

The Evolvement and Basic Rule of China's School Physical Education Policy

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Abstract: Our school physical education policy presents the policy orientation from "instrumental rationality" to "value rationality". The policy system with multi - party coordination and linkage as the means. Looking ahead, the school sports policy of our country should pay attention to the following aspects: focusing on the students' sports literacy, realizing the humanization of the policy values; Stabilize the front position of "people-oriented" and realize the diversity of policy discourse; A policy system integrating school, family and society should be formed to make policy contents systematic.

Keywords: school sports policy; historical evolution; basic law

1. Introduction

School sports policy refers to the guidelines and action plans for promoting the personality development of school students, promoting their physical health and achieving the established goal of talent training [1]. The vicissitude of the school physical education policy in our country is the result of actively coping with the problems of school physical education under the background of the principal contradictions in society. In each period of social development, combined with the historical reality, gradually formed the school sports policy system with Chinese characteristics. Through the official websites of the Ministry of Education, The State Council and other relevant departments, educational statistical yearbook, sports policy history and other data sources, this study collected the policy texts closely related to school sports from 1978 to 2021, summarized their change rules and basic characteristics, and took history as a mirror to provide reference for the development of school sports cause in the new era.

2. The evolution of the school physical education policy

Based on the development stage of Chinese history and the text of school physical education policy, this research divides the reform of school physical education policy into two periods: the stage of deepening reform (1990-2012) and the stage of innovative development since the new era (2013-present). Each stage is connected with each other, and the policy objectives, policy values, policy events and policy contents show different characteristics.

2.1. The period of deepening reform (1990--2012)

The further development of the market economy has brought about various forms of social organization,

and profound changes have taken place in education, science and technology, culture and sports. As our sports return to the Olympic international competition, the domestic sports industry is booming, sports culture is deeply popular, the school sports enters a new development stage. In 1990, the Regulations on the Work of School Physical Education clarified the responsibilities of educational administrative departments and schools from the aspect of sports management [2], and the release of this policy marked the beginning of the recovery and adjustment of school physical education policies. The Measures for the Implementation of the National Physical Exercise Standards issued subsequently advocate and encourage students to actively participate in sports activities, improve their physical fitness and sports skills, and better serve the socialist modernization construction and the defense of the motherland [3]. The importance of sports activities is highly affirmed from the state, and the macro-guidance of school physical education is strengthened. Meanwhile, the Sports Law of the People's Republic of China calls for more teachers and time for extra-curricular sports activities, including physical education as a subject to assess students' academic performance. The introduction of Sports Law fills the blank of sports field legislation, marking that our sports work has entered the stage of rule of law.

From primary school to high school, the pursuit of short-term interests ignores the overall development of students, one-sided pursuit of "enrollment rate", school physical education gradually "nihilization", the prevalence of after-school tutorial classes, physical exercise time is greatly reduced, the resulting adolescent physical problems are worrying, the implementation of quality education is difficult. Faced with this series of thorny problems, the government issued the Implementation Plan of National Students' Physique Health Investigation in 2000, aiming at mastering the basic situation of Chinese students' physique and providing scientific basis for the implementation of school physical education work. In 2007, The State Council issued the Opinions on Strengthening Youth Sports and Enhancing Youth Physical Fitness, calling for unremitting efforts to promote the development of youth sports through the joint efforts of the whole Party and the whole society [4], which elevated the school sports work to a new strategic height. In 2011, the Physical Education and Health Curriculum Standards for Compulsory Education issued by the Ministry of Education is an important measure to implement The State Council's instructions, promote the deepening reform of school physical education curriculum, and further improve the policy system of school physical education.

At this stage, the structure of school physical education policy is basically formed, mainly focusing on the physical health of teenagers, focusing on the implementation of school physical education construction and the implementation of school physical education work. The policy has clear orientation, involves more subjects, more comprehensive content, and demonstrates the value rationality of the policy. The state's attention to school sports has changed from the regular policy advocacy to the rule of law statute and system construction, school sports has entered a new stage of development.

