INTERESTS

Good practice in management considers the interests of different stake holders:

- Investor/owner, (e.g. sports department)
- Operator, (e.g. sports club)
- User groups, (e.g. sport clubs, schools, non-organised groups)

2. ENCOURAGE THIRD AND PRIVATE SECTOR TO PARTICIPATE IN MANAGEMENT

Stakeholders' and community involvement in maintenance also considers different possibilities for use, ensuring the multi-functionality of an infrastructure in daily operations:

- Set incentives for sport clubs and other NGOs to take responsibility for management, e.g. through win-win-concepts for sports clubs like increase in members or improved public image
- Encourage engagement of the private sector to participate in management, e.g. through win-win-concepts like longterm planning security

3. OPEN THE INFRASTRUCTURE TO BROAD USERGROUPS

- Open the infrastructure to organisations in the area, e.g. schools, kindergartens, social, and leisure-time offers in the area
- Organise and participate in activities around the infrastructure

4. FLEXIBILITY AND MULTIFUNCTIONALITY

An inter-sectoral perspective considers the lifecycle of an infrastructure and is open to

- Multidimensional use
- Re-use
- Re-orientation towards other uses



Omega Sport and Health Centre

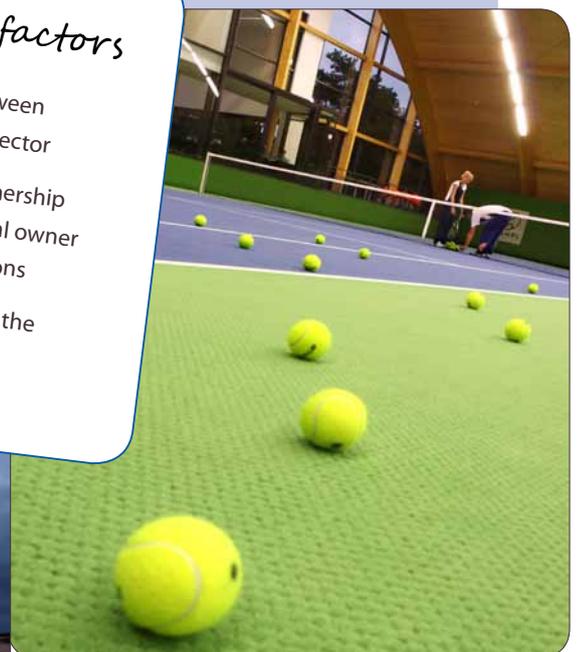
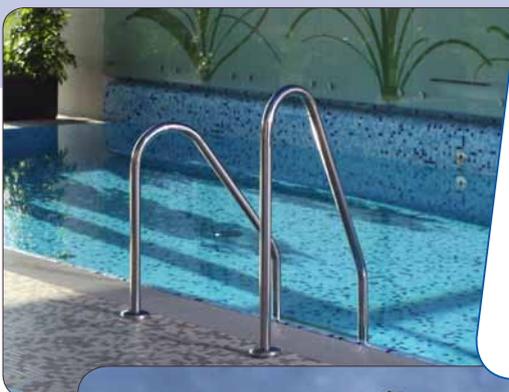
Czech Republic

Best Practice
Example
MANAGEMENT

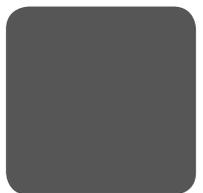
GOAL(S)	<p>Targets:</p> <ul style="list-style-type: none"> To offer countless opportunities for sport, relaxation and social activities. To allow young and adult people be physically active during their leisure time. To be in pleasant area that promotes active lifestyle perfectly equipped with full service To offer individual consultation or professional service of a coach e.g. for fitness, tennis, squash <p>Development of socially safe sports playgrounds and green areas to promote PA among children and adolescents in deprived areas</p>
CONTEXT	<p>OMEGA systematically focuses on providing the perfect base and consulting services for clients in the battle against excessive calorie intake, a lack of movement and chronic stress. These are risks that damage health, decrease immunity and cause lifestyle-related diseases. The Omega Sports and Health Center serves all those looking for comprehensive services with a premium level of quality. The products offered are well-tailored for club clientele; however even occasional visitors will find activities to their liking.</p>
IMPACT ON IMPROVING LTPA INFRASTRUCTURES	<ul style="list-style-type: none"> Good example of private-public partnership between commercial owner and sport association Club clientele has been offered special service (also special prices) Management has weekly meetings with innovative strategies to promote PA and full use of the Center Mutual promotion of the Center and media (newspaper, radios etc.) Regular survey of people's needs and satisfaction To have satisfied employee and clients
CONTACT	<p>Manager: Jan Petr (jan.petr@omegasport.cz) See website. Or phone: +420-585-2505-700 or +420-585-205-800</p>
RESOURCES/ WEBSITE	<p>www.omegasport.cz/en</p>

