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Everyday Physical Education: Functional and Dysfunctional Consequences in Hungarian Public Education

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ABSTRACT

In Participation in physical education is considered to be a fundamental right of pupils all over the world. In Hungary, where the rich elite sports traditions of the country are paralleled by the population's moderate physical activity, the challenge posed by non-communicable diseases and growing obesity figures among youth was addressed by the introduction of daily P.E. in public education starting in the 2012/13 academic year. The objective of the present paper is to discuss, based on empirical research, the intended and unintended consequences of this measure in an educational and social context using the qualitative analysis of the views of key stakeholders and the quantitative analysis of statistical data on the infrastructural and personal conditions of P.E. The results indicate that neither before nor after the enforcement of the Act on Public Education were the infrastructural and personal conditions of daily P.E. created and, in addition to the intended consequences, a number of unintended consequences have also been encountered by various stakeholders. The study can also be regarded as an attempt to reveal these dysfunctions in order to contribute to positive changes in the area.

KEYWORDS physical education, Hungary, public education

Introduction

Although participation in physical education is considered to be a fundamental right of pupils all over the world (UNESCO, 2012), the situation of physical education as a school subject is marked by diversity in various countries. There are differences across regions and countries with respect to the meaning of "quality physical education", the number of lessons devoted to per week in various school types and ages, and the level of qualification required for teaching at different levels within the school system (Pühse and Gerber, 2004; Elbert, 2010a; EACEA, 2013; UNESCO, 2013). Despite official commitment to physical education, research conducted in the field in the past two decades shows that the marginalization of physical education remains a concern in several countries (Hardman and Marshall, 1999; Hardman, 2004; Green and Hardman, 2005; UNESCO, 2013). The differences between and low status of physical education in some countries can be explained in part by different cultural factors, e.g., the status of sports and physical culture

in general, attitudes to the physical activity of girls and women (Christodoulou, 2011), healthy lifestyle as a social norm, and economic factors such as P.E. infrastructure and the financial conditions of P.E. provision. These conditions may be reflected in the policy context of physical education (legislation, education system, teacher training), but they can also exert an influence on how physical education is realized in daily practice, regardless of the existing legislative framework.

After the turn of the millennium, the challenge posed by non-communicable diseases has drawn the attention of international policy to the potential contribution to public health of physical activity in general and the physical education of school-aged children in particular (EU, 2008; WHO, 2008). According to UNESCO (2012), programs that prepare children for lifelong physical activity must be formally organized, well-designed, and professionally led, which underlines the need for the provision of physical education in school. In Hungary, where the rich elite sport traditions of the country are paralleled by the population's moderate physical activity, this challenge was addressed by the introduction of daily P.E. in public education starting in the 2012/13 academic year.

In 2011, the Act on Public Education introduced daily physical education in grades 1, 5, and 9 in an ascending scheme:

> *"In day-time education, in classes teaching subjects in cultural domains, schools shall organise daily physical education within five PE classes per week, of which no more than two curricular classes per week may be substituted by a) education organisation forms and sports disciplinary teaching specified in the PE provisions of the general curriculum, b) sports activities pursued within school sports clubs, c) organised training within a sports organisation, based on the request of students who are either certified members of a competitive sports club or have an amateur sports contract"*[1].

In public discourse, the introduction of daily physical education was received with mixed feelings; those in favor of the introduction refer to the health education opportunities for children/ pupils (Hamar, 2012; Borbély, 2014; Fintor, 2014), while opponents emphasize the increasing workload of pupils. Those voicing their concerns base their arguments on infrastructural shortcomings and the insufficient number of qualified P.E. teachers. Their ambivalence is reflected in the following quote from the state secretary of public education:

> *"The government has been planning this step for several decades, but the courage to take it was somehow missing. […] If we were to wait until each school has a gym and a swimming pool next to it, then daily physical activity would never be introduced in this country"* (interview on Hungarian National Television, July 2, 2012).

Indeed, at its plenary sitting in December 2011, the Hungarian Parliament did not lack the courage to accept the relevant governmental proposal. Nevertheless, the P.E.-related sections of the enforced Act on National Public Education only concerned the introduction of daily physical education; the guarantee of infrastructural and personal conditions lagged behind by several years.

Objectives

The objective of the present paper is to discuss the consequences of the introduction of daily P.E. in Hungary based on empirical research in an educational and social context. The following questions are to be answered in the paper:

- How do key stakeholders in the field assess the manner of the introduction of daily P.E., the implementation of the Act on Public Education, and its influence on the status of physical education in school and in a wider context?