2.2. The new era since the comprehensive layout of the period (2013-so far)

At this stage, Chinese sports undertakings have entered the overall layout era of deepening development. The state pays more attention to the development of school sports. The CPC Central Committee and The State Council have issued a number of sports policies. In the main body of the policy around the reform and innovation of school sports, make a key plan for the school, which reflects the party and the country attaches great importance to the development of sports. The "Youth Sunshine Sports" project and the "Implementation Opinions on Accelerating the Development of Youth Campus Football" have detailed the content of school sports work from the field of sports, and provided a guarantee for school sports. In 2016, The State Council issued the Opinions on Strengthening School Physical Education to Promote the All-round Development of Students' Physical and Mental Health, which pointed out that strengthening school physical education is an important way to implement quality education and promote the all-round development of students, further promote the reform and development of school physical education, strengthen the evaluation and monitoring. Give full play to the comprehensive role of school physical education in cultivating and practicing socialist core values and promoting quality education [5]. The Outline of "Healthy China 2030" [6], which followed, fully affirmed the positive role of sports in promoting the development of physical and mental health.

Under the macro guidance of the concept of "healthy China", the school sports policy layout is more perfect.

In terms of sports facilities, the Implementation Opinions on Promoting the Opening of School Sports Venues to the Public in 2017 proposed to further deepen the reform of school sports, promote the opening of school sports facilities to students and society [7], ensure the perfection of sports conditions in schools and public venues, and promote the prosperity and development of school sports and national fitness. In terms of physical education quality, the Opinions on Comprehensively Strengthening and Improving School Physical Education in the New Era put forward the goal of building a team of high-quality physical education teachers by 2022, and made clear instructions in terms of physical education hours, teaching conditions and working systems. In terms of sports planning, the "14th Five-Year Plan for Sports Development" released in 2021 indicates that the form and conditions of future sports development should be comprehensively considered, and the construction of school sports should be accelerated to achieve high-quality development in accordance with the model of "one school, one product" and "one school, multiple products" [8]. This series of measures is a major decision made by the Party and the government after recognizing the current situation of school sports. It will continue to improve the quality of school sports and lead school sports to a new stage of development.

Generally speaking, the policy of school physical education in our country gradually mature since the new era. First, the policy is more extensive. The main body of the policy is not only the CPC Central Committee, The State Council, the Ministry of Education and other decision-making departments, but also the General Administration of Sport. The policy is more targeted and scientific. Second, the policy not only concerns schools, but also emphasizes the synergy of society and family, pointing to the construction of a multi-participation and multi-linkage governance pattern. Third, the policy issues are more concentrated, focusing on the construction of school faculty teams and stadiums, etc. School sports has changed from a "small" sports concept to a "big" health concept, focusing on laying the foundation for students' lifelong development.

3. Feature inquiry: the evolution logic of our school physical education policy

3.1. Policy value: from instrumental rationality to value rationality

The essence of educational policy is a value choice, which in turn affects educational practice and reform. According to the Max webber's point of view, the value choice of education policy can be divided into instrumental rationality and value rationality [9]. Instrumental rationality emphasizes that the arrangement and design of educational policies should have certain objective conditions and means. It is a rationality that pursues the maximum effect of things. It advocates that the value of educational activities should remain neutral, and seeks to obtain greater output through minimum input. Value rationality emphasizes that the formulation and arrangement of policies conform to the rationality of the underlying value, purpose and consciousness, that is, the belief that some policy actions have important and exclusive intrinsic value according to subjective standards. Through a review of the vicissitude of the school physical education policy in our country, we can find that the instrumental rationality and value rationality of the school physical education policy influence each other and coexist. The value choice of school physical education policy has obvious purpose and drive exogeneity, highlighting the whole social structure view. For a long time, the expansion of instrumental rationality in school sports policies has led to the weakening of value rationality. Due to its powerful instrumental effect, it will bring insufficient attention to the comprehensive and healthy development of students' body and mind. With the deepening of people's understanding of the function of sports, the value rationality of school sports policies has been continuously highlighted. In recent years, the value orientation of the school physical education policy has changed greatly, focusing on the sound personality, lifelong development and comprehensive development. This is the basic requirement for human development in the new era, the inevitable choice to pay attention to human body, and the ultimate goal to pursue the comprehensive and free development of human beings.