Key success factors

1. Collaboration between sports and health sector
2. Public-Private-Partnership between commercial owner and sports associations
3. Promotion of LTPA in the surrounding area



Annexes



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in alphabetical order

Summary of good practice criteria

DIMENSION	STEP	PURPOSE	GOAL	CONTENT
POLICY-MAKING	Assessment	Determine whether policy-making on the issue already exists and whether it fosters good practice	<ul style="list-style-type: none"> Identify existing policies Assess the quality of existing policies 	<ul style="list-style-type: none"> Policies for all types of infrastructures Contribution to social equity Participation of different perspectives and stakeholders Sound quality management system
		Improvement	<ul style="list-style-type: none"> Take responsibility Find partners for intersectoral collaboration and participation Set incentives towards social equity Improve quality management 	<ul style="list-style-type: none"> Define a mission Identify appropriate objectives Foster implementation Monitor and evaluate implementation
PLANNING	Assessment	Critically assess current planning sources and procedures	<ul style="list-style-type: none"> Identify planning prerequisites and procedures Assess their quality of existing planning prerequisites and procedures 	<ul style="list-style-type: none"> Data bases on infrastructures, PA offers, PA behaviour, needs Planning procedures in use Procedures of participation
		Improvement	<ul style="list-style-type: none"> Compile relevant planning prerequisites Prepare participatory and intersectoral planning procedure Foster implementation 	<ul style="list-style-type: none"> Improve data bases Choice of planning procedure Participants of procedure Integration of information of different data sources Develop a catalogue of action
BUILDING	Assessment	Check the current status of construction and orientation of infrastructures usable for LTPA	<ul style="list-style-type: none"> Identify types, quantities, and location of LTPA infrastructures Assess the quality of infrastructures 	<ul style="list-style-type: none"> List quantity and location Accessibility Design Ecological standards Safety
		Improvement	<ul style="list-style-type: none"> Promote socially equal infrastructures Foster intersectoral collaboration and participation 	<ul style="list-style-type: none"> Distribute infrastructures equally Make infrastructures accessible Promote re-orientation of urban and natural space Ensure usability for different groups Consider re-use of existing infrastructures
FINANCING	Assessment	Analyse current procedures used in funding of LTPA infrastructures	<ul style="list-style-type: none"> Identify existing financing models and funding sources Assess quality of models and funding sources 	<ul style="list-style-type: none"> Screen different funding models Screen funding sources
		Improvement	<ul style="list-style-type: none"> Promote social equity Foster intersectoral collaboration 	<ul style="list-style-type: none"> Re-allocate resources Re-distribute scope of resources Encourage engagement of third and private sector Safeguard mixed funding models
MANAGING	Assessment	Critically assess current management models	<ul style="list-style-type: none"> Identify management models Assess quality of strategic and operational management 	<ul style="list-style-type: none"> Screen owner and operation models Identify intersectoral collaboration and social equity issues
		Improvement	<ul style="list-style-type: none"> Promote social equity Foster intersectoral collaboration and participation 	<ul style="list-style-type: none"> Enable public supervision Consider different interests Encourage participation of third and private sector in operation of infrastructures Foster flexible and multifunctional operation

Figure 1: Overview of the dimensions of LTPA development, steps, their purpose and the main tasks included to meet good practice

THE IMPALA PROJECT

The project “IMPALA - Improving infrastructures for leisure-time physical activity in the local arena” (funded by DG SANCO 2009-2010) has aimed to identify, implement, and disseminate good practice in the planning, financing, building, and managing of local infrastructures for leisure-time physical activity. In order to gather the information needed, IMPALA has analysed national policies, mechanisms and instruments concerning the development of infrastructures for leisure-time physical activity.

IMPALA seeks to assist in concerting efforts for the development of local infrastructures for leisure-time physical activity in EU member states, thus helping to reduce unequal access to infrastructures for leisure-time physical activity within and across nations.

Qualitative interviews with experts and policy-makers were used to collect information about existing policy documents such as regulatory legislation, guidelines and action plans for the development of infrastructure for leisure-time physical activity. Further qualitative interviews and document analysis were performed

on existing national mechanisms (i.e. procedures and instruments). The analysis of all three types of facilities for leisuretime physical activity was carried out using the criteria, planning/ designing, funding, construction and management/services.

