



## Dissertation

# Educational Governance and Structure of Hawai'i: A Policy Analysis

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## Introduction

Within the United States educational system, curricular space in art, music, and physical education is increasingly being reduced within the school curriculum [1,2]. Art, music, and physical education have been shown to increase a student's academic performance [3-5]. Arts education (art and music) can help meet students' intellectual, physical, and emotional needs [6]. Additionally, art, music, and physical education offer frequent opportunities to meet new people and make lifelong friends [7]. The localization of the education system means that each state must explore how to keep the non-core subjects (such as art, music, and physical education) in education. People go to school to learn from both core and non-core disciplines in order to learn about oneself, be healthy, and for the formal education that will help them be successful in life.

There is mounting evidence of the dwindling access to a well-rounded education throughout the nation [2]. There are five factors identified by the researcher that are eroding art, music, and physical education: (a) historical trends have changed curricular space over time and art, music, and physical education [8]; (b) federal policies are increasing emphasis on science, technology, engineering, and math (STEM) as well as increased focus on literacy in the U.S. [9], and accountability of core curriculum content is increasing in the form of high-stakes testing [10]; (c) graduation requirements in the non-core subjects are decreasing [2]; (d) individual differences of educational governance in different states and communities [11]; and (e) people at various levels of governance have their own agenda regarding curricular space [12]. The evidence provided on the decreased access to a well-rounded education makes this phenomenon very concerning.

The evidence of increasing emphasis on STEM and literacy, increased accountability, and reduced graduation requirements in the non-core curriculum demonstrates how the core curriculum is taking up more and more curricular space. Because of the focus in STEM content, increased budget, finances, and resources for jobs for teachers are being allocated. The pressure of students being accountable for science, math, and literacy also contributes to additional time teachers need to spend teaching to tests, which in turn has led to reduction or elimination of non-core subjects. The decrease in graduation requirements in non-core subjects increasingly devalues them. History of education, the individualized make-up of governance structures, and prominent people's influence on the curriculum compound the situation further. Historical trends suggest that curriculum foci have generally changed, but currently there is a threat of irreversible eradication of non-core subjects. The individualized structures of states and communities must be examined further to determine the effects of the governance structures on non-core curricula.

## Statement of the Problem

A problem facing the United States educational system is that art, music, and physical education are increasingly being taken out of the curriculum [1,2,7,10,13]. When delving into the field of curriculum, one should examine the notion of curriculum history, relevant contexts, curriculum theory, underlying assumptions, and curriculum as a policy [14]. Shubert reminds us to focus on the question of, what is curriculum? Shubert also noted that the heart of teaching, and building curriculum, should be underpinned in a philosophy that embodies: "What does it mean to live a good and fulfilling life?" and "What kind of quality of knowledge and experience enable a person to live a good and fulfilling life?" [14]. In answering Shubert's questions of curriculum, it is important to consider how can an education that is not comprehensive and whole be good and fulfilling. At present, a central option revolves around core curriculum and non-core curriculum competing for space, which diminishes access to a well-rounded educational experience.

Physical education in the early 2000's in the State of Hawai'i had a one-credit graduation requirement [15]. However, now there is only a half-credit requirement for standard physical education, and a half-credit requirement for P. E. lifetime fitness (which is sometimes converted into a weight training class). The national trend of reductions of art, music, and physical education, is also occurring within the State of Hawai'i. As for art and music, there are no requirements at any school level in these subjects; however, students may be able to take these classes as electives ([Department of Education (HIDOE)] Hawai'i HIDOE, [15]. With the national increased focus in Science, Technology, Engineering, and Math (STEM), the State of Hawai'i has elected to increase graduation requirements for math, which then decreases the amount of elective credits taken, therefore impacting the number of art and music classes students could take as an elective (RMC Research Corporation, 2011).

It is clear that a significant consequence of NCLB has been the reduction of weekly minutes devoted to non-core curriculum subjects such as foreign languages, social studies, art, music, and physical education [2]. The time reductions are especially clear in physical education where time spent in the gym is significantly lower than before in elementary schools. Individual states and communities have varying educational governance systems, which makes it difficult to generalize how federal policies have impacted education in every state and at every level of governance. For example, Mississippi's governance system is made up of the legislature, governor's office, state board of education, state superintendent, department of education, boards of institutions of higher learning, and boards of community colleges [11]. Other states are different. For example, prior to 1998 the people of Florida were able to elect the chief education officer, the

commissioner of education, and the members of the State Board of Education [16].

Lastly, prominent people (educational governance members, educational organization leaders, policymakers, etc.) at various levels of governance have their own agenda when it comes to educational decisions. According to Metzler [17], there currently is a debate regarding teacher reform efforts in America, with people in the educational governance structures who are major stakeholders. The participants in the debate carry with them their own warrants, authority, rhetoric and strategic action.

This trend of reductions of art, music, and physical education, is occurring in the state of Hawai'i as well. The dwindling funding, furlough days, and accountability on STEM subjects is only part of the reason why. Other culture-specific issues exist, such as native Hawai'ian risk factors, colonial curriculum, youth violence, and low-level literacy and math across the state magnifies the reductions.

### **Location of the Problem**

The problem of non-core subjects being eroded in schools is created at the administration levels of educational governance structures [2] as well as individual state governance levels. Federal and state policies and mandates decree what happens in American schools [18]. The grassroots of the educational governance structure (teachers and schools) have responded to the problem created by higher levels of educational governance. Some states are doing what they can to build and replace these programs (art, music, and physical education); however, some do not or simply can't. Therefore, it is important that researchers analyze the government structure of individual states as well as how the educational governance systems functions. Scholars need to look at the foundational values of decision makers that make up the educational governance of each state. It is also critical that researchers inquire into how the people who are a part of the governance are making important curricular decisions. Finally, further analysis of policies created by the decisions of the governance structures need to be investigated.

### **Educational structure and governance in Hawai'i**

The educational structure in the State of Hawai'i is regulated by the governance system. Therefore, it is vital to look at the government structure first and foremost. The state government consists of three branches. The branches are the legislative branch, the executive branch, and the judiciary branch [19]. The legislative branch is broken down into three legislative service agencies: office of the auditor, legislative reference bureau, and the ombudsman. The Governor's and Lieutenant Governor's offices make up the top tiers of the executive branch, with executive departments reigning beneath them. The Department of Education, the Department of Health, and Department of Development and Tourism make up some of the executive departments. The next section will detail the Department of Education, as it is the main governance body within the educational structure of this state. The final branch of government in the State of Hawai'i is the judiciary branch.

### **The structure of the department of education**

The Department of Education in Hawai'i manages the statewide systems of public schools and public libraries [20]. The Board of Education formulates policy and manages the public school and public library systems through its executive members, the state superintendent, and state librarian. Hawai'i's Board consists of thirteen members elected to four-year terms, and one non-voting student representative. The Superintendent is the chief executive officer of the Public School System. The Superintendent has the power to appoint a leadership team, which is made up of the Deputy Superintendent, and Executive Assistant, five state-level Assistant Superintendents (who head the five offices under the superintendent's office). The Superintendent also appoints fifteen Complex Area Superintendents (nine on Oahu, three on the island of Hawai'i, two on Maui, and one on Kauai who preside over and support the schools in their respective areas). The Office of the Superintendent also includes a Systems Accountability Office, Communications Office, Civil Rights Compliance Office, and Program Support and Development. Many of the offices connected with the Superintendent are concerned with facilities, human resources, budgets, and technology; however, the office of curriculum, instruction, and student support has the capacity to work directly with the schools.

To prevent the further erosion of the foundation of our education it is important to examine each community, district, or state individually. Certain 'trends' in education, which emphasize and de-emphasize certain subjects, with the current trend emphasizing core subjects (such as science, technology, engineering, math, and literacy) are impacting these systems. There are many differences of educational governance in states and communities. The decisions made impacting what goes into or is taken out of the curriculum will impact other subject areas. Fluctuating graduation requirements, which is currently decreasing the quality of the non-core subjects such as art, music, and physical education. Many federal policies that have been mandated by the U.S. Congress along with educational decisions, which increasingly values science, technology, engineering, mathematics (STEM), and literacy. Also, the No Child Left Behind Act [21] has created a focus on accountability linked to high-stakes testing, which has functioned as a federal policy that decreases the value of non-core curricula.

Art, music, and physical education have been shown to increase a student's academic performance [3-5]. Arts education (art and music) can help meet students' intellectual, physical, and emotional needs [6]. Additionally, art, music, and physical education offer frequent opportunities to meet new people and make lifelong friends [7]. The localization of the education system means that each state must explore how to keep the "fun" subjects (art, music, and physical education) in education. People go to school to learn from both core and non-core disciplines in order to learn about oneself, be healthy, and for the formal education that will help them be successful in life.

## **Educational policies in Hawai'i**

Hawai'i's strategic plan was made to improve the overall quality of education during the 2011-2018 time period [22]. The plan has three goals: (a) assure all students graduate college- and career-ready through effective use of standards-based education; (b) ensure and sustain a rich environment and culture for life-long learners; and (c) continuously improve the effectiveness, efficiency, and responsiveness of the educational system. These are broad goals, and the standards-based education goal is focused on meeting the academic performance standards of all subjects, including art, music, and physical education. In the field of physical education, other educational policies have been created to promote the health of the population and quality of physical education such as the Healthy Hawai'i Initiative, and the State of Hawai'i Wellness Guidelines [23,24].

### **Statement of purpose**

The purpose of this study was to examine Hawai'i's educational governance and structure, and determine how these systems impacted decision-making regarding art, music, and physical education.

### **Research question**

How do the educational structures, governances, and policies in Hawai'i impact art, music, and physical education?

## **Literature Review**

The literature review consists of three sections: Education structure in the United States (U.S.), curriculum decisions and policies, and consequences of a core curriculum focus. First, a historical perspective is presented on how the educational system in the U.S. is organized, federal influences are discussed, and educational philosophies, which guide each educational structure, are elaborated upon. Next, curriculum decisions and policies are defined, analyzed, and examined in terms of curricular decisions at district and state levels. Additionally, the shift in curriculum in the U.S. currently focuses on the "core" curriculum, and the consequences of that focus are explored. The final section reviews research methods used to examine similar policy and educational governance research.

