

Research on Adolescent Physical Health Policy Change – Based on Discontinuous Equilibrium Theory

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Abstract: Based on the discontinuous equilibrium theory, this paper explains the internal mechanism of adolescent physical health policy changes. The study found that the adolescent physical health policy presents an evolution from equilibrium to discontinuity and then to long-term equilibrium. When the policy picture is relatively stable, the policy will have a gradual fine-tuning; when the policy picture cannot adapt to the external environment, the policy will change. This study not only validates the applicability of discontinuous equilibrium theory to adolescent physical health policy, but also modifies the discontinuous equilibrium theory in China, and provides enlightenment for adolescent physical health decision-making practice

Keywords: teenagers; physical health policy; policy changes; discontinuous equilibrium theory

1. Introduction

Adolescent Physical Health Policy refers to a series of policy documents formulated by relevant national departments to ensure that adolescents achieve the goal of physical health [1]. In 2020, the Implementation Opinions on Comprehensively Strengthening and Improving School Physical Education in the New Era issued by the General Office of the CPC Central Committee and The State Council is a major document issued by the CPC Central Committee since entering the new era, which focuses on the physical health of young people, aiming at enhancing students' physical fitness, perfecting their personality and tempering their will through school physical education. Since its founding, the Communist Party of China has attached great importance to the physical health of young people.

At present, the academic research on adolescent physical health policy is mainly carried out from three aspects: first, the policy text research. Huan Changdian made a quantitative analysis of policy texts in the 20 years after the founding of the People's Republic of China, and found the trend of policy subjects, the instability of policy types, and the comprehensive characteristics of policy texts [2]. Chen Changzhou et al. divided the policy course in the past 40 years of reform and opening up into four stages: adjustment and recovery, improvement and standardization, reform and deepening, and coordination and innovation [3]. Secondly, research on policy implementation. Based on the theory of public policy implementation, Yang Chengwei, Zhang Xiaolin, Zhou Ting et al. explored the status of "reality" (current situation and problems of policy implementation) and "necessity" (policy suggestions) of adolescent physical health policies, and concluded that the current policies have problems of ambiguity and conflict [4-5]. Suggestions for improvement are put forward

from the aspects of guaranteeing resources, perfecting supervision mechanism and optimizing management mode [6]. Third, policies promote research. This kind of research mainly introduces the excellent experience of Japan, the United Kingdom, the United States and other countries, and proposes enlightenment from the aspects of giving play to government guidance, highlighting the subjectivity of schools, and the synergy of policies [7-8]. Based on the above analysis, it can be seen that most studies still focus on the static description of the policy text, or the description of the status quo of the policy. Although some scholars have explained the motivation of policy change in youth sports from 1992 to 2021 based on the multi-source flow theory, and believe that political flow, policy flow and problem flow jointly promote policy improvement [9], they have not paid enough attention to policy mutagenicity and stability, presenting a fragmented research scene. There is no doubt that the evolution of adolescent physical health policy is a dynamic and changing process, involving macro deep structure, multiple stakeholders and multiple elements, both gradual development and mutation characteristics. In view of this, this study draws on the discontinuous equilibrium theory to analyze the process of adolescent physical health policy change. On the one hand, it uses the relatively mature analytical framework of this theory to explore the policy scene of the interaction between government decision-making and the public, and tries to grasp the nonlinear characteristics of adolescent physical health policy change process from the fragmentary historical fragments. On the other hand, through the preliminary application of the theory, the Chinese discontinuous equilibrium expression model is constructed.

2. Analysis framework of discontinuous equilibrium theory

2.1. Historical origin of discontinuous equilibrium theory

In the 1990s, American scholars Baumgartner and Jones borrowed the concept of Punctuated-equilibrium in biology to describe the policy process in the United States [10]. They believe that in most cases, the process of policymaking in the United States is characterized by stability and gradualism, but radical changes occasionally occur because of the bottleneck of people's attention. In fact, most problems have always existed, but people will allocate bounded rationality to different problems at different times [10]. Punctuated-equilibrium theory is committed to explaining a simple phenomenon: political process is often driven by a kind of stability and gradualism logic, but major changes different from the past may occasionally occur [11]. The individual's bounded rationality and the centrality of decision making are its theoretical premise. From the perspective of policy making, large-scale discontinuity in policy comes from either a change in people's preferences or a change in attention. According to Jones, the change of individual or collective decision is not caused by the rapid change of preference, but by the shift of attention, also known as "continuous movement" [11].