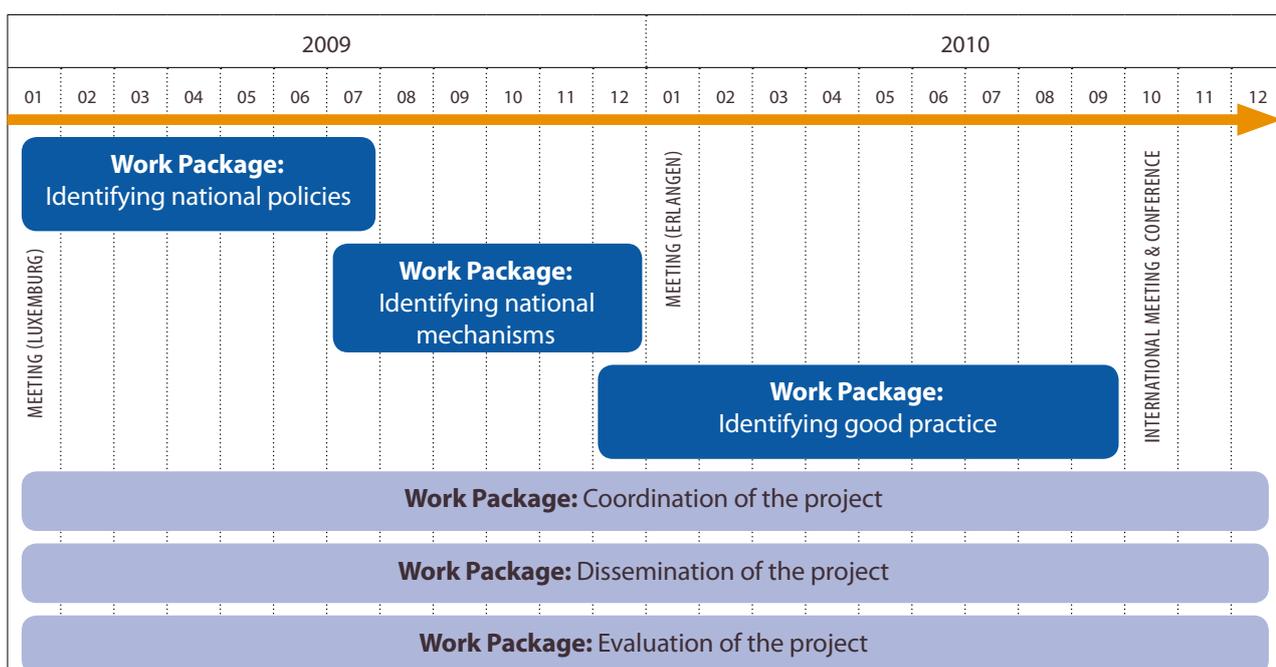
Although guidelines and action plans exist in all 12 participating countries, results from IMPALA show differences. Existing policies mostly deal with one type of infrastructure or one specific physical activity. Few comprehensive policies exist that are based on an inter-sectoral and integral understanding of infrastructures and physical activity. There is also a lack of policies on broader and efficient use of, and improved access to, existing infrastructures. Developing opportunities for physical activity that reach all population subgroups and generations are rarely considered.

In most countries local governments are responsible for the operationalisation of national guidelines/ action plans for the development of infrastructures for LTPA. In some cases the private not public sector regulates infrastructures for sport and physical activity. In all participating countries the range of policy sectors

involved in the improvement of LTPA infrastructures is broad and comprises of independent operating sectors such as sports, urban and spatial planning, environment, health, tourism, and economics.

Four general planning approaches - inventories, per-capita approaches, needs assessment and participatory planning - were differentiated. A majority of the countries had an inventory of infrastructures. About half of the countries apply per-capita approaches for developing infrastructures. Few countries use systematic and comprehensive approaches such as a needs assessment or participation of relevant stakeholders and sectors. Building, financing, and management of infrastructures has, thus far, seldom been considered in policies and systematic mechanisms to promote social equality, inter-sectoral collaboration and participation.

Based on the acquired information a set of quality criteria for policies and mechanisms was developed and a good practice checklist agreed upon. Existing policies and mechanisms have been evaluated in the participating countries against the good practice checklist.