### **Education Structure in the United States**

#### **Historical perspective**

Throughout the history of the United States, the educational system has been highly localized in character [25]. Often, governances of education have been left to the individual state and district authorities [10]. It is important to understand how individual states and their educational governances are highly stratified and individualized. The reason for the many layers is that America has a strong tradition of a locally-controlled public education [26]. Schooling in the U.S. began in schoolhouses that each town controlled. Regional management of public education still is

an important ideal. Recently, polls still show that a majority of the public prefers educational decisions to be made locally rather than at the state or federal level (Shelly). Therefore, when looking at the U.S. educational system, there is a need to review all 50 states individual components and their regional make-up. Additionally, one would need to understand how federal policies and funding affects each state, especially at present where federal control of education is significantly increasing [10]. Alongside increased federal control of education come multiple policies that are governed by the federal government and influence each state uniquely.

### **Federal influences in education**

#### **No child left behind**

A large focus of NCLB gives implications for a stronger accountability for results, and assists states that work hard to close the achievement gaps [27]. The identified gaps need to be closed to assure that all students (including disadvantaged students) achieve academic proficiency. As a part of this accountability, report cards inform parents and communities about state and school district progress. Schools which fail to make "adequate yearly progress" in meeting this mandate are required to be labeled by their State Department of Education as being "in need of improvement" ([10] p. 49). Adequate yearly progress is defined as an individual state's measure of progress towards having 100% of the students achieving at state academic standards in at least reading/language arts and math. The minimum level of proficiency for adequate yearly progress is set in each state and its school districts and schools must achieve this level each year on annual tests and related academic indicators [28]. Schools that do not meet this yearly progress will be required to provide supplemental services (free tutoring and after school assistance) and will be required to provide other corrective actions; if after 5 years a school is still not making adequate progress, dramatic changes or shutting down the school will be necessary [28].

The NCLB accountability requirements were largely based upon the accountability system of Texas, and were justified because of that system's educational gains, which helped to provide a national model [1]. Research has also found many problems in the educational accountability system of Texas including,

*The exclusion of low-performing students from testing and from school, large and sudden increases in the number of students entering special education programs, high rates of retention in 9<sup>th</sup> grade that resulted in sharp increases in test scores for 10<sup>th</sup> graders the following year, drastic increases in the number of high school students entering GED programs, significantly higher dropout rates, and increased inequity for minority students. ([1]p. 44).*

Also, the data on educational gains were not substantiated when compared to the state's criterion-referenced subtests, relevant high school grades, and low-stakes test results. Not only are there problems with the foundations upon which NCLB was built and with the sacrifice of local initiative, but also there are many problems with a "teaching to the test" culture [29].

## **Science Technology Engineering and Math (STEM) education**

President Barack Obama has also supported and has provided additional help to increase STEM education in America's through "The President's Council of Advisors on Science and Technology, also known as PCAST" [30]. STEM education is seen by PCAST as the answer to whether or not the U.S. can lead the way to solving problems such as energy, health, environmental protection, and national security. Since the U.S. continues to lag behind other nations in STEM fields at the elementary and secondary levels, PCAST is designed to prepare all students (including girls and underrepresented minorities in these fields) to be accomplished in STEM fields. To help address STEM education further, President Obama replaced the Math-Science Partnership program (\$180 million a year from the federal budget) with a STEM-focused program, which is scheduled to be an approximately \$300 million-a-year program [9]. With increased funding, PCAST recommends that the government should support the current state-led movement for shared standards in math and science. Also, PCAST suggested that the government recruit and train 100,000 great STEM teachers over the next decade that will be able to prepare and inspire students. The latter goal was created for schools that often are lacking in teachers who know how to teach science and math effectively and who are so passionate about their subjects that they inspire students. Although the USDE and PCAST are making changes to STEM fields in education, it is important to examine and challenge the educational philosophies that guide these policies and decisions and the effects they are having on other subjects.

## **Educational philosophies**

**Core and non-core curriculum:** Federal influences like NCLB, STEM, USDE, and PCAST are impacting decisions regarding policy and localized educational philosophies more than in the past. The nation's curriculum and educational policies are focusing on "core" school subjects such as science, technology, engineering, math, and literacy [2]. As core subjects get more focus, there is an increase in the threat for reductions, possible elimination, and even eradication of art, music, and physical education programs. The implied educational philosophy of the policymakers shows that core subjects have more value than non-core and that accountability (high-stakes testing) and standards-based education needs be the focus [7,31].

## **Accountability and standards-based movement**

Educational reforms and educational philosophies should be based upon evidence from educational research. However, a lack of evidence has been pinpointed by leading educational researchers [32] who have questioned if standards and tests can improve schools. Additionally, researchers have questioned if standards and tests create educational opportunities in places where they previously did not exist. Finally, Darling-Hammond questioned if there is any substantial evidence supporting the success of standards-based reform strategies, especially for students in American urban

school systems where educational needs are the highest. The foundational evidence supporting a Texas-like accountability system has already been demonstrated to have many holes [1]. An escalation of the body of knowledge has demonstrated unintended consequences of high-stakes testing [7]. Various studies have found that high-stakes testing can narrow the overall curriculum, push towards lower-order cognitive skills, and distort scores [33-38].

Achievement testing 20 years ago has been the primary instrument of educational reform [35]. According to Linn [36], there are many suggestions based on analyses of empirical results that offer ways to enhance the validity, credibility, and positive impact of assessment and accountability systems. One suggestion was to put in place a system for evaluating both the intended positive effects of these tests and the negative (unintended) effects of the system. Accountability pressures place great emphasis on test scores, however, it is highly unlikely that any single test, no matter how well constructed, normed, and validated, can endure the pressure to serve as both an instrument of instruction and an instrument for measuring effects of instruction [37]. The way that individual states are responding to the funding associated with the high-stakes testing is impacting the non-core curriculum. With the increased focus on core curriculum, there is less curricular space for the non-core subjects. It is also apparent that federal policies actually guide what curricular policies different states and districts enact. Therefore, it is critical to view curricular decisions and policies.

## **Curriculum decisions and policies**

### **Curriculum as a policy**

Content of the school curriculum has continuously been a controversial political subject and requires considerable public attention [39]. The political dynamics around the creation of official school curricula are immense. Curriculum is developed by governments or other sanctioned authorities for standard use in schools across a state, province, or country. Educational policy researchers study the policies created by these policymakers. The actual study of educational policy is generally conducted scholars across multiple disciplines including educational foundations and educational administration [14]. Curriculum policy is, in fact, a subset of educational policy and some educational policy directly connects with curricular policy. Issues such as budgetary planning, personnel matters, maintenance of buildings and grounds, legal issues, staff development and community relations are very similar in both educational and curriculum policy research. In a sense, curriculum is a form of educational policy.

The product of the written curriculum is the policy of intended learning experiences or content (alongside its purpose, organization, and evaluation), which a school system decides on what to provide for its students [14]. Sometimes this policy is unwritten and, even in that case, curriculum is a school system's policy about the knowledge and experiences the students should have. Many curriculum questions about what knowledge and experiences the students should have actually are about appropriate teaching methods. Therefore, it

is critical to follow debates over appropriate teaching methods, as it is a crucial part of the politics of curriculum [39].

### **Consequences of a core curriculum focus in education**

The focus on core subjects (STEM and literacy) is creating a lack of focus on other subjects (non-core subjects) and dismisses a well-rounded education. The omission of a holistic education deprives students of a balanced education in terms of both academic and kinesthetic opportunities. The deprivation of core and non-core subjects discriminates against students because of the lack of access to traditional ways of learning about, interacting with, and appreciating their culture. The current educational reform policy power structure appears to maintain the status quo and prevents dramatic reform or change and clearly values cognitive learning over experiential learning. Overemphasis on STEM, literacy, assessment, and accountability monopolizes curricular space and drives out non-core curricular subjects. In order to analyze the consequences of eroding the non-core curriculum subjects, the following will be analyzed: (a) what it means to have well-rounded education; (b) evidence of art, music, and physical education being eroded; (c) evidence of the disconnect between cultural values and what is being offered; (d) the benefits from art, music, and physical education that will be lost; and (e) possible effects on enjoyment, motivation, and inspiration at school.

### **Evidence of art, music, and physical education being eroded**

Across the U.S., the subjects of art, music, and physical education are seeing erosion in their field from: (a) time allocations on non-core subjects; (b) lack of support; (c) decreasing graduation requirements; and (d) larger class sizes. Despite the logic behind this decline, it allows more time focusing on core curriculum. Studies have demonstrated that the loss of these subjects has no basis for justification as a strategy to improve standardized testing.

A study in Virginia analyzed time in the arts and physical education compared to school achievement [18]. Surveys were sent to 1,167 elementary school principals with 547 being returned. The study examined time allocated to art, music, and physical education per week, in the 3<sup>rd</sup> and 5<sup>th</sup> grades, and compared time allocations to school achievement in the form of Virginia's Standards of Learning (SOLs). The relationship between time and achievement tests was not statistically significant. On the other hand, there was slight positive relationship showing that students in schools who had art, music, and physical education taught by specialists actually did better on standardized tests. The findings provided evidence that there was no reason to believe that allocating less time to art, music, and physical education would lead to more school success on high-stakes testing. The correlation between non-core curriculum and standardized testing was statistically significant in 5<sup>th</sup> graders where art, music, and physical education was attributed to higher scores in math, English, and on the SOLs (0.10, 0.10, and 0.09, respectively, where  $p < 0.05$ ; [18]).