2.2. Core concepts of discontinuous equilibrium theory

Discontinuous equilibrium theory is used to describe and explain the gradual and non-gradual policy process, emphasizing that policy change is related to the establishment of policy monopoly, the change of policy landscape (policy image) and the transformation of policy field (see Figure 1). The change of the nature of the problem will lead to the transformation of policy landscape, and then trigger a series of influences, so as to transform the policy field. Indicates a change in the position of the government or parliament, thus upsetting the original equilibrium. In the theory of discontinuous equilibrium, "discontinuity" refers to the change of the policy landscape caused by sudden external events, which eventually leads to the subversive stagnation or reform of the policy. "Balance", also known as "balance", emphasizes the gradual change of policies within the existing framework, that is, the state of "small steps and continuous steps" [11]. Policy monopoly refers to a centralized and closed decision-making system composed of the most important actors or stakeholders in policy making [10]. Policy landscape refers to the system of values and beliefs associated with certain policy contents, which is a mixture of experience information and feelings [10]. The policy field refers to the place where the political subsystem with limited participation conducts policy consultation in a diversified political system, which is also known as the place of policy agreement [10].

According to the discontinuous equilibrium theory, the fundamental cause of policy reform lies in the

change of decision-makers' attention [11]. Policy makers' continuous attention to some issues will actively construct a positive policy picture, maintain policy stability and maintain policy balance in a certain period of time. When the attention of decision-makers changes, the nature of the problem needs to be redefined. The existing policy picture is difficult to resist the impact of the external environment, and the policy picture changes. As a result, opponents entered the policy agenda. Under the lobbying of policy entrepreneurs and the coordinated actions of citizen groups, the policy field gradually expanded and the government changed its stance. The existing policy monopoly was broken, and the policy innovation was interrupted, and a new equilibrium period was entered.

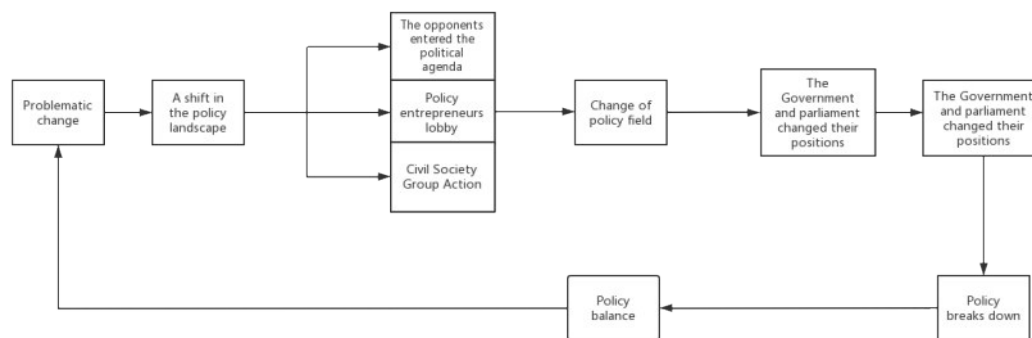


Figure.1. Discontinuous equilibrium theory model

2.3. Suitability of discontinuous equilibrium theory

The emergence of discontinuous equilibrium theory has enhanced the explanatory power of the sudden development process in long-term policy changes. The diversified distribution of public policy preferences, the change of social institutional structure, the improvement of public cognition and social learning ability will all have an impact on major policy issues from different perspectives. By analyzing the historical evolution of preschool education policies, it is found that under China's national conditions, changes in major social conditions have an important impact on the construction of the policy landscape [12]. The evolution logic of the relationship between the government and sports social organizations is analyzed, and the revised discontinuous equilibrium model of sports social organization policy is constructed [13]. After four studies on the evolution of family planning policy, it is believed that the background of decision-making system and the philosophy of the ruling party have an important impact on the evolution of the policy [14]. By explaining the evolution of China's household registration policy, it is found that the decision-making mechanism and influencing factors are different [15]. As a part of China's institutional structure, adolescent physical health policy has undergone many progressive adjustments under the leadership of the Party. Then what is the internal mechanism of adolescent physical health policy change? What are the rules and characteristics of policy changes? The discussion of the above problems can not only test the applicability of discontinuous equilibrium theory to adolescent physical health policies, but also bring new insights into the analysis of government decision-making mechanism from the perspective of policy changes.