[1]Act CXC of 2011 on National Public Education, §27. (11)71.

- How have the infrastructural and personal conditions of teaching P.E. evolved since the introduction of daily P.E.?
- What are the unintended consequences of the introduction of daily P.E.?
- Have any changes taken place in P.E. teacher training/the practice of teaching P.E. as a result of the measure?

Methods

Qualitative methods

Since the general acceptance of P.E. as a subject has largely been investigated with quantitative methods, our intention was to put more focus on qualitative methods: we conducted in-depth interviews and analyzed the relevant recommendations of two groups that debated about the topic.

The interviewees included governmental and non-governmental professionals and leading physical education teachers participating in the decision making process; parents whose children attended daily P.E. in all types of schools were also asked about their experiences.

The case of daily physical education was given special attention in two student forums. In 2014, the National Student Parliament (assembled by the official Student Council) and the Independent Student Parliament both placed the issue on their agenda. During our research, we analyzed the relevant minutes of the debates, with a special focus on their recommendations[2].

Quantitative methods

The infrastructural and personal conditions of physical education were investigated through the secondary statistical analysis of national databases. Data from the National Assessment of Basic Competences (NABC) were used for this. The data in the following analysis are related to the 8th grade and were collected in every second academic year: 2007/2008, 2009/2010, 2011/2012, and 2013/2014. This gives us the opportunity to identify certain trends preceding and following the 2011 introduction of the regulation. The entire ascending scheme is to be complete in the academic year of 2014/15; this is when every student enrolled in public education has daily physical education. We decided to use the 8th grade data because this is a grade in which both primary and secondary institutions have registered students, owing to the structural characteristics of the Hungarian education system (i.e., the co-existence of the 4+8, the 6+6, and the 8+4 division). The NABC measures individual mathematical and reading comprehension skills, and in addition to this, schools fill out one or more questionnaires concerning information about their premises[3].

The premise data of the NABC also contains information about how many gymnasiums are in a school, and therefore the difference between the necessary and actual number can be calculated. Before the 2012/2013 academic year, the three weekly P.E. lessons, and, following that, the five weekly P.E. lessons can be considered: a classroom is available for six lessons every day, and thus 30 weekly lessons can be delivered in one gymnasium. Before 2012/2013, the gym was available for 30 (lessons) × 30 (students) / 3 (lessons in a week) = 300 students altogether, whereas since 2012/2013 the corresponding number of students decreased to 180. The difference between the necessary and the actual availability of gymnasiums is the amount of shortage, which can be given in a decimal fraction form[4]. The number indicating the lack

[2]Information on the proceedings of the two student parliaments was gathered fromwww.diakonkormanyzat.hu/orszagosdiakparlament and http//diakgyules.hu

[3]A premise is a school or a school-section operating in a given location. There can be various types of education in one location (primary, secondary with 4/6 grades, vocational training). Therefore, a premise is an ideal unit for analysis as, for example, the gymnasium in a location can be used by all of the students learning in the various school-types at the location.

[4]If, for example, there are 330 students and only one gym in a school, there is less of a problem than if there were 570 students. In the first case, the shortage is 330/300-1=0.1; in the second one, it is 570/300-1=0.9, indicating that for the

of gymnasiums is always smaller than the number of required gymnasiums because of rounding. The former number (the number of missing gymnasiums) indicates the volume of the problem, while the latter (the number of gymnasiums to be built) reflects the number of gymnasiums which should be built or created in other ways (e.g., by transforming other classrooms).

For the calculation of P.E. teacher availability, only indirect data can be relied on as the premise data include information about the total number of teachers of so-called skill subjects (music, art, physical education). Nevertheless, as no other intervention has been carried out in the system apart from the one related to P.E., we supposed that any potential change could be connected to the supply of teachers to deliver daily P.E. Following the necessary data cleansing and corrections of the NABC dataset, the calculations were carried out for grades 1-8 with respect to the regions of Hungary, the level of settlement, the size of the school, and the type of education.

The situation of physical education worldwide

According to the results of the Eurydice Report on physical education and sports in Europe (EACEA, 2013), all European countries recognize the importance of physical education at school. The subject is part of central curriculum frameworks and is compulsory in primary and lower secondary education throughout the continent. Several education systems have national strategies to promote the development of physical education and physical activity, clearly reflecting the political will behind the provision of P.E. In some countries, certain physical education activities are mandatory; in others, schools themselves are free to choose their activities.