3.2. Policy discourse: A discourse system dominated by school physical education

There is a certain connection between language form and meaning, and this connection and discourse is a set of related overview generated under specific social and historical conditions. Discourse system is a set of thoughts, a collection of a series of concepts, and more importantly, a complete system of methods and a

paradigm for successful practice [10]. Only with the discourse system can the power of explanation, understanding, expression and guidance be brought into play, and finally the practice can be influenced. The General Secretary pointed out that to strengthen the construction of the discourse system, it is necessary to "be good at refining the identifying concept, create new concepts that are easy to be understood and accepted by the international community, and guide the academic community to carry out research and discussion" [11]. This argument has great academic significance. The construction of sports undertakings is mainly reflected in the following three aspects: First, set the training objectives of school sports. The guiding idea of "health first" runs through the whole school physical education policy, and the core goal of cultivating socialist successors and builders with all-round development of morality, intelligence, physical fitness, the United States and labor Union has not been shaken. Second, determine the development direction of school physical education. School physical education in our country has always adhered to the direction of running socialism, with socialist core values as the guide, with virtue and people as the foundation, to realize the function of sports quality and sports heart. Third, set the quality specification of school sports. The overall leadership of the school is the fundamental system guarantee for the high quality development of the school sports cause and the satisfaction of the people's education.

3.3. Policy system: a policy system that uses synergies as a tool

Policy system is the carrier of policy operation. The policy operation system generally includes multiple factors interacting with each other, such as policy environment, policy objectives, policy subjects and policy objects, which is the key to transform ideal policies into real policies. Educational policy is the policy maker's choice of relevant system and code of conduct to maintain, distribute and create value in the field of education. The environment of educational policy is diverse and complicated. According to the change of national conditions at different stages, make different school sports policy decisions with The Times.

With the rapid development of economy and the iteration of information technology, education is required to reserve a large number of talents for economic construction, and the school physical education policy is regarded as an important means to improve students' physical fitness. Since 2013, China's economy has changed from rapid growth to high-quality development. As an important part of China's education system, school sports presents an intentional-oriented development orientation, and the management model turns to the direction that local and primary and secondary schools participate in governance and coordinate and interact with multiple subjects. In policy formulation and implementation, multi-stakeholder mechanisms have been incorporated. For example, various social forces such as experts and policy research teams have become important forces in the formation of school sports policies. Taking the Outline of Building a Strong Sports Country as an example, from the proposal of policy issues, the selection of policy agenda and the determination of alternative plans, through the highlighting of social problems, the proposals of NPC deputies and the argumentation of sports experts' think tanks for many times, the final policy plan was determined. In the process of policy implementation, policy discourse not only emphasizes the main forces such as the government and schools, but also requires the cooperation of families and social organizations. For example, the Outline of "Healthy China 2030" and other policies set the goals of "youth sports activities", "construction of sports social organizations" and "popularization of national fitness activities" from the national level. After a process of point-line-plane-body evolution, China's school sports policies have gradually formed a policy network with reasonable level and perfect structure. This series of reform measures are reflected in the construction of school sports policy system with Chinese characteristics based on our national conditions and local conditions, which will lead China to a closer step on the road to becoming a sports power.

4. Path forward-looking: our school sports policy outlook

4.1. Focus on students' sports literacy, the realization of the policy value of humanism

The General Secretary stressed that "students should be helped to enjoy fun, enhance their physical fitness, improve their personality and temper their will in physical exercise" [12], which reflects the idea of the unity of

body and mind and reflects the concept of coordinated development of body and mind of students. Sports literacy refers to the motivation, confidence, ability, knowledge and understanding that individuals attach importance to lifelong participation in physical activities [13]. Improving individual sports literacy can effectively develop individual physical functions, maintain a healthy lifestyle, master the skills to communicate with others, understand scientific sports methods and values, and ultimately maintain and promote individual physical and mental health [14]. From the perspective of dimension, the cultivation of sports literacy involves individual body, behavior, emotion, mind and other aspects. From the perspective of value, the value of sports will extend to the whole life process of individuals, and ultimately improve the quality of individual survival and development. As the famous British educator Locke once said, "A healthy mind is in a healthy body" [15]. School life is the active period of students' learning nature and the starting point of individual socialization. Therefore, the establishment of school PE policy objectives should not only be based on the actual demand of school PE teaching, but also focus on cultivating students' PE comprehensive ability. The policy value orientation should always be centered on the student-oriented concept and pay attention to the physical and mental health development of students. The policy content should not only involve the cultivation of sports awareness and sports knowledge, but also pay attention to the exercise of sports skills and sports behavior, so as to cultivate students' comprehensive quality.