3. Trajectory and theoretical analysis of adolescent physical health policy changes

In view of the existing studies that have combed the text of policies since the reform and opening up [3], this study does not involve too much analysis of policy texts, but mainly explains the reform process and internal mechanism of adolescent physical health policies based on the discontinuous equilibrium theory. According to the domestic macro background, policy landscape and policy field characteristics, this study divides the adolescent physical health policy changes into different periods.

3.1. *Equilibrium period under the policy picture of "national Salvation through sports"*

Policy makers generally construct policy scenarios based on social conditions in a certain period [11]. Zhu De once gave Yan 'an "Nine One" expansion games of the inscription for the "militarization of sports". The youth sports in liberated areas take military drills and military skills training as an important teaching content. In physical education classes, students carry out military training and exercises such as dispersing, transferring, standing guard and sentry. The establishment of this policy landscape not only puts forward the development direction and guiding program for the Soviet area policy, but also provides experience for the subsequent development of youth sports cause. During this period, many measures were taken to improve the physical health of adolescents in the Soviet Area. First, textbooks such as Competitive Game and Young Team Game were compiled. Second, extracurricular sports activities are closely related to military and political training. The third is to review the students' sports achievements in the form of the grand review, such as the Grand review of the students of Lenin Primary School launched by the Central Ministry of Education and the Central Children's Bureau of the Communist Party of China in the autumn of 1933. The items reviewed included the high jump, long jump, running and skipping, etc. [16].

In general, during this period, the construction of adolescent physical health policy landscape is based on the switch of attention. Attention refers to an individual's attention to a certain field, phenomenon or topic. When the attention changes, the values it relies on will also change. At this stage, due to the occurrence of various events, the policy picture showed the characteristics of unity, the main leaders focused on improving the physical fitness of teenagers, and the policy was agreed in a relatively simple place.

3.2. *Discontinuity period under the game of "Revolution and development" policy picture*

In 1968, the Chinese Central Committee, The State Council and the Central Military Commission jointly issued an order to take over the national sports system [17]. Sports activities were cancelled, and the nature of the policy had a fundamental turning point. Generally speaking, the following changes occurred in this stage: the political value concept under the "revolution" scenario, the economic value concept under the "development" scenario, and the political value concept under the "revolution" scenario, the policy encountered two major path obstacles and was in a discontinuous period. Why do two seemingly contradictory policy scenarios alternate at the same time? Due to the closure of the policy field, the limited rationality of decision-makers and the bottleneck of attention, the policy feedback mechanism cannot play a role. The discontinuity of the policy is not a repair on the existing structure, but a complete break with the original policy, and the policy has entered a new construction period.

In general, during this period, the domestic society was in a period of radical reform, and the adolescent physical health policy was in a period of radical mutation. With the deepening of reform, the policy field of adolescent physical health is gradually opened, and the unified policy picture is gradually broken. During this period, a series of reforms of adolescent physical health policies were not due to the addition of external subjects, but the change of policy landscape and the transformation of internal forces of policy subsystems.

3.3. *Long-term Equilibrium under the "diversified" policy Scenario*

3.3.1. *Initial policy equilibrium under the background of economic system transformation*

Although the policy maintains a balance within a certain period of time, the balance is not invariable. Since the reform and opening up, the adolescent physical health policy has basically maintained a balanced state without huge policy discontinuity. However, due to the changes in the internal and external environment and the balance of the internal forces of the policy subsystem, changes will occur accordingly. With the 14th meeting of the Party as a sign, our reform, opening up and modernization development into the accelerated development stage, the transformation of the economic system has brought various forms of social organization, social education, science and technology, culture and sports have all produced changes, sports by the state and the combination of social development situation already shows the embryonic form. In 1993, the meeting of the directors of the National Sports Commission formally adopted the "Opinions on Deepening the Reform of

Sports" (hereinafter referred to as the "Opinions"), which became a programmatic document for deepening the reform of sports in the new era and built a new policy picture. The Opinions proposed the establishment of a benign operation mechanism which is compatible with the socialist market economy system, the state's macro-control, relying on the society and self-development "[18]. This important measure is conducive to mobilizing the enthusiasm of all aspects of the society and meeting the growing health needs of the people. In 1995, the birth of Sports Law of the People's Republic of China filled the blank of our legal system, and also marked the beginning of our sports career to govern sports according to law in the new stage.