"In steering documents on physical education, its main aims include the physical, personal and social development of pupils" (EACEA, 2013, p. 11). A healthy lifestyle is most typically emphasized in the aims of physical education, yet physical education is not limited to training in physical skills; goals beyond physical education and sports (e.g., good health, sound personal development, and social inclusion) give further weight to the importance of including P.E. in school curricula (EACEA, 2013; UNESCO, 2013). The societal value of physical education and sports has also been expressed in various European-level documents (European Commission, 2007; EU, 2008).

In spite of the increasing attention paid to physical education and sports in schools, certain issues related to physical education pose serious challenges to its successful provision and delivery. These issues include pupils' lack of interest and motivation in physical education, the growing number of students exempted from physical education classes, the declining or stagnating levels of physical fitness in young people, and the high levels of inactivity and obesity in young people (UNESCO, 2013). In addition, there are global and regional concerns about facilities (indoors and outdoors), equipment provision, and inadequacies in facility maintenance.

> *"Whilst there is a greater propensity of inadequate physical resource provision in low income countries and regions, the divide between these and some schools in middle and high income regions and countries is not always clear-cut. The level of such provision together with challenges presented by inadequate maintenance can detrimentally impact on the nature, scope and quality of physical education programmes"* (UNESCO, 2013, p. 9).

The status of physical education in Hungary

The issue of daily P.E. had long been on the agenda in Hungary; as early as 1930, the National Association of Hungarian Physical Education Teachers(National Physical Education Congress, 1930), the main advocates of the concept, articulated the necessity of the daily P.E. lesson. Nevertheless, in spite

second school it is much more challenging to find a solution to the problem. On the other hand, if there are more gymnasiums in a school than necessary, this does not result in a more advantageous situation than that of a school that has a sufficient number of gyms.

of the professional backing, time spent on the subject was always less than what they prescribed. Furthermore, after World War II, the number of P.E. lessons decreased to two per week. In 1976, daily P.E. was introduced for the first time in specialized sports schools, but regular schools kept a low number of lessons.

As a result of the legal regulations in the period after the 1989-1990 transition, teachers working in public education were also challenged by the structural changes in accordance with educational legislation and the permanent amendment of core documents. With the introduction of the National Core Curriculum in 1996, certain educational goals and tasks shifted to the sphere of influence of the schools; however, as the NCC has been modified several times, teachers were forced to react to these changes periodically. For physical education teachers, the amendments to the NCC meant changes in various tasks on different levels. In addition to the structural changes, the content of curricula changed as well; the requirements became softer, more general, and less measurable. Following the continuous modifications was a serious challenge for the teachers, even more so because the views of professionals were overlooked during the preparation of the legislative amendments (Elbert, 2010b).

It was also in the 1990s when the intention to institute general daily physical education re-emerged on the political agenda. A decision to have daily P.E. in lower primary school was introduced in 1999 but revoked in 2003. Approaches diverged based on school-type and age; in the 2000s, time devoted to the subject ranged from 90 to 225 minutes per week. However, as participation in extra-curricular physical activities remained low, the result was that children were only physically active during the P.E. lessons (Hamar et al., 2006).

The status of physical education is given consideration in the National Core Curriculum. In the newest version of the document (2012), there are three main dimensions related to physical education: health development, personality development, and talent care. However, these positive outcomes of physical education are not necessarily reflected in the opinion of the different stakeholders. A nationwide comprehensive study conducted five years ago (Elbert, 2010) showed that the importance of physical education is recognized de jure on all levels; however, de facto, there are also significant differences in this recognition concerning the type of school and the attitudes of the school management.

There were also a number of challenges in the field identified by the research. First, as the system of professional supervision was dissolved after the 1989-1990 political transition, substantive professional control and assistance of the pedagogical activity ceased to exist. Second, physical education in schools has also undergone changes in content, shifting from the former performance-oriented, sports-based training to the creation of sporting opportunities for individuals in order to present sports as pleasant activities. Even so, these objectives have only been partly realized; success in sports is still a high priority in several schools. Third, a further challenge emerged when physical education teacher training started to operate in accordance with the Bologna process (Elbert, 2010).