Support for art, music, and physical education is dwindling. Besides the notion of the erosion of curricular space, a lack of other resources is also an issue. Cawelti (2006) reminded readers that, if schools spend less money on testing, then we could afford other worthwhile subjects and extracurricular projects. Liane Rockley [40], a music teacher in Colorado, described how her son's elementary school has reduced art, music, and physical education to once every third school day. Rockley stated her family could afford private music lessons and sport teams, but she wondered what happens to other students who cannot afford them. Many school boards and school districts all over the U.S. are doing the same and cutting art, music, and physical education because they can no longer fund them due to budget cuts [41]. Districts are also reallocating money to support programs that are supposed to enhance high-stakes testing scores in STEM and literacy. For example, in Rochester, New York, a school board analysis of the Rochester City School District claimed they had a \$76.5 million deficit and were cutting 908 foreign language, art, music, and physical education teachers [41]. The proportion of art, music, and physical education teachers who were to lose their jobs was 42%, 46%, and 19%, respectively. Another school board in Pottstown, Pennsylvania, reduced teachers of library, art, music, and physical education by 65% of their current total, saving a total of \$320,444, which was needed to make up for a 15% cut in federal funding for reading programs [42].

### **Benefits from art, music, and physical education that will be lost**

Not only is the shifting curriculum in the U.S. going "against the cultural grain," but also the consequences of eroding the non-core curriculum subjects out of the schools will take away many benefits. Students profit from art, music, and physical education immensely, and if these subjects are eradicated, then many assets of our education system will be lost, perhaps forever. Many rewards that students receive come from art, music, and physical education. Other unique valuable assets come from each subject individually.

Quality art programs have much to offer students around the world. The nature and content of art is unique, because learning happens in and through art, which meet the unique needs of the learners [6]. There are vast amounts of multicultural knowledge and skills that can be learned through art [4]. In an art classroom, students can be exposed to teaching about diversity, equity, and social justice. Art teachers are challenged with comprehending and integrating the many variables that make-up a full education in visual arts. Through art, students learn a composite of cultural expressions. Art provides a perfect platform to interact with other cultures, and to consider the cultural location of the makers and the context of the making.

Many music educators advocate for music to be involved in every classroom. Burnsed [3] acknowledged that it could be difficult to integrate music in every class, however, there are a variety of chances to use music throughout the day that does not require extra planning and extensive practice. The classroom teacher may sing, chant, use a musical textbook, begin the day with music, and incorporate music in other

components of interdisciplinary studies. Burnsed stated, "Just playing the music informally will enhance the atmosphere of the classroom" (1993, p. 103). He also mentioned that music in classes would allow children to look forward to entering the classroom, and with the repetition of this practice, they will come more familiar with it, their perception will be enhanced, and their preference for music may be influenced.

Today's society gives children and adults alike multiple opportunities to be sedentary. With cars, the Internet, computers, video games, TV, and movies, people have more ways to entertain themselves and go about daily lives with very limited physical activity than ever before. These sedentary lifestyles are making children and adults in society overweight and obese at epidemic rates [43]. Additionally, overweight children and adolescents are much more likely to have weight issues as adults, and overweight adults are much more likely to be at risk for heart disease, high blood pressure, stroke, diabetes, and types of cancer and gallbladder diseases [44]. Yet, people are still sacrificing school-based physical education in order to provide more time for academics. The cuts to physical education programs border on being unethical because epidemic childhood obesity is one of the most serious health issues in the U.S.; however, policymakers, states, and districts are cutting a possible avenue to combat sedentary life practices.

### **Warrant for studying decision-makers**

The literature demonstrates that art, music, and physical education are being decreased from American education. There is also substantial evidence demonstrating benefits to having non-core subjects in the curriculum. Whether or not students will have access to art, music, and physical education depends on what decisions are made by governance members. Therefore, it is imperative to examine the decisions made by governance members and policymakers to gain a better understanding as to why the non-core subjects are being taken out of the curriculum. It is equally important to understand why some governance members and policymakers are all right with losing the benefits gained from art, music, and physical education.

### **Methodology**

The qualitative research design is the most appropriate paradigm to examine educational structure with an aim of determining how structure and governance systems influence decision-making regarding art, music, and physical education. It is important to examine educational systems in order to give a glimpse into how people in governance positions were interpreting their experiences, constructing their worlds, and providing meaning they attribute to their experiences. This study used Crotty's [45] four elements for designing social science research. The following elements are presented in the appropriate order: epistemology, theoretical perspective, methodology, and methods. Prior to discussing Crotty's four elements, it is imperative that researcher's subjectivities are addressed. In qualitative research, the researcher is the primary instrument of data collection and should state their biases upfront as well as discuss them throughout the study.

### **Epistemology of constructivism**

Constructivist principles align with a deep understanding of a body of knowledge, sections of information well-connected, and knowledge being flexible and transferred into other contexts is defined as having deep-seated understanding. A foundational idea of constructivism is that learning is an active process of constructing knowledge [46]. In short, a constructivist viewpoint is one where the individual reflects on profound, prior knowledge, and reflecting on this process is the way that humans construct knowledge [46]. Regarding the present study, constructivism is used to discover how educational governance members in Hawai'i construct their knowledge of art, music, and physical education, and how their reflections of this knowledge lead them to make decisions that affect policy and legislation about these subjects. I will also take into consideration that these social structures within governance may advocate social constructivism. Diverse local worlds, multiple realities, and complexities of particular worlds, views, and actions influence decision-making processes [47].

### **Theoretical perspective: Interpretivism**

Creswell [47] explained how in an interpretivist worldview individuals seek understanding of the world in which they live and work, and how they develop subjective meanings of their experiences, which can be directed at certain objects or things. Relying on the participants' views of the situation then becomes the goal of research. The meanings are not imprinted on individuals, but are formed through interactions with others. In relation to this study, governance members may have individual meaning they hold for art, music, and physical education, but the meanings they create with other governance members may change their originally held meaning also. These meanings may also be seen through historical and cultural norms that operate in individuals' lives.

### **Methodology**

The methods selected for a study will determine the quality of data obtained [48]. With the purpose of study being to examine educational structure and governance in Hawai'i as it relates to art, music, and physical education, it is necessary to determine an appropriate step-by-step set of procedures. In qualitative research, according to Creswell [47], there are generally five specific methodologies used in qualitative research, namely (a) grounded theory, (b) ethnography, (c) narrative, (d) phenomenology, and (e) case study. These are not mutually exclusive, and more than one methodology may be used to answer the same question, and phenomenology and case study were relevant in this study. As this study combined phenomenology and case study, which were termed a phenomenological case study.

### **Phenomenological case study**

Phenomenology developed as people started to reject scientific realism and a coinciding view that the empirical sciences were most important when identifying and explaining the features in a mind-independent world [49].

With the rejection of realism, phenomenologists began to carefully describe the ordinary conscious experience of everyday life. The “phenomena we experience include perception, believing, remembering, deciding, feeling, judging, evaluating, and all experiences of bodily action” [49] p. 225). A phenomenological case study lends itself to problems in which researchers seeks to understand several individuals’ common or shared experiences of a phenomenon [47]. By understanding common experiences it is possible to develop policies, practices, or a deeper understanding about the features of the phenomenon.

### **Epistemology of constructivism**

What is the nature of knowledge? What theory of learning is most relevant to this study? Crotty [45] believed that researchers should have a strong epistemological perspective when going into a study. Based on my own personal beliefs, and what I believe is a best fit for the present study, I used an epistemological perspective rooted in constructivism. Constructivist principles are derived from research in psychology and social psychology, and Piaget and Vygotsky are the two leading theorists who developed a constructivist perspective and applied this perspective to education and educational research [46]. Core ideas of this epistemology include deep understanding and multiple connections, prior knowledge and experiences, and views learning as an active process of constructing knowledge. In other words, constructivism is a psychological learning theory, where learning is an interpretive, reoccurring process, and active learners construct knowledge with the physical and social worlds (Doll, 1993). According to Fosnot [50], constructivism is a psychological theory of learning that demonstrates how structures of deeper understanding become known. This epistemology does not simply distinguish structures, stages of thought, and isolate behaviors learned through collaboration.

### **Theoretical perspective: Interpretivism**

Crotty’s [45] framework separates interpretivism and constructivism, and he differentiates constructivism as a possible epistemological view; on the other hand, interpretivism is seen as a theoretical perspective specifying the philosophical stance lying behind a methodology. Generally, qualitative research is considered to be an interpretive and evolving form of research. Interpretive research assumes that reality is socially constructed and that there is no single, observable reality [51]. The lack of an observable reality means that there are multiple realities or interpretations of a single event. Therefore, researchers do not stumble upon knowledge, but rather construct it. Researchers rely on intuition, and many important criteria may not be specified in the beginning, as qualitative research is emergent. This study looked at the multiple interpretations of the decisions made by governance members in the state of Hawai’i. An interpretivist theoretical framework also guides the questions and focus of the study. Questions must be broad and general, in order to have participants construct the meaning of a particular context. The construction of meaning

typically would be guided through a process of discussions and interactions with others [47].

### **Types of data**

**Archival records:** Archival records were collected with the intent of being able to make a historical analysis of the goings of the legislature, governors, state board of education, state superintendents, and the Department of Education in Hawai’i. Social scientists who used archives have identified many different challenges. It was critical that suggested archival strategies and techniques developed by researchers in this field throughout data collection be employed [52]. Regarding the Department of Education, a plethora of documents were gathered, such as, strategic plan, restructuring meeting reports, legislative reports outlining NCLB appropriation, STEM support, athletic plans, state superintendent’s annual reports, and the Hawai’i plan. For art, music, and physical education, documents detailing history, past curriculum guides, special programs, teaching guides, legislative reports, and student behavior analyses were collected. Dissertations and other research projects relating to art, music, and physical education in Hawai’i; history of education in Hawai’i; and political and cultural influences on teacher licensure and certifications were extracted as well.

**Documents:** Documents were collected in the data collection phase were also used for triangulation of data. Documents to or from schools, principals, and policy makers collected included teacher contracts, piloted health programs, letters to Washington, DC, to keep performing arts learning centers, art in public places documents, copies of acts, copies of board policies, letters to Department of Education to keep physical education, and graduation requirements.