With the rapid transformation of the economic system, the society is also in a period of change. The fierce competition for talents, the pursuit of short-term interests in education ignoring the overall development of students and the one-sided pursuit of "enrollment rate", the gradual "nihilization" of physical education in schools, the rampant prevalence of extracurricular tutorial classes, and the greatly reduced time for physical exercise [19], which causes worrying physical problems of adolescents and makes it difficult to carry out quality education. In the face of such intractable problems, policies such as "Opinions on Implementing the Outline of the National Fitness Program" and "Implementation Plan for the Investigation and Research of the Physical Health Status of National Students in 2000" have provided macro-guidance for the improvement of adolescent physical health. According to the survey data of 10 departments including the Ministry of Education, the General Administration of Sport and the Ministry of Science and Technology in 2005, the obesity rate of Chinese teenagers continues to rise, and the stamina, speed, strength and other most physical quality indicators of college students continue to decline, even worse than junior high school students. Vision problems remain high, and there is a tendency of younger people [20]. The state has successively issued policies such as Opinions on Strengthening Youth Sports to Improve Youth Physical Fitness and Curriculum Standards for Compulsory Education Physical Education and Health. These measures are the pioneering actions made by decision makers after reflecting on the current situation of youth physical fitness. According to statistics, from 2000 to 2012, the state issued a total of 142 adolescent physical improvement policies, with an average of 11 policies issued every year [3]. During this period, the public's concerns about students' physique and the promotion of quality-oriented education formed a preliminary balance of policies, but this balance was not static. The society was in a transition period, and the policy subsystem tended to be open, and the macro political system and policy subsystem gradually accepted external forces to participate in the decision-making system.

3.3.2. Continuous balance of policies under the background of "cultivating virtues and people"

Under the diversified policy landscape, the policy field of adolescent physical health shows the characteristics of inclusiveness and openness. The policy field includes the central government, local government and the public. The policy value is developing toward "people-oriented", and the policy system tends to be perfect and perfect. The policy has been endowed with new connotations. Sports is regarded as an important platform to promote the all-round development of people and display the soft power of national culture, and the policy has entered the stage of concursive and high-quality development [21]. The Central Committee of the Communist Party of China and The State Council pay full attention to the problem of adolescent health. In 2012, the Ministry of Education and other four departments jointly issued Several Opinions on Further Strengthening School Physical Education to further promote the development of school physical education from a macro layout, giving sports a more prominent position. Accordingly, the Measures for the Monitoring and Evaluation of Students' Physical Health in 2014 forced the improvement of the effectiveness of policy implementation from the dimension of scientific evaluation. The "Youth Sunshine Sports" project and the "Implementation Opinions on Accelerating the Development of Youth Campus Football" have refined the content of youth physical health from the sports field. According to the National Physical Health Standards in 2017, the qualified rate of national students' physical fitness test is about 91%, and the excellent and good rate is about 30%. Indicators such as body shape, cardiopulmonary function, speed and endurance show a good trend [22]. The operational indicators of the policy show a positive policy image, indicating that the existing policy has made a breakthrough.

Although the physical fitness of adolescents has been significantly improved, there is a certain gap between

it and the general head of 50% of adolescents' physical fitness required in the Opinions on Implementing Healthy China Action issued by The State Council [6]. In 2018, General Secretary Xi Jinping said at the national education conference that "The concept of health first should be set up to help students strengthen their physique, improve their personality and temper their will"[23]. Subsequently, the Notice on Further standardizing the Correction of Myopia in Children and Adolescents and Strengthening Supervision Effectively and Opinions on Deepening the Integration of Physical Education and Promoting the Healthy Development of Adolescents further implemented the spirit of the National Education Conference. These policies are the landmark documents for promoting the healthy growth of adolescents after entering the new era [24]. The trend toward unified requirements, classified guidance and special governance is of great practical significance. The "14th Five-Year Plan for Sports Development" issued in 2021 indicates that the form and conditions of future sports development should be comprehensively considered to achieve high-quality development of sports. It has mapped out a grand blueprint for sports undertakings in the new era, which means that the policy will maintain a balanced state for a long time to come.

During this period, the policy landscape of adolescent physical health was "diversified", and the policy subsystem was improved unprecedentedly, showing the characteristics of the coordination between media propaganda and social system. The field of adolescent physical health policy gradually expands, more subjects participate in the process of policy making, each policy subsystem can more express their own suggestions, can participate in the policy decision-making of adolescent physical health, increase the transparency of decision-making, effectively supervise the decision-making process, exercise democratic rights, and make their own choices; Through various forms of discussion and competition, different voices and plans are fully paid attention to, and unique policy opinions are retained, thus forming a mechanism of survival of the fittest and promoting the optimization of adolescent physical health policies. This reflects the scientific nature of adolescent health policies and procedures, and will continue to promote policy optimization.