SETTING THE CONTEXT:

Policy on leisure-time physical activity infrastructures

Several policy documents provide guidance for improving infrastructures for leisure-time physical activity in the local arena:

- **2006** *EU Green Paper Promoting Healthy Diets and Physical Activity - a European dimension for the prevention of overweight, obesity and chronic diseases*
- **2007** *EU White Paper on Sport*
- **2008** *EU Physical Activity Guidelines that recommend policy actions in support of health-enhancing physical activity*
- **2006** *WHO Europe Promoting Physical Activity and Active Living in Urban Environments. The role of local governments*
- **2004** *WHO Global Strategy on Diet, Physical Activity and Health*

The documents refer to different aspects of sport and physical activity but all include important considerations for improving infrastructures for leisure-time physical activity.

Addressing social inequalities

The White Paper on Sport underlines the societal role of sport. Sport has an important potential for social inclusion, integration, and equal opportunities. The White Paper also links sport to enhancing public health and aims at ensuring that all residents have access to sport and relevant infrastructures for doing so. The built environment represents an important determinant of people's health. Rigid regulations on access and utilisation might contribute to social inequalities and thus to inequalities in health. The Green Paper emphasises that certain neighbourhoods may discourage physical activity, lack recreation facilities and affect disadvantaged groups more than those who can afford or have access to transportation to appropriate or pleasant infrastructures. According to WHO Global Strategy, priority should be given to those most in need. WHO Global Strategy and WHO Promoting Physical Activity call for community based action with strong government intervention and oversight.

Moreover, disadvantaged subgroups are under-represented in sports clubs, partly because they may be unable to afford membership fees and therefore may have fewer infrastructural opportunities to engage in leisure-time physical activity. The planning and building of infrastructures often neglects demands of those most in need of physical activity to promote their health. The Commission aims at ensuring that relevant policies and actions consider the determinants of health inequalities: action should contribute

to an equal distribution of health as part of overall social and economic development, build commitment across society and meet the needs of vulnerable groups.

The White Paper states that sports promote a shared sense of belonging and participation. The aspect of participation comprises of much more than just participating in the actual physical activity. The Physical Activity Guidelines call for increased public support. WHO Global Strategy also stresses the importance of changing social norms towards integration of physical activity into everyday life, through community involvement.

Approaching all policies

The WHO Global Strategy emphasises the central role of governments in creating an empowering and encouraging environment for PA. It calls for multi-sectoral policies that frame and target change. Improving infrastructures for physical activity is not only about sports. A broad variety of sectors and actors at all levels of administration are responsible when it comes to improving infrastructures for leisure-time physical activity. It also calls for involving other partners such as volunteer/third sector organisations, academia, the media as well as the private sector. The EU Physical Activity Guidelines demand cross-sectoral approaches involving sectors like sport, health, education, transport, environment, urban planning and public safety to improve physical activity. They call for inter-ministerial, inter-agency and inter-professional collaboration, including all levels of government, and collaboration with the third and private sector. The guidelines refer to quality criteria used in development and implementation of policies. These criteria can be adapted to the specific features of policies on improving infrastructures for leisure-time physical activity.

The White Paper on Sport links sport to sustainable development as well as to enhancing public health. The Green Paper also argues that developing synergies among all relevant policy sectors is crucial for creating supportive environments and making healthy choices available.

To reach participation by improving infrastructures for leisure-time physical activity, systematic approaches are required to identify and involve relevant professions, representatives of governmental and non-governmental organisations as well as specific target groups. The aspect of participation also considers social equality objectives and addresses all policies for improving leisuretime physical activity infrastructures.



DEVELOPMENT OF THE GUIDELINES

Step 1:

Assessment of existing policies in 12 European countries I/2009

Step 2:

Assessment of mechanisms in use in 12 European countries II/2009

Step 3:

First discussion on set of quality criteria out of the assessment in December 2009 at a meeting with all partners

Step 4:

Review of international guidelines in use

Step 5:

Feedback by all IMPALA partners in May 2010 to a preliminary draft

Step 6:

Workshops with national experts in IMPALA countries and feedback reports on a reviewed draft, Summer 2010

Step 7:

Presentation of the draft guidelines at

POIN2010 Conference, Nov 8-9 2010, Frankfurt/Germany

Discussion with and review by international experts

Step 8:

Presentation of the guidelines to DG SANCO, early in 2011

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APPLICATION FORM:

Good Practice Example in IMPALA

TITLE OF THE EXAMPLE	GOAL(S)	CONTEXT	IMPACT ON IMPROVING LTPA INFRASTRUCTURES	LESSONS LEARNED	CONTACT	RESOURCES/ WEBSITE

DRAFT



RESULT OF THE EU-PROJECT IMPALA



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COORDINATED BY:

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Institute of Sport Science and Sport
Division of Public Health and Physical Activity