**Educational governance structure:** To understand how decisions are being made regarding art, music, and physical education in the State of Hawai’i, educational governance structure needed to be understood. A “top-to-bottom” approach was used in this study to identify the members of the governance structure. First, members of the legislature, governor, and lieutenant governor of the State of Hawai’i were identified and their role in the governance was detailed. The roles of the state board of education, state superintendent, and department of education were distinguished and their power of influences on each other were also noted. Governance member interviews also detailed their perceptions of the educational governance structure.

**Supporting documents and artifacts:** During the formal interview, governance members were asked to describe and detail their perspectives about art, music, and physical education. Moreover, they were asked to discuss any decisions they have made regarding these program areas, along with supporting evidence related to those decisions. The following examples of documents and artifacts were included: a copy of decisions made about bills or laws, requests from other governance members to support them in their decisions, documentation of benefits or consequences of decisions made, and any other artifacts that they felt would be beneficial to this study.

## Data analysis

This case study employed two data collection phases (and separate data analysis occurred for archival data and interview data); hence, three data analysis procedures were employed. Data collection and analysis in qualitative research is flexible and emergent. Therefore, an original plan was created for this study but not all and/or possibly additional techniques were used. To analyze these data phase-by-phase ended up not being the best way to represent the findings. Instead, the focus was on a holistic approach and, more specifically, the focus needed to be on the primary data source, the educational governance member interviews. Since the interviews were the most salient part of the study, I had woven in the other types of analysis. Additionally, the frameworks to analyze archival strategies and techniques by Hill [52] were used as well as interpretive policy analysis by Yanow [53]. Governance member interviews were analyzed using Creswell's [47] template for analyzing case study research. The structure of Creswell's framework was as follows: case context, case description, within-case theme analysis, and assertions and generalizations. I embedded archival analysis and policy analysis within-case context and case description, respectively. A focused description of the amended data analysis procedures outlined by Creswell, Hill, and Yanow follow.

**Case description:** A thick description (detail, context, emotion, and the webs of social networks; Creswell [47], of the case of the State of Hawai'i's educational structure, governance, and decisions regarding art, music, and physical education have also been developed by the lead researcher of this study. The description of this phenomenological case study started with perceptions of the governance members at the top of the educational structure (board of education, department of education, and special interest group organizations). Their perspectives on educational structure and governance relating to art, music, and physical education were shared. Next, K-12 principals' perspectives on art, music, physical education, their values and future hopes for these subjects, and policies that were impacting these subjects were also shared. In order to address trustworthiness triangulation through the use of multiple data sources was used and the policies mentioned by the educational governance members were examined.

The policies analyzed in this study were discovered through the educational governance member interviews. I asked the participants "What educational policies were impacting the students the most?" They shared with me what they believed to be the most impactful policies. I kept track of which policies were repeatedly mentioned, therefore, and the repetition helped identify the policies most salient to this study. Policies were analyzed through Yanow's [53] framework for examining policy in her suggested order of symbolic language, symbolic objects, and symbolic acts. The analysis of the case context and the case description led to the development of themes.

## Results: Archives and Policy

### Introduction

The results portion of this study used one primary procedure to analyze the data. Creswell's (2007) case study analysis served as the umbrella framework for this study. This portion of a larger dissertation focuses on the case description portion of Creswell's framework. The following section focuses on the archival and policy findings and, therefore, details the case description. The case context and within-case theme analysis was conducted, but will not be reported in this portion of the overall study.

The case description portion of this chapter includes the policy analysis. Policies were identified as being central to the study through interviews and/or policy analysis. Policies cited were analyzed using Dvora Yanow's [53] template (symbolic language, symbolic objects, and symbolic acts). The "symbolic language" portion included a metaphor analysis, and the "symbolic acts" section uses a ritual analysis. Regarding "symbolic language," Yanow's [53] interpretive policy analysis of written and spoken language was generally analyzed through either a metaphor or category analysis. The results of this study were best analyzed through a metaphor analysis, because the Hawai'i Department of Education (HIDOE) had written and posted a metaphor that guided how the department operated. In terms of "symbolic acts," analysis was usually in the form of understanding rituals or myths. Since the data collected in this study were regularly repeated patterns of activity (policy creation and implementation), a ritual analysis was most appropriate. The ritual analysis was also the best way to communicate the social tensions and conflicts.

### Case description/policy analysis

A thick description (detail, context, emotion, and the webs of social networks) of the case of the State of Hawai'i's educational structure, governance, and decisions regarding art, music, and physical education are the contents of this case description section [47]. The description starts with governance members' perceptions at the top of the educational structure and culminates with principals. Participants' perspectives on educational structure and governance are shared as well as their values, their future hopes, and policies that are impacting art, music, and physical education.

The policies analyzed in this study were discovered through the educational governance member interviews and archival research. Policies were analyzed through Yanow's [53] framework for examining policy in her suggested order of symbolic language, symbolic objects, and symbolic acts. In order to have a complete understanding of how these governance members were constructing their knowledge focusing on art, music, and physical education and the policies impacting them, it was imperative to understand each participant's background.

After asking participants what policies in Hawai'i impacted art, music, and physical education the most, over 30 policies were mentioned. A running total was kept to see which policies were most salient. The policies discussed the most are detailed in this section. Governance members, some of whom were interviewed in this study, have made decisions on policy that has created a profound rippling impact on the



rhetoric of the state. Entities that were given or denied power and the perpetuation of certain behaviors that promoted or detracted from the efforts of art, music, and physical education. Using Yanow's [53] framework for analyzing policy, the symbolic language, symbolic objects, and symbolic acts of Hawai'i will be discussed.

### Symbolic language/metaphor analysis

Interpretive policy analysis has been a relatively recent subject; and there were various methods of analysis. Yanow's [53] interpretive policy analysis, for example, started with symbolic language, not just the written language of the policy, but also the spoken and written language of the organization's debates and testimony, documents (e.g., superintendents annual reports), and interview data. When searching for policy meanings, two specific methods of language analysis were typically used: metaphor and category. Metaphor analysis was most appropriate for this study. Unveiling the metaphoric roots of policy or agency rhetoric and acts was one way to bring the policy argument to light. Public policies also create labels and reflect category structures already in use in the state political system.

Upon the completion of data collection, a very salient metaphor was determined at the Department of Education level. Throughout this metaphoric analysis, the policy analyst (the lead researcher of this study) was able to discover how much of the policy issues it explained. Additionally, the researcher examined further how the metaphor reappeared in other arenas of educational policy and how the state agency acted in Hawai'i. The analysis of the metaphor had a rippling impact through its meaning. The metaphor's meaning was used to make the analysis more robust and to help connect the architecture of the policy argument. The use of the following metaphor was the process of transferring meaning from a better-known realm to a lesser-known realm. State-level Governance Member Keiko presented a metaphor to detail the inner workings of the Hawai'i educational system:

*. . . Our standards set the course, while students, families, and community fill the sails with expectation as we voyage with the treasure of bright, young minds ready to lead the way to the future.*

Ancient Polynesians and current inhabitants of Hawai'i have used and still use the stars to navigate the vast seas; in this metaphor, the standards were the stars that the captain or lead navigators followed. Wind was what provided force on the sails and, in this metaphor, students, families, and the community were the air that "fill(s) the sails with expectation." The belief and expectation was that, by having Hawai'i's students, families, and community be the all-important wind that drove the vessel on the voyage of life, there was a stronger connection between the water (American education system), current (Federal governance influences), vessel (state governance system), stars (navigators following the map created by standards), and the bright young minds (that were created by the voyage set by standards, they defined what was bright young minds that would lead the way to the future (being able to have Hawai'i compete in a "global economy"). The following section introduces each portion of the metaphor and elaborates on, not only the new insights to

the educational system in Hawai'i but also explains how the metaphor suggests possible action in response to the situation.

**"Our Standards Set the Course" [54]:** The policies that were discussed most by governance members revealed the rhetoric of standards and standards-based education. These policies became the stars that guided Hawai'i's people involved with the education system on the voyage towards a better education. According to a Board of Education member, No Child Left Behind [21], has had a significant impact to the education system in that "the emphasis is on the tests" to hold teachers accountable for the standards. Principal Yoshizaki, who was interviewed in the current study, agreed that the emphasis has been on tests in reading, math, writing, and making Adequate Yearly Progress (AYP) in each: "I will tell you that in recent years, with No Child Left Behind, with Race to the Top, the emphasis has been on reading, math, and writing. The school is actually performing better than it has ever performed, but we are still not making AYP." Even though her school was performing better than ever, they were not meeting AYP and faced restructuring. Yoshizaki also reiterated that Hawai'i did far more than the law required and that made it harder for the schools to meet the benchmarks.

The federal government has asked states to create standards to prepare students to succeed in college and a career. Hawai'i has created their third round of recent standards. Just as Principal Yoshizaki has alluded to Hawai'i "shooting themselves in the foot by being too rigorous with being on the right side of the law," Principal Daisuke gave a specific example related to standards. Daisuke stated,

*There was a term, the Hawai'i Content and Performance Standards. So it (the standards) evolved, because we had feedback from the people in the classrooms, I got to tell you, when the standards first came out, there were 1,600 something benchmarks, there was no way that we could cover it in a lifetime.*

The Hawai'i Content and Performance Standards III (HCPS III) are now used in Hawai'i. As Principal Daisuke reiterated, the standards were very thorough and detailed. For example, in physical education, the HCPS III has a strand of four standards for grade level divisions of K-2, 3-5, 6-8, and 9-12 [55].

Hawai'i has created an accountability system that recognizes and rewards growth and progress. The Hawai'i State Assessment (HSA) has the purposes:

1. To meet or exceed requirements of NCLB [21], Hawai'i Revised Statutes, and Hawai'i Board Policy;
2. Promote and measure HCPS III in reading, math, and science;
3. Provide information about student/school achievement in complex areas; and
4. Support instructional program improvement efforts [56].

The HSA of reading and math were criterion-referenced and were taken in grades 3-8 and 10. Scores of each school were used to determine a school's Adequate Yearly Progress (AYP).