Although the passing of half a decade does not deem it necessary to conduct research on a similar topic, the legislative measures of the recent years, namely:

1. The introduction of daily P.E.;
2. The reinstallation of professional supervisory schemes, and
3. The return to the undivided five-year training of P.E. teachers, have created a new policy context around the subject, making it worth investigating how this “special treatment” and increasing policy attention is reflected in the view of different stakeholders.

Results

Introducing daily physical education

According to our results, a paradoxical situation has evolved in the area. On the one hand, there is a consensus in that the enforcement of daily P.E. is seen as a major success, which is at the same time perceived as a huge responsibility. Nevertheless, opinions differ strikingly on certain issues, for example

regarding the immediate preparation of their enforcement. The standpoint according to which the state sphere was not coherent in laying the professional foundations of the decision seems to be dominant. This is because the National Association of Physical Education Teachers and the relevant ministry have been fighting for the introduction of daily P.E. for one and a half decades with various arguments. However, at the end of the struggle, some structural transformations were carried out at the ministry, accompanied by personal replacements as well; the state, while keeping the responsibility of financing, outsourced several tasks to the formerly relatively inactive NGO, the Hungarian School Sport Federation. The organization was assigned the tasks of preparing a strategy and organizing the professional retraining of P.E. teachers; however, the organization representing the active P.E. teachers was left out of the final stages of the process. One of their leaders protested in the following way:

> *"No doubt, the introduction of daily PE is a huge success for us. It is a pity that we were overlooked at the final stage; we could have prepared the final version of the documents in a more realizable way".*

Therefore, many of those who were supposed to work on the implementation of the act were left alone and could only count on the management of their schools, which was at times inconsistent. The practical realization of the act had several variations depending on the infrastructural and personal conditions of the given school, the attitudes and professional networks of the school management, and the professional specialization of the teachers.

The aforementioned problems were barely perceived by those in the schools who were not directly concerned, and this was the case even more so in a wider social context. Based on the in-depth interviews, it seems that those outside the P.E. domain have interpreted the measure as a message that physical education has become more important. Although this message was received with mixed feelings in many schools, it can generally be said that it increased the low social prestige of the subject.

Supply of gymnasiums and physical education teachers

Nearly all of the interviewees resented the fact that no proper impact study was prepared before the enforcement of the act. Consequently, our research results related to the trends of gymnasium and P.E. teacher supply can be regarded as being a novelty as well as a kind of supplementation.

Trends of gymnasium availability

Taking the trends of the examined period into account, in the two academic years investigated after 2007/2008, the number of premises with no gymnasium decreased and the ratio of schools with a sufficient number of gyms increased. In the first year of examination, the required number of gyms was 1413, which decreased by 115 by 2011/2012, showing an improvement in provision. In the 2013/2014 academic year, according to the first data obtained since the introduction of daily P.E., the required number of gyms increased to 1493, which is near the corresponding number of the first year (Table 1).

Table 1. Nationwide data on the supply and requirements of gymnasiums between 2007/2008 and 2013/2014

Academic year	Number of premises (N)	Number of gyms available for grades 1–8 (N)	Ratio of premises with no gym at all (%)	Total number of necessary gyms (N)	Average number of necessary gyms per premise (N)	Ratio of adequately supplied premises (%)
2007/2008	2951	2532	16.2	1413	0.54	52.0
2009/2010	2858	2497	14.9	1358	0.52	54.5
2011/2012	2784	2450	14.0	1298	0.51	55.3
2013/2014	2773	2396	17.1	2791	1.09	31.2

Source: own study.

In terms of regions, the shortage of gymnasiums has doubled in the period under scrutiny, and the number of required gyms per school has increased to over 1.00. The shortage is most articulated in Budapest (from 0.66 to 1.64) and in the Central Hungarian Region (from 0.68 to 1.53). Concerning settlement type, it is county centers; based on school size, it is larger schools where the shortage is most apparent. One gymnasium is missing in villages, whereas the corresponding number is two in smaller towns, county centers, and the capital. The examination of the data according to school size shows that in small schools the shortage of gyms was 0.33, in middle-sized schools one additional gym was necessary, and in larger schools two were needed.

Trends of P.E. teacher supply

In the first year of examination of the nationwide data, the ratio of premises reporting a lack of skill-subject teachers was 26%, increasing to 30% in the last year of examination. Contrary to the previous infrastructural data, no considerable improvement has taken place in this respect (Table 2).