4.2. Stabilize the front position of "people-oriented" and realize the diversity of policy discourse

In each historical stage, the development of people has always been regarded as the fundamental task of education, and constant exploration. The General Secretary put forward that to speed up the building of a powerful sports country, we should adhere to the people-centered idea, take the people as the main body in the development of sports, and take the promotion of all-round development of people as the starting point and goal of sports work [16]. The school sports policy should continue to carry forward the party's spirit of serving the people wholeheartedly, take the thought of socialism with Chinese characteristics in the new era as the guidance, incorporate the discourse power of different policy subjects, and promote the scientific and democratic nature of the policy. First, in the process of policy making, it is not only necessary to implement the political flow from the top down, but also to feed back the problem flow from the bottom up. First of all, expand the channels of participation in sports policy making, and establish the mechanism of sports policy making through diversified consultation. For example, we listen to the opinions of the general public through network means such as Weibo, wechat public accounts and government websites to ensure the public's right to know and participation in policies. Secondly, establish a feedback mechanism for policy making. An expert advisory group was organized to demonstrate the content, guarantee conditions and implementation mechanism of the policy for many times to ensure the operability of the policy. Second, in terms of policy implementation, schools, as the main implementers of sports policies, play an intermediate role in the transmission and delivery. The government at the higher level should pay attention to the operation of policies at the school level through field research, so as to form a healthy policy implementation ecology with clear rights and responsibilities, reasonable division of labor and healthy policy implementation. Third, in terms of policy supervision and evaluation, various forces should be pooled to ensure that the policy evaluation plays a good role of "goalkeeper" and prevent the phenomenon of policy failure and deviation of sports policy. Chinese policy evaluation is still in its infancy. In the future, school sports policy should establish a policy supervision and evaluation mechanism covering the coordination of school, society, teachers and students, parents and third-party evaluation to ensure the effective operation of the policy.

4.3. Form a policy system integrating school, family and society to achieve a systematic policy content

On September 10, 2018, General Secretary of the National Education Conference put forward: "Do a good job in education, the family, schools, the government, the community has a responsibility" [12]. Under the guidance of the General Secretary's statement on the development of education, the development of school physical education in our country should form a mechanism of the development of school physical education which is based on the school and coordinated by the multiple subjects such as family, social training and government, build a comprehensive and well-structured policy network. First, in the vertical layout of policies,

the formation of the central government ---- local government ---- school coordinated policy action system. The national level should do a good job in the top-level design of sports policy groups, to ensure that local and school sports policy formulation has a basis; The local government should pay attention to straighten out the logic and relationship between the local government and the national sports system, clarify the division of labor of various departments, and avoid the absence and loss of position in the process of the implementation of sports policies; The higher level government should pay special attention to the implementation of the school sports policy to prevent the policy from being suspended. Second, in the horizontal layout of the policy, the construction of school ---- family ---- social cooperation policy content layout. The school sports policy should improve the precision, pay attention to the quality of teachers and teacher training, promote the professional teaching of physical education; Family is the smallest social cell, is the smallest node of the society, "a hundred years to build a person from the childhood", family education plays a vital role in the growth of students, schools should carry out the popularization of physical education knowledge to parents, regular public health classes and public lectures, call on parents to cultivate students' exercise habits; The state should improve the fund investment mechanism for sports facilities, guide and attract social forces to invest in sports venues, and consolidate the foundation for the development of school sports.

Author Contributions

Wrote the literature review and checked the article, Liang Yadong, Jiang Chuantong; collected data, processed empirical data, presented empirical results, wrote the main part of the paper and proposed research conclusions, Liang Yadong. All of the authors read and agreed to the published the final manuscript.

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