An additional significant resource demonstrating how standards were leading education was the minutes from the Hawai'i Board of Education business meetings. The Hawai'i

Board of Education submitted minutes from their general business meeting on June 17, 2010 [57]. A major event that occurred during the meeting on the 17<sup>th</sup> was a full board recommendation to go forward on the Common Core Standards, and many other policies were discussed (e.g., Board Policy 4540 "High School Graduation Requirements and Commencement Policy," a proposed fine arts policy, and Board Policy 2160 "Special Education"). Also, a discussion on the State Leadership Workshop was led by the State Student Council and, when asked about attendance around the state, they mentioned "The majority of Neighbor Island schools will be attending; however, some smaller schools will not be able to attend due to lack of funding" ([57]p. 12). The aforementioned details on how difficult it was to have the Neighbor islands a part of state workshops and not feeling they had adequate communication between the BOE and the schools provided an understanding of why there was an achievement gap on the islands, especially in rural areas.

As a part of the RTT requirements, Hawai'i submitted a Year 1 progress report (2010-2011) and the U.S. Department of Education published a report on Hawai'i's progress on January 10, 2012 [58]. In the 2010-2011 school year, Hawai'i planned to use the \$74+ million to implement and expand reforms with the following goals: (a) raise overall K-12 achievement, (b) ensure college and career readiness, (c) increase higher education enrollment and completion rates, (d) ensure equity and effectiveness by closing achievement gaps, and (e) increase STEM proficiency and highly effective STEM instruction in Title 1 schools [58].

**"The Vessel" [54]:** The vessel in this metaphor analysis symbolized the state governance system and the decisions made by the DOE/BOE, which impacted art, music, and physical education. In recent years, there has been an increase in policy relating to art, music, and physical education. Hawai'i's BOE has created many policies, such as wellness guidelines, arts in schools program, categorical funding for Performing Arts Learning Centers, changes in graduation requirements, and recent acts (51, 80, 167, and 306). In this section, important changes of policy are discussed.

In accordance with national wellness and nutritional trends, the State of Hawai'i has created the State of Hawai'i Wellness Guidelines [59]. The wellness guidelines were created to ensure the development of life-long healthy habits, and the DOE was promoting the links between nutrition education, the food served in schools, and the amount of physical activity. Each of Hawai'i's public schools was encouraged to adopt these guidelines and "designate (a) school wellness committee that regularly meets to address school health issues." The policy went further with specific examples of nutrition standards for lunches. It also detailed how often health education and physical education activity should occur each week. Time requirements for both health education and physical education included 45 minutes per week in grades K-3, 55 minutes per week for grades 4-5, 107 minutes per week for elementary grade 6, and 200 minutes per week for secondary grades 6-12. Although the wellness guidelines existed, no governance member in this study could detail an accountability system in place to prove schools are abiding by these guidelines.

Hawai'i has created policy to increase resources in art education. Under Section 103-8.5 of the Hawai'i Revised Statutes [60], funding has been made available for the Art in Public Places-Artists in Residence Program. The Art in Public Places program was created to integrate visual arts education in schools, as well as to provide commissioned works of art in public places (Hawai'i State Foundation on Culture and the Arts, n.d.). An Art Advisory Committee (AAC) has hired the help of a professional visual artist and paid them \$75,000 for elementary schools and \$100,000 for middle, intermediate, and high schools (paid over the 2-year contract). Schools around the state applied for this program, but only a limited number of schools got accepted each year. Culminating works of art may have included sculptures of metal, stone, glass, or concrete or wall murals created with ceramic tiles, mosaic tiles, metal, glass, or concrete. Students within the school assisted local artists in creating these culminating art pieces, and the school grounds had a long-term reminder of the process of being involved with a community art project.

Another important structure that was in place for performing arts was the Performing Arts Learning Centers (PALCs) that were part of the Hawai'i Arts Alliance under the directions of HIDEOE. In September 2010, a challenge grant of \$110,000 was given to improve the arts education opportunities within the state [61]. The Arts Alliance stressed how PALCs were important educational tools that built life skills, confidence, and gave exposure to a wide breadth of career opportunities.

Hawai'i's educational governance system has been impacted by many changes in graduation requirements. With the RTT initiatives and changing to the common core standards, since 2011, policy analysts have been finding ways to improve education through changes in requirements for graduation. During the process of changing the graduation requirements, advocates for social studies, foreign language, art, music, and physical education voiced a need to maintain course credits prior to graduation.

Act 51 was written to focus on reinventing education on many levels. Throughout this study, one portion of the act was repetitively mentioned. This act established a weighted student formula and additional informational technology. Act 51 also empowered principals, through a principal academy, to strengthen school community involvement and made many other important changes to education in Hawai'i (S.B. 3238, 2004). Throughout the governance member interviews, there was mention of the weighted student formula in the discussion on most impactful policies in the state. Act 51 outlined three main points for the implementation of the weighted student formula:

1. The Department of Education was required to allocate supplementary funds to schools, which were adversely affected by the new weighted student formula for no more than 3 years, starting in the 2006-2007 school year.
2. The act established the Committee on Weights to determine the unit value of student weights, with \$10,000 annually designated to support operation.
3. The Department of Education required the adopting of weighted student formula; therefore, when allocating funds to principals, each school received funding based on the number and type of students they had (special needs children were

weighted with a little higher budget as they need additional resources).

Many principals marked the start of weighted student formula to coincide with the loss of art, music, and physical education resource teachers. For example, Principal Farley detailed this process at a school where he used to teach:

*We went through the normal budget cuts like everybody else, and it got to the point where, see in the old days, back in the old days, we used to have hired positions, so it was instructional resource augmentation positions in music or art or PE or computers, and the funding dried up, and so we went to weighted student formula, basically the state said you buy whatever positions you want, it sounded great, except for the fact that you get less money than you did in the old days, so you eventually you had to start to curb down your positions, and so it got to the point where we had to choose what we were going to lose.*

This example demonstrated how moving to weighted student formula eliminated a physical education instructional resource augmentation.

Another prominent act impacting the Hawai'i educational governance structure was Act 80. The 26<sup>th</sup> legislature House of Representatives in the State of Hawai'i created the House Bill [62], which created recommendations for the State Foundation on Culture and the Arts. Hawai'i Foundation on Culture and the Arts was directed to oversee, review, and revise the completion of Hawai'i Content and Performance Standards for fine arts for the K-12 system and to develop a statewide arts-education strategic plan that incorporated fine arts standards into that classroom. The implementation of the strategic planning and standards-based art classrooms was quite a big task, and the Hawai'i Foundation on Culture and Arts needed more resources. A subsequent act, Act 306, created a partnership to work on the strategic plan in law outlined in Act 80, and both of these acts have strong implications for art education policy across the state. The partnership was with the Department of Education, College of Education and College of Arts and Humanities of the University of Hawai'i at Manoa, Hawai'i Arts Alliance, and the Hawai'i Association of Independent Schools. Major accomplishments under these acts included the completion of Hawai'i Content and Performance Standards for fine arts; the creation, distribution, and research on the Hawai'i Essential Arts Toolkit; training of teaching artists to teach in schools; more stringent selection criteria for artists working in the Artists in Schools program, locating over \$17 million for the next 10 years; and increased awareness of arts through sustained informational campaigns.

Another pivotal piece of legislation in Hawai'i focused on instructional time in schools. In HIDOE's report on Act 167 [63], one of the difficult factors in increasing student instructional hours for the year was the provision of the collective bargaining agreement with the Hawai'i State Teacher's Association (HSTA). Currently, the bargaining agreement set out 1,285 instructional minutes per week in departmental classes and a total of 1,415 minutes per week for self-contained classes. The law stated that, for the 2014-2016 secondary school years, the requirement should be 1,650

instructional minutes. In the 2018-2019 school year, the minutes would increase to 1,800 minutes [63]. In 2009, Hawai'i enacted the nation's most severe cut in instructional days, and the legislature stated that they would only support a 163-day school year. The major decrease in instructional days has spurred positive change in the form of growth in instructional hours per week and instructional days in the school year. For example, the instructional days per school year was at 180-days per year, but in 2018 that number would increase to 190-days per year [63].

**“Students, families, and communities fill the sails with expectation” [54]:** To provide perspective on how the students, families, and communities felt about education, the governance member interviews gave insight on their beliefs. In this metaphor, the community was the wind driving the vessel on the journey, on which the course has been set for them. In the interviews, the governance members were asked about their perceptions of educational values of the community, specifically regarding art, music, and physical education; thus, demonstrating the possible direction that the “wind” often takes.

In the metaphor regarding the structure of education the students, families, and communities filling the sail of the vessel represented the wind. The values of communities on different islands varied immensely. Some islands valued hunting, farming, surfing, bodyboarding, and rodeo; on some islands there was a need for better vocational services such as construction, auto shop, and graphic arts; while other islands had a lot of support for arts from both local and transplant populations. The extreme differences in values on each island demonstrated how the communities were guiding their wind in their valued direction. With the course already being set by Federal and state standards and the state governance vessel was a one-size fits all standard shape; the combination of winds in different directions potential set the State of Hawai'i on conflicting courses.

**“Voyaging with the treasure of bright, young minds ready to lead the way into the future” [54]:** The major categories of policy examined in this study were the Federal and State influences on the community. The Federal government has taken a stance of higher standards and standards-based education [28]. They have essentially set education on a course to follow the stars that they had told the nation were the right ones to follow in order to create bright young minds. These bright young minds were focusing on science, technology, engineering, math, and literacy. There has been an attempt to leave no child behind and is now a race to have the best vessel that will go the fastest and be most efficient on the voyage in terms of education in each state. The race for the best education has led each state to build a vessel that is strong enough to withstand the current conditions. The State of Hawai'i has crafted a vessel that has begun to meet all of the federal guidelines, therefore, earning additional federal funding.