Table 2. Supply and shortage of teachers of skill-subjects; nationwide data between 2007/2008 and 2013/2014

Academic year	Number of premises (N)	Number of missing teachers (N)	Ratio of premises reporting a shortage of teachers (%)
2007/2008	2924	758	25.9
2009/2010	2848	730	25.6
2011/2012	2768	733	26.5
2013/2014	2766	825	29.8

Source: own study.

In terms of regional teacher supply, the greatest shortage can be observed in the disadvantaged region of Northern Hungary: in the first year of examination, the number of schools in want of skill-subject teachers was 160 (30.4%), which increased to 175 (40.6%) by the last year of examination. The situation is relatively favorable in the capital city: according to the first wave of data, there was a shortage in 21 schools (6.1%) which increased to 39 premises (11.7%) by the last year. With regards to the level of settlement, the situation is better in the capital and county centers and worse in smaller towns and villages. The number of schools indicating shortage also increased in the former two, from 6% and 4% to 11% in both cases. On the other hand, the shortage of teachers in villages has been a continuous challenge: 45% of the premises mentioned this issue in every year of the examination. As 60.1% of the village schools are small in size, the two factors in this case, i.e., settlement and school size, have a double effect: in 2007/2008, 41% of small schools encountered a lack of teachers, and this continued during 2013/2014 as well. However, the shortage has also emerged in bigger schools; in their case, the ratio increased from 8.6 to 16.5% in the investigated period.

As the number of compulsory art and music lessons did not change during the examined period, it is the increase of physical education lessons which can be identified as the main reason for the more articulated shortage of teachers in 2013/2014 compared to the stagnating figures in the previous years. Before the new measure, 27.7% of primary schools were facing teacher shortages, but following the introduction of daily P.E., one third of the schools reported such problems. The extent of the shortage also considerably increased in 6- and 8-grade secondary schools. Taking into account the fact that all schools deliver education for 8th graders, i.e., primary schools and 6- and 8-grade secondary schools, the number of premises indicating teacher shortages increased to 825 (Table 3).

Table 3. Number and percentage of schools indicating a shortage of skill-subject teachers

Academic year		Number and ratio of primary schools with a shortage of teachers	Number and ratio of 8-grade secondary schools with a shortage of teachers	Number and ratio of 6-grade secondary schools with a shortage of teachers
2007/2008	N	787	6	5
	% within the school type	27.7%	6.5%	3.6%
2009/2010	N	720	2	8
	% within the school type	27.5%	2.1%	6.2%
2011/2012	N	726	1	6
	% within the school type	28.5%	1.1%	4.4%
2013/2014	N	803	9	13
	% within the school type	31.4%	10.3%	10.6%

Source: own study.

It was not verified by the statistical analysis that there is a greater shortage and demand for gymnasiums, but the data underlined that in smaller settlements and schools the hiatus did not increase to the expected extent. The existing infrastructure, despite some minor problems, did provide the necessary conditions in the 2013/2014 academic year. Since the shortage of gymnasiums concerned hundreds of schools even before the introduction of daily P.E., this problem has expanded, making it necessary for many schools to build one or two new gymnasiums or transform existing classrooms in order to meet the legal regulations. The research underlined that in terms of teacher supply, there are significant differences ($p < 0.05$) according to region, school type, settlement level, and school size as well. This is probably because of the general tendencies of the geographic mobility and (re)location of teachers from disadvantaged regions to more developed ones, from low prestige school types to more respected ones. This is a possibility which can be explained by the selectivity of the Hungarian education system, in which students are fairly homogeneous with respect to their socio-cultural background. Students of 6- and 8-grade secondary schools have a significantly higher social status than in any other school type. This is why the shortage in lower prestige schools can be regarded as important information.

Unintended consequences

During the analysis, we often had to realize that making daily P.E. compulsory had unintended consequences in many cases, leading to dysfunctions on different levels.

Studying the unintended consequences of human actions has been a central question of social sciences ever since Adam Ferguson, the philosopher of the Scottish Enlightenment, formulated his much quoted idea in the 18th century:

> *"Every step and every movement of the multitude, even in what are termed enlightened ages, are made with equal blindness to the future; and nations stumble upon establishments, which are indeed the result of human action, but not the execution of any human design".*

In order to identify the unintended consequences of the introduction of daily physical education, we relied on Merton's relevant theory. In this theory, a difference is made between manifest and latent functions. However, it indicates that latent functions are not identical with unexpected consequences, the latter being a broader concept. In addition to latent functions, it also includes non-functional and dysfunctional consequences, and within these, latent dysfunctions.