3.4. Summary

Based on the above analysis, this study sorted out the social background, policy landscape and policy field variables involved in the process of adolescent physical health policy change (see Table 1). At the beginning, the adolescent physical health policy maintained a balance for a period of time under the policy picture of "national salvation through sports". After the reform and opening up, the reform of policy values and the expansion of policy subsystems break through the existing policy balance. After 1992, the policy experienced the initial equilibrium period under the background of the transformation of the market economy system and the long-term equilibrium period under the background of standing up for virtues and cultivating people. In the new era, the policy was entrusted with a new mission. In the past 30 years, although the policy occasionally has negative feedback, the subsystem of the policy has constantly adapted to the external environment through internal adjustment, and the fundamental value concept of the policy and the positive policy picture have not changed substantively.

4. Conclusion and Enlightenment

4.1. Research Conclusions

Based on the discontinuous equilibrium theory, this study analyzes the evolution process of adolescent physical health policies in recent years and draws the following conclusions:

First, the adolescent physical health policy presents the evolution of balanced to discontinuous and then to long-term equilibrium, and the policy changes show obvious discontinuous equilibrium characteristics, and the policy picture of adolescent physical health is evolving.

Secondly, the discontinuous equilibrium theory is used to analyze the process of adolescent physique health policy vicissitudes, and it is found that the theory does not match with the decision-making practice, which is reflected in the following two aspects: First, the transformation of policy landscape ignores the changes of social environment. In the context of China, the transformation of social environment constitutes the fundamental

motivation for the transformation of policy landscape. Second, the composition of the subsystem of policy is divorced from the actual situation of our political system. Mass media are a key link between the state and society, a role that allows them to strongly influence government preferences on public issues and solutions. Three forces work together to promote the innovation of adolescent physical health policy.

Based on this, the policy change model is revised as follows: The change of domestic and foreign social environment is taken as the starting point of policy change. Based on China's national conditions, the discontinuous equilibrium model is the expression mode in the background of Chinese decision-making system, which is suitable for Chinese public policy interpretation to a certain extent, and has the full explanatory power and persuasion for the analysis of Chinese policy change process.

4.2. Research Implications

Through the analysis of the policy process and motivation, the research believes that the improvement of adolescent physical health policy in the future can be started from the following two aspects:

First, keenly identify the source of the problem, and timely capture the physical health variables of adolescents. In the process of making adolescent physical health policies, it is necessary to play the catalytic role of focus events, focus on adolescent physical problems such as myopia, obesity, and timely capture the dynamic variables of adolescent physical health policies; In terms of the construction of stadiums, equipment and other supporting facilities, it is necessary to give play to the role of the think tank of the policy community composed of experts and scholars in view of the differences of problems, reasonably integrate social resources, and comprehensively cooperate to improve the effectiveness of policies. At the same time, the government should make good use of social media and various information feedback channels to dynamically monitor the implementation status of such policies as the Notice on Further standardizing the Correction of Myopia among Children and Adolescents and Strengthening Supervision Effectively, and the Opinions on Deepening the Integration of Physical Education and Promoting the Healthy Development of Adolescents, and supervise and evaluate the policies through empirical research and hearings. Timely adjustment and update of decisions to improve policy effectiveness.

Second, adhere to the concept of multi-center governance, expand the adolescent physical health policy field. In the process of the reform of adolescent physical health policy, we should make good use of our institutional advantages, guided by the general secretary's important discussion on "health first" as the concept, take national fitness and the construction of sports power as the top-level planning, grasp the political steering wheel of adolescent physical health policy, and actively respond to the people's livelihood demands; In addition, local governments should be encouraged to make appropriate policy adjustments in accordance with local conditions and within the scope of authority permitted by laws, and bring into play the policy learning and diffusion effect among provincial governments to promote the reform of adolescent physical health policies from the bottom up. At the same time, it is necessary to actively mobilize the broad participation of the public, listen to the voices of teenagers, parents and schools, play the role of policy feedback, ensure the openness and inclusiveness of the adolescent health policy field, and achieve "think what the people think and do what the people do".

Author Contributions

Wrote the literature review and checked the article, Liang Yadong, Cheng Bojin; 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.

Institutional Review Board Statement

Not applicable.

Informed Consent Statement

Not applicable.

Conflicts of Interest

The authors declare no conflict of interest.

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