The state educational governance system in Hawai'i has made many changes to equip its vessel. They have adopted the Common Core standards for many core academic areas and have created very thorough content and performance standards for the other subjects (art, music, and physical education). Hawai'i has changed to more rigorous graduation

requirements, school hours and school days per year, and has attempted to even the SES gaps in schools by creating a weighted student formula for school funding. The non-core subjects in the state have also been enhanced by wellness guidelines, arts in schools program, performing arts learning center funding, and laws making vast partnerships for arts education. Despite making many changes to the vessel, many people governing, and teaching in the education system in this state has believed too much influence has been placed on the core subjects.

### Symbolic objects

The interpretive policy analysis process leaves no stone unturned; therefore, symbolic objects were also examined. Policy meanings were communicated/interpreted from symbolic objects (physical artifacts), not just through policy agency language [53]. Two ways that policy meanings could be conveyed were through built spaces and policy programs. The intent of this analysis was to focus on objects and explore their hand in communicating meaning. When analyzing the symbolic physical artifacts, it was important to look at both the structures themselves as well as what was on the walls. Banning, et al. [64] have outlined how important it was to understand the hidden curriculum on the walls. Therefore, an environmental scan was completed to consider what curriculum was on the walls of the policy implementing agencies. In the following analysis, the researcher drew on his participative experiences as proxy for the behaviors and actions of others. Through his eyewitness accounts of experiences throughout the data collection process, additional understanding was gained in regard to nonverbal language of the symbolic objects. The nonverbal language on the physical artifacts analyzed in this study had rhetoric of its own. The researcher-analyst in this study detailed what was "said" through his own bodily experiences of the built spaces and their props, with the purpose of sharing his affective and behavioral responses. The researcher relied on his familiarity with and participation in the Hawai'i's education climate and culture in order to understand the values, beliefs, and feelings that these built spaces channeled. The emotive quality of this analysis has been included because it provided a clearer picture of the role of space in affecting feeling and behavior. Space may impact a user's assessment of policy or program intent.

In the analysis of the Liliuokalani Building, which houses the Hawai'i Department of Education policy agency, the researcher noticed a building with big windows, but almost all of them had their blinds down so you could not see in, thus, providing an illusion that you should be able to see what was going on, but in reality, you could not see what was going on at all. Upon entering one of the three gigantic glass doors, the researcher was greeted with a full security station in the atrium and a security guard who asked why he was there. At that time, the researcher told him that he was going to request interviews with Department of Education members to fulfill the requirements with his dissertation. He said that the researcher had to have an appointment to be admitted to the building and sent him out the door. Above the front door there was a concrete sculpted family crest, which looked like King

Kamehameha and the Queen. This reminded the researcher that this was the only state in the union that had a sovereign King start up a public school system. It became apparent that the happenings in this building were not to be viewed by public, only for the Ali'i (royalty).

To understand the curriculum on the walls of policy implementing schools, an environmental scan was also conducted. This scan included policy/program implications and inclusive environment implications. The policy/program implications (which are discussed first), detailed how policy was conveyed through programs that had been developed to assist physical education because no physical artifacts were found that connected to art or music policy. The environmental scan created by Banning et al.'s [64] framework focused on inclusion through the environment. Banning's framework was used in the consideration of the artifacts and in the environment and assisted in the process of deciding on what kind of inclusion it communicated.

The environmental scan of artifacts on the walls of policy implementing buildings was documented in the researcher's journal and through digital pictures. As Banning et al. [64] suggested, artifacts could be art, posters, signs, and architecture. For the most part, the schools architecture were a function of tropical island living, so the major focus on this section was on the art, posters, and signs. The framework (Banning et al.) for the environmental scan includes:

1. Artifacts: Artifacts may be art, posters, signs, graffiti, or architecture.
2. Lenses: The consideration of what messages were being received when observed through different "lenses." These included gender, race, ethnicity, religion, sexual orientation, religion, and ability.
3. Quality: How artifacts sent messages of belonging, safety, equality, and value.
4. Institutional Approaches: Institutions approach issues of climate and environment through stages such as negative (taking away from majority of the population), null (neither adding or taking away from the majority of the population), additive (supporting the majority of the population), and transformational (appreciating all members of the population equally).

Regarding art, implications are discussed in the following order: by murals, posters, and signs, respectively.

There were many murals on the walls of schools across the state. Many of the murals depicted nature such as underwater scenes of dolphins, whales, sea turtles, fish, reef, sand, and reflections from the sun above shining through the water. Many other scenes included island landscapes with and without people. When people were present in the murals, generally they were tan skinned, Polynesian people of the past, with little clothing, and sometimes garnering weapons. These murals reflected unique local communities and perpetuated the "beach" culture of Hawai'i and the love of nature that was so important in Polynesian culture. The nature landscapes had fewer gender, race, ethnicity, religion, and sexual orientation messages sent out to the community. Tropical scenes from Hawai'i on the walls of the schools seemed to create a sense of belonging and extreme value for the land and water that made up island life, regardless of peoples' backgrounds; therefore, they created a null inclusive

environment [64]. The murals with people, however, had stronger implications for the viewer when seen through different perspectives. Gender roles with a strong man and a sexualized woman displayed a male-dominated society and that men should fight, hunt, fish, and provide/protect the women. In some schools, the male *menehune* (a small mythical Polynesian being) wore a loincloth, helmet, lei, and held a spear in a hostile warrior stance. The murals that had men and women in them also perpetuated a heterosexual focus. Most of the murals that were seen had people in them; and throughout this study, these were cultural artifacts that could be experienced as diversity. These artifacts transmitted a message that the dominant Polynesian culture was comfortable with putting these artifacts in an additive stage of inclusive environment.

Regarding posters, two posters at a school on Island #3 demonstrated how to focus on a transformational inclusive environment. This school had one poster of a group of people from all ages and genders, ethnicity was not viewable due to all of them being dark profiles. The people were standing together on a white background and red stripes with yellow stars in them above and below the people. All of the people in the poster were holding a yellow banner that read, "Together we make a difference." This message focused on everyone coming together in a "diversity-centric" perspective with a commitment of coming together with personal involvement to make a systemic change. The Hawai'i 5210 poster at this school had a bit of additive and transformational implications for an inclusive environment. There were two girls and two boys in the poster; they were standing next to the opposite gender. The dominant culture was represented in this poster by including three-fourths of the children with various shades of brown skin. The dominant heterosexual Polynesian culture was represented with the messages that people should alternate genders and, the fact that the majority of the population in Hawai'i was not Caucasian, again demonstrated an additive inclusive environment. This poster also gave a message that it was an appropriate breakdown of the population of Hawai'i and showed how it was important to represent equal numbers of people from different genders. The fact that the students on the poster were all smiling, jumping, and some were holding hands relayed a message that, regardless of your background, you can come together in the name of physical activity and healthy lifestyles, which would make it more of a transformational stage of inclusive environment.

The Operation Search posters included a picture of a Caucasian mother or teacher with a Caucasian and African American boy and girl, respectively. These pictures were promoting a "diversity-centric" perspective; however, one poster was written in only the English language and the other poster was written in 12 languages, making the information on the walls additive and transformational perspectives, respectively [64]. Although, in one of the posters, there was an effort to include languages of other cultures, it still lacked many languages of people that lived in Hawai'i. So, in some sense, it would lie somewhere between additive and transformational. For example, languages such as Thai, Cambodian, Laos, Indonesian, many Micronesian languages, and others were not posted on the poster, even though there

were many people from these countries living in Hawai'i. This might have sent messages to people from those places that their languages were not as important, and/or they might not be able to understand what the poster said at all.

A "No Bullying" poster was posted in the office of one school. This poster was created by the Hawai'i State Teacher's Association (the union) and encouraged people to "respect our differences." In this case, the teacher's union transmitted the message that teasing, cyberbullying, harassment, and putdowns were not tolerated and encouraged others to speak up and speak out if they were being bullied. On the bottom of the poster, it stated: "Aloha Practiced Here." The inclusion of one Hawai'ian word on the poster focused on what the dominant culture was comfortable with.

In conclusion, although there were many positive inspirational messages in the symbolic objects viewed throughout this study, many messages were sent through null or additive perspectives. Walking around the structures of the policy makers and policy implementers, it appeared that there was not very much writing on the walls. The majority of the writing was from the additive perspective, and there were little amounts of null and transformational messages [64].

This symbolic object analysis is relevant to this study by depicting what messages are being sent by the policy implementing publics and structures. These people in these places are creating art, music, and physical education policy, and it is important to analyze the type of environments these objects are creating. The curriculum on the walls, show what is important to the decision-makers. The institutional approaches and artifacts, when viewed through different lenses show the quality of inclusion. With the cultural melting pot that made up the Hawai'i culture-sharing group, there was a potential to have one of the most transformative environments possible; however, more environmental scans and consciousness would help.

### **Symbolic acts**

Policy analysts have yet another way to interpret with the consideration of symbolic acts. Acts ranging from agenda-setting acts to legislating and implementing are examples of communicating policy meanings in other ways [53]. Symbolic acts relay a validation of importance to the public and the government, which allow allocation of resources (time, money, etc.). Certain "Local knowledge about a policy issue, which a policy analyst seeks to access, often includes interpretations of these various acts, and these interpretations may be at odds with what policymakers intend to communicate" ([53] p. 74). Many decisions made, and the communication of intentions expressed by educational policymakers, were perceived to not be "local knowledge" by the policy implementers (especially the principals). Within this section, the major symbolic acts analyzed and interpreted were based on the data collection process. The conclusion of this section used a ritual and myth analysis, as suggested for analyzing acts by Yanow.