A partial realization of the manifest functions of daily P.E. is indicated by the fact that none of our interviewees questioned that the introduction of daily P.E. widened students' opportunities for physical

activity in schools. Nevertheless, in view of the research results it seems that the benevolent intention did not only bring about positive changes in the area; its effects have taken different directions that were at times harmful and often proved to be more important than the intended effects. This is underlined by the result that the majority of the interviewees contested the idea that the aim of daily physical education has been reached. The original intention was that all school children, especially younger ones, would grow to enjoy physical activity and develop the need for regular physical exercise through playful activities. However, as infrastructural and personal conditions were insufficient from the beginning, some of the makeshift solutions had the opposite effect. The most problematic tendency was the takeover of school by sports clubs, the majority of which were not motivated to encourage children to take up sports in a playful way, but rather aimed to recruit a talent base for their competitive sports activity. Early specialization is not likely to have positive implications in view of the intended objective, and neglecting those who are less talented in a given sport can also be harmful. In the debate organized by the Independent Student Parliament, attention was called to the phenomenon that the presence of sports clubs in schools and their preferred status in using the existing infrastructure pose a threat to the functioning of recreational sports in schools and has led to the abandonment of Sport for All lessons in many cases.

> *"The Committee dealing with education policy stated in connection with P.E. that the weekly 5 P.E. classes might lead to the ceasing of mass sport in schools"* (http//diakgyules.hu).

Some interviewees also complained that the opportunity of exemption from two of the lessons by attending trainings in clubs is reflected in teacher retraining as well, where methodological issues and strategies for motivating students to like physical activity are discussed much less than the issue of teaching students certain sports. A leading P.E. teacher expressed the following:

> *"P.E. teachers are quite familiar with various methods of teaching track and field, handball and other sports. What many of them do not know and many of them are not even interested in it is how to teach in a playful way. Little wonder that so many students dislike P.E. classes. The invitation of professional coaches to schools might do even more damage".*

Key experts in the field think that it is not so much the P.E. teachers who should be retrained, but the primary school teachers who are less qualified to teach physical education but have to teach it every day. In addition, P.E. teacher trainees should also be prepared for this new task. However, no such changes have been made in the training programs of related universities.

Conclusion

The continuously negative trends in the health status of Hungarian youth and the radical increase in the percentage of overweight and obese children have made it necessary to take measures which could possibly contribute to changing these trends. Leading physical education teachers and sports and health professionals working in governmental or civil organizations suggested the introduction of compulsory daily P.E. in public education to ease the problem. They laid the professional grounds to the corresponding amendment of the Act on National Public Education and lobbied for its execution. Indeed, in spite of the weaknesses of its enforcement and implementation, it could become a historical turning point in the teaching of physical education, but only if decision makers consciously strive to address its dysfunctions.

A key learning point of our research is that since neither before, nor after the enforcement of the Act on National Public Education were infrastructural and personal conditions created for it; a considerable part of the contradictions could have been foreseen had an impact study been prepared. Our results underline the fact that shortcomings cannot be addressed briefly. It can be seen as a positive reaction that, although this occurred a bit late, the National Public Education Infrastructural Program[5]launched in 2014 may serve as a financial base for the rapid development of gymnasiums. However, the problem of training physical education teachers and primary school teachers can only be solved in the long term. Its difficulty lies

[5]Government Decree,141/2014 (IV. 30).

in the fact that development must be carried out for primary and secondary teacher training in all 12 grades of the school system. Teacher supply can only provide a long-term solution if there is a quick allocation of resources. The 2013 amendment to the Act on National Public Education ensures a temporary allowance until 2019[6] in relation to qualifications; however, in recent years the higher education teacher training capacity for primary school teachers and P.E. teachers has not grown to the extent that it could address the shortage of teachers indicated by the figure of 800 in the 2013/2014 academic year within the next four years.

The final conclusion of our research is that not even the most benevolent aim can serve as an explanation for omitting a study of the potential consequences of a decision of such social relevance. It can be expected that, without such an investigation, dysfunctions will emerge which render it necessary to make macro-level corrections to a given system.

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[6]"If the school cannot organize daily physical education according to §27(11) with qualified teachers, then for teaching physical education, persons with physical education or coaching degrees, or with a diploma and vocational qualifications can be employed with a definite term contract until the beginning of the 2019/2020 academic year" (Act LV of 2013 on the amendment of Act CXC of 2011on National Public Education).

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