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Exploration of Current Trends of the Arts Policy in America: Within the Economic and Educational Aspects

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Abstract

The purpose of this article is to explore and analyze the current trends of the arts policy in America within the aspects of economics and education. There are five parts in this article of the arts policy in America, including background, ideology and effects, contents, analysis and a conclusion. Study and observation have led to several conclusions. The trends of the arts policy in America are strongly socially centered. Economics and education are two main trends. Economically, the policy emphasizes promoting global trade, tourism and rural economics. Educationally, the policy stresses improving students' learning achievements in grades K-12, prepares them for the workforce through art, and strengthens their reading and literacy. The advantages of the policies are based on cooperation between the arts and the social-economic environments to increase the citizen's workforce, opportunities and job income to enhance the benefits and prosperity in the artistic and cultural industry; improvement of economic and cultural development in the communities, and strengthening the country's economic and competitive power in the world. However, there are some problems in the current arts policy in

America. If the economic benefits and instrumental values of arts are emphasized too much, the arts policy is likely to lose the subjects and essentials. Also, the artists' creative trends and the public's aesthetic tastes are subject to being controlled by the business market. How to get the advantages and avoid the disadvantages in leading trends of the arts policy deserves deep consideration.

Keywords: Arts Policy, Arts Education Policy, Arts Policy in America, Arts Education Policy in America

Following the expansion of economic competition and the public values of arts, new concepts of cultural industry, creative industry, and art management have generated quickly. Because of increasing international interaction, the arts policy in America has been changing dramatically. The purpose of this paper is to explore by literature interview the activity of current trends of the arts policy in America within the economic and educational realms, including background, ideology, and contents. Additionally, analysis is conducted in order to systematically understand the trends and content of current American arts policy. As a result, this will provide a government reference.

1. The Background of America Arts Policy

The federal government adopts a free and open attitude in arts policy. It follows the autonomy of every state government and encourages groups' and individuals' free development. (Taipei Economic and Cultural Office in San Francisco Cultural Division, 2004)

In order to encourage development of the arts, the National Endowment for the Arts (NEA), funded by the federal government, was established in 1965. The purpose is to offer accessible channels for the arts to improve public learning, and establish a partnership between arts organizations. The goals are to gain access to artistic excellence, to improve arts learning, and to develop partnerships for the arts. The main approach is to offer the benefits of culture, education, and

economy to people of every state through related arts service and grants. More than 2,000 awards and grants are given annually in excess of \$100 million, funding the arts in all 50 States and six U.S. jurisdictions, including rural areas, inner cities, and military bases. (National