Every participant stated that they valued art, music, and physical education. However, there were varying degrees of action or inaction related to their independent values and beliefs. The acts of creating legislation, like the ARTS First

program, the Hawai'i State Foundation on Culture and the Arts, Hawai'i Arts Alliance, Healthy Hawai'i 5210, and categorically funding Performing Arts Learning Centers were examples of actions on the values for art, music, and physical education. Although the legislature, the Hawai'i Department of Education and the Board of Education, have taken action regarding art, music, and physical education; the public perception was that it was not enough. It seemed like lip-service and that other core subjects were getting many more resources. For example, Principal Farley believed,

*There is a little lip service done to it (the Wellness Guidelines), healthy snacks, and all of that kind of stuff. In reality, I don't think that the people's hearts are into it, because there are folks that benefit to gain, I think that is how it is looked at.*

Additionally, Principal Tom detailed how the focus on the core curriculum was an issue. He stated, "So there is kind of a pressure, because of all of those initiatives, NCLB, STEM, and Race to the Top. It's all about reading and math." The increased focus was clear, but also symbolic acts, such as tensions and contradictions (that were created by what the government and public viewed as categorical funding and the continuation of that funding for the PALCs), were perceived to demonstrate how the state-level governance members did not want to allocate many resources to the non-core. Also, regarding funding, HIDOE supported the Hawai'i Arts Alliance, ARTS First, and the State of Hawai'i Foundation on Culture and the arts; however, the budgetary allotments were not nearly enough for them to survive with only state funds.

A lack of resources such as time and personnel were also not demonstrating action on the stated values for art, music, and physical education. Many other resources were delegated towards STEM and literacy. For example, in the Hawai'i Office of Curriculum, Instruction, and Student Support, there were many resource teachers/educational specialists in the fields of STEM and Literacy. When reviewing the DOE's personnel directory, there were much fewer resource teachers and educational specialists for art, music, and physical education, also art and music were condensed to "fine arts" and health got combined with physical education. Additional resource teachers for art, music, and physical education would have helped teachers on each island and would have assisted them with their own personal/professional development. During data collection, the researcher learned that there used to be more positions for these fields but at least one was cut back. Another example of governance members communicating more support for art, music, and physical education came in the form of a principal's misleading perceptions of full-time employees in these areas, as they may have been full-time employees that taught other subjects as well besides art, music, and physical education. On Island #1, Dr. Barnes demonstrated strong action on his values for art (3 full-time teachers), music (4 full-time teachers), and physical education (4 full-time teachers) for his high school of 2,500 students. Upon interviewing a teacher at that school, it was revealed that many of those teachers taught other subjects as well (i.e., health, English, and math). This misguiding information made the action on these values and the following statement: "that shows my commitment to these programs" (Dr. Barnes) less salient. Members of the state-level

governance structure also demonstrated a lack of willingness to devote very much attention and resources to art, music, and physical education during this study. In order to examine these acts further, they were discussed through a ritual analysis.

The process of ritual analysis looked for regularly repeated patterns of activity. This type of analysis was an expressive mode that gave voice to social tensions and conflicts while shaping meanings [53]. In alignment with what was experienced in this study, the HSTA never gave access to an interview for this study. Not only was access denied (seemingly making the union inaccessible to reformers), but the HIDOE and teachers have had their own frustrations with the HSTA. The teachers union and the HIDOE were known for not sitting down at the bargaining table. Multiple teachers reported that, for the 2011-2012 academic year, there was no bargaining agreement and they remained at the "last best offer" regarding teacher salaries. Following up on it a year later (December 10, 2012), they were late on coming to a new agreement and then the agreement was not acceptable to both sides. The HIDOE made an offer of \$49 million of new compensation and a 2% raise for every teacher each year, but the HSTA's negotiating team was unwilling to accept the offer [65]. The delay of the bargaining agreement, the unacceptable drafts, and having teachers teach on old salaries demonstrated the issue of non-existent effective communication among all parties. Other impacts of such a strong teacher's union was seen in the form of getting rid of bad teachers. On Island #3, Principal Tom commented on how it took him hundreds of hours and "tons of evidence" to fire a bad teacher because the union protection was so strong. Specifically, Tom elaborated:

*By protecting the adults, the kids get ignored. I had a terrible teacher in one of my schools, and I had to provide tons of evidence to get that teacher fired. I had to provide evidence all the way up to exhibit jii showing that the teacher was ineffective. I spent hundreds of hours providing evidence to fire that teacher. That is why many poor teachers still stay in the schools, because administrators will not put that much time in to getting rid of the bad teachers. They won't do it.*

Principal Tom also mentioned how some of the teacher evaluations that were suggested for RTT would not get done in Hawai'i. He elaborated on how the union would not allow teacher evaluation in any form, at least at the time of the interview with him. The above examples detailed how rituals of bureaucracy and untimely or lack of agreements between HIDOE and HSTA were creating strong feelings of tension and conflict at all levels of the educational governance structure. Another ritual that lied within HIDOE was the ritual of creating a Superintendent's Report each academic year.

Within the state superintendents' reports, in recent years, there was a strong commitment to NCLB, RTT, and HSAs. The routine of assessments and accountability were, in the recent years (since the early 2000s), focused on reading, writing, math, and science. The act of continuously assessing these subjects as priorities connoted an underlying meaning. For subjects such as art, music, and physical education, it was not reassuring and showed how a clear paradigm shift towards

STEM and literacy had led to their omission from these reports. With NCLB, RTT, and HSAs, the state had its hands full, and once the ritual of the comprehensive superintendents' annual report was added, there was very little leeway to focus on anything else substantial.

## Conclusions and Discussion

According to Donmoyer [66], in the policy community, the overwhelming focus has been on how accurate a researcher can definitively tell them what works and which policies and programs to fund. Policy groups have almost exclusively used quantitative research methods to describe the processes (i.e., causes) and then measure impact (i.e., effects). Because of this focus, qualitative methods have taken a supporting role, and case studies have largely been used for hypothesis creation. Donmoyer believed that it is a misconception that qualitative research, ontologically, could not focus on cause and effect relationships. There were no reasons for constructivist qualitative researchers to reject, a priori, using cause and effect rhetoric, as required by most members of the policy community. Once a researcher can accept speaking and writing in these terms, they can begin to understand how people have overestimated a quantitative researchers "what works" question. The overemphasis on quantitative methods in the policy research has led to an underestimation of the importance of qualitative research in gauging the impact of policies and programs they enact and fund.

Many school districts have a reform-overload problem as multiple initiatives are in place at one time; therefore, studies could not link documented achievement gains to specific reform efforts. Selection effects problem have issues with the design of many reform studies, because some districts' policy is to be committed to voluntary participation. In a study conducted by Donmoyer [66], the commitment to voluntary participation led to conclusions that statistical modeling techniques were not feasible (because of variation in selection) and the types of schools that volunteer were all successful the first year. One solution to this problem was academically problematic schools were "nudged" into the "voluntary" initiative. Results of quantitative studies like these are creating an illusion that the data are telling us what is and what is not working.

This phenomenological case study provided thick descriptions on what is happening in the educational structure, governance system, and policies in the State of Hawai'i as they impact art, music, and physical education. The findings from this study provide governance members, policymakers, and policy implementers with a new frame of reference. The findings also depict what is working and what is not working in the State of Hawai'i in regards to structure, governance, policy, and details the perceptions and values of the 19 governance members related to structures of art, music, and physical education.

## Answering the research question

The national phenomenon of art, music, and physical education being eroded from the K-12 school curriculum, has

given rise to this phenomenological case study, which was employed in the State of Hawai'i. The purpose of the research question was to examine how the educational structures, governance, and policies in Hawai'i impact art, music, and physical education. To provide detailed conclusions answers to the research question were broken down into three parts: (a) educational structure impacting art, music, and physical education; (b) educational governance impacting art, music, and physical education; and (c) educational policy impacting art, music, and physical education.

## Educational structure impacting art, Music, and physical education

In order to understand how educational structure impacted art, music, and physical education in Hawai'i, it was imperative to examine a theme derived from the data of this study, "Hawai'i's unique dilemmas/assets." The Hawai'ian education system is structured differently than any other state. Many states have found barriers that prevent quality non-core programs from existing (e.g., physical education). Lounsbury, et al. [67] found that both principals and teachers reported not having enough physical education specialists, financial resources, and time in the school day. In addition, teachers reported a low priority for physical education, large class size, and limited district support for physical education as barriers. Prusak, et al. [68] have also identified barriers including: lack of administrative and collegial support, lack of equipment, poor facilities, large class sizes, poor scheduling, philosophical and curricular differences, marginalization of subject matter, isolation, and a lack of opportunities for professional development. In this study, state-level governance members and school level governance member described issues with money, time, and facilities; and detailed assets of cultural richness and strengths of the educational structure. Principals alone identified a lack of art, music, and physical education resource teachers; limited state-wide support for art, music, and physical education; geographical barriers; a one-state system debate, a teacher shortage, and changes in the Board of Education selection process as barriers in the educational structure. Strengths of governance structures were related to the extensive networks and cohorts across the state.

Many of the barriers in this study can begin to be addressed by using existing research in the physical education field. As a Physical Education Teacher Educator (PETE), the lead researcher is familiar with PETE research; however, the commonalities with art and music give validation of the use of PETE strategies within those subject areas also. Using the model for systemic success [68], it is clear that systemic success in physical education is based on quality physical education in the schools (based on kids' needs), district-wide physical education, professional development, a district coordinator, and a university partnership with the district. Each of these constructs will be discussed further in regards to what exists in Hawai'i.

District-wide physical education is linked with systemic success. Common curriculum, common methodologies, and common language are linked with quality district-wide physical education programs [68]. These elements were

noticed on one of the islands, as one of the top universities had a PETE program with their teachings filtering down to island elementary schools. A common curriculum physical education was not apparent on the other 4 islands. For Hawai'i, at the elementary level, curricular/instructional models could include: Children Moving [69], Sports, Play, and Active Recreation for Kids [70], and Dynamic Physical Education for Elementary School Children [71]. For secondary standards-based instructional/curricular models, physical educators could choose from: personal and social responsibility, adventure education, outdoor education, teaching games for understanding, sport education, fitness education, cultural studies, and Dynamic Physical Education for Secondary Students [72]. It is very important that each island is able to assess their own specific needs for physical education, and implement a curriculum that meets their unique and specific needs. For art and music, the existing ARTS First toolkit would meet individual communities' needs, even though no school level governance member mentioned this program. It includes numerous resources and was backed by the state-level governance members. Additionally, for art and music education, it is important to examine research on arts curriculum and how arts education has changed over time. According to Wolf [73], by 1989, over 90% of U.S. schools taught art and music. Research has shown that arts' distinctive knowledge set should be a common curriculum for all, because artistic and aesthetic knowledge can be learned and taught, not only through genealogy and inspiration [74]. Arts education not only communicates cultural knowledge, but also can promote moral values, creativity, and critical thought. By selecting, by island, appropriate curriculum, the art, music, and physical education programs could then develop common methodologies and common language, which could be a springboard into professional development.

The final critical component of the systemic success model is ongoing, frequent professional development. According to Prusak et al. [68] on-going monthly in-services, a place for interactive exchange of ideas, accountability for participation, and district evaluations are crucial elements. Throughout this study, no on-going monthly in-services were found for art, music, or physical education. The only mention of professional development was when a state-level governance member described a workshop designed to help teachers be able to use the ARTS First Toolkit that had been distributed to every school in the state. She went on to detail how there were 70 teachers coming to the summer 2012 workshop, but most of those teachers were from Island #1. If on-going monthly in-services were to occur, each island needs to have their own resources to be able to hold them, or a cohort of professional development facilitators would need to travel to each island.

"Systemic success," as a model [68], "provides a platform to discuss what structures are in place, and what could be better in regards to art, music, and physical education in the State of Hawai'i. Knowledge and guidance towards a common and current art, music, and physical education curriculum across the state could lead to better professional development opportunities. Ongoing and frequent professional development opportunities and partnerships

created through the University of Hawai'i system could also promote further systemic success. Simultaneous leadership from state resource and HIDEOE members in art, music, and physical education will lead to a reduction in the barriers that are impacting these subjects, as reported in this study.

### **Educational governance impacting art, music, and physical education**

Many researchers are concerned with building instructional quality, systemic change in education systems, and providing positive changes for state departments of education [75-77]. Governance of these systems is critical in reform efforts. Commonalities in the literature focuses on system-wide change that is neither "top-down" nor "bottom-up" [75-78]. Darling-Hammond, et al. [77] called for an "Inside-out and outside-in" approach (p, 38). This approach seeks to empower teachers and principals through intensive professional development, and shared norms of practice from the "top" and "bottom," at the same time. The new perspective was to address "outside" policies and used them in a constructive manner focused on "inside" purposes; therefore, not deflecting their force of momentum. Other systemic change models have stressed simultaneous changes at all levels, Chrispeels and Gonzalez [76] advocated for change to occur concurrently at the district, school, classroom, student, and community levels. Shared beliefs and a whole-system perspective by all the members in the community are needed. The data in this study demonstrated how this is not currently happening in Hawai'i, and even attempts to hear all voices were denied. If all or most of the multiple shareholders found in the networks and cohorts came together in Hawai'i, then leadership could shift from a "top-down single leader model to one of distributed or collaborative leadership" ([76]p. 244).

Other state systems have come to this realization, and are acting on this call for a shift in the structures of education. In Kansas, the state department of education is providing hope and possibility in the difficult educational landscape that exists today [75]. A major change in direction for the Kansas State Department of Education (KSDE) has led to perceptions that the partnership is a helpful and constructive partner in building quality education, not an obstruction. The systemic change in the KSDE agency has led to systemic educational change within the state. The KSDE has moved away from a leadership style based on "compliance," towards leadership and support for learning in the schools, however, federal legislation has increased dilemmas regarding the sustainability of the shift. Through partnerships and collaboration, Kansas is breaking down the "silos and barriers," and is having a common conversation about what is best for the schools.

Not only are entire states utilizing alternative forms of governance, but entire nations are rethinking governance as well. In England, the "governance narrative" is being debated, and "decentered" and "asymmetrical network governance" approaches are being used and refined at various levels [78,79]. Like Hawai'i's education system, the common pattern in England has been one of a concentration of policy-making within a small number of governance members—amongst the core executives. The dilution of top-down



delivery of policy, has led to a “sideways” or decentered approach of governance where a series of networks with a wider variety of interests and perspectives are represented. Asymmetrical network governance searches to “capture the paradox in certain policy sectors, where outward signs of ‘governance’ are empirically discernible, yet asymmetrical power relations remain the dominant mode of governing” ([79] p. 537). Findings from this study, for example, document the differing perceptions on curricular decision-making by principals and demonstrated how there was a degree of “asymmetrical network governance” happening in Hawai'i as well.

### **Educational policy impacting art, music, and physical education**

A qualitative archival analysis was undertaken to address the research question “How does educational policy impact art, music, and physical education in Hawai'i?” Policy analysis revealed that policy and the structures that implement policies demonstrated symbolic language, symbolic objects, and symbolic acts. The symbolic language analysis depicted how important, and how much time was devoted to address agendas from Federal and state governance systems. Principals, teachers, students, parents, and communities have expressed concern on the lack of policy that promotes quality art, music, and physical education across the state. Policy that goes beyond naming organizations to take over arts education, beyond graduation requirements, and beyond “guidelines” is desired if connected to monitored accountability. The emotive qualities derived from the state's symbolic objects were overwhelmingly null (neither adding nor taking away from the dominant population) or additive (contributing to only the dominant population) perspectives regarding the dominant culture. Being one of the most diverse places on earth, Hawai'i has an opportunity to create an incredibly transformative environment giving transformational messages, which would allow more collaboration and cooperation in terms of creating and enacting policy. Symbolic acts throughout Hawai'i have centered around the ARTS First program, The Hawai'i State Foundation on Culture and the Arts, Hawai'i Arts Alliance, Healthy Hawai'i 5210, and categorical funding for Performing Arts Learning Centers. The perception around the state is that even though these acts have occurred it is not enough, and that it is mostly ‘lip service’, especially regarding physical education policy. This lack of impactful curricular policy directly related to art, music, and physical education in K-12 schools, calls for further exploration.

Nationwide, there have been recent changes in how Federal and state level mandates are designed to impact education. Changes in course requirements have increased graduation requirements, testing, and changed textbook decisions [74]. These changes, among others, have led to an increased focus on curriculum policy research. Elmore and Sykes [74] define curriculum policy as a formal body of law and precepts that regard what should be taught in schools. Research on curricular policy examined “how official actions are determined, what these actions require of schools and teachers, and how they affect what is taught to particular

students” ([74] p. 186). It is also important to understand that policies can be seen as intent (what should be) and action (what actually happens). Policies impacting art, music, and physical education in Hawai'i have primarily focused on the former rather than the latter. Curricular policymaking assists in working out curricular issues, as well as giving a clear perspective on curriculum.

Curriculum policies elicit questions regarding the traditions of inquiry. Curriculum development has traditionally had four main avenues of inquiry: curriculum as worthwhile knowledge, curriculum as a rational system, curriculum as control, and curriculum as capital [74]. All of these foundations have highlighted different perspectives on knowledge and learning. One tension arose when considering knowledge as given or knowledge as problematical. Is knowledge unchanging truth? Or is it construction and provision, and subject to political, social, and cultural forces? As for learning, questions became: Is learning active construction of meaning, understanding the whole, and process that changes with the summation of its parts (holistic)? or is learning the slow process of mastery of specific parts which end in a skillful performance demonstrating complete understanding (molecular)? The oldest tradition of curriculum, curriculum as worthwhile knowledge, aligns with policy creation.

Curriculum policy in Hawai'i and other states should consider other curriculum traditions. Considering curriculum as a rational system, policies are the starting point to implement new content ideas to concurrently impact curriculum and instruction, and to change what teachers and students know, what they believe, and what they choose to work on together [74]. Curriculum as capital can come in the form of cultural capital that reproduces the structure of social interactions. Education as a commodity, able to be traded as in the marketplace, benefits society through: knowledge and skills, taste and manners, and civility. Other benefits provided by this tradition include occupational opportunity, income, social status, certificates, diplomas, and licenses. Aspects of the curriculum as a rational system, and as capital, more closely align with dominant views on teaching and research on teaching.

In summary, educational policy and the policy implementers come from a wide variety of backgrounds and traditions. Shulman (1983) provided a metaphor for policy, which described policies as laws, teachers as judges, and the classrooms as the courts. He then explained how “Teachers must understand the grounds for competing demand on their time, energy, and commitment. They must be free to make choices that cumulate justly in the interests of their students, the society, and humanity” (Shulman, 1983, pp. 501-502). It is important to note that no matter what the curriculum policies are, that in the end, teachers are still the judges of what gets taught. This is why it is even more important that policymakers continue to explore a model of alignment which focuses on multiple policy implementations and traditions, and uses common objectives, to better understand how education can incorporate institutional choice and design [74]. As of now, policy studies, much like this one, are beginning to better understand how decisions impacting curriculum are made and how these decisions and agencies relate to other key

actors, academic experts, textbook publishers, professional groups, and other organizations that influence curriculum content. The general pattern of policy-making has concentrated on decisions made among a few actors within the core executive [79]. However, results of this study add to the body of knowledge presenting an argument on why we should modify the way education is structured and governed, and how policy decisions are made at all levels.

The state of Hawai'i is a very unique place. The 'melting pot' of cultures provides a variety of opportunities within art, music, and physical education programs. Additional policies and accountability of policies that support art, music, and physical education would better the education system within Hawai'i. Consideration of symbolic language, symbolic objects, and symbolic acts towards the non-core subject areas is necessary to demonstrate the educational governance structure is acting on their values towards these subjects. Throughout the governance structure, everyone values art, music, and physical education; however, there is varying degrees of impactful actions in terms of acting on these values with positive policy and ensuring accountability of policies.

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**Received date:** March 14, 2019; **Accepted date:** March 26, 2019; **Published date:** March 28, 2019

**Citation:** Yeats J (2019) Educational Governance and Structure of Hawai'i: A Policy Analysis. *J Health Sci Educ* 3(2): 157.

**Copyright:** Yeats J (2019) Educational Governance and Structure of Hawai'i: A Policy Analysis. *J Health Sci Educ* 3(2): 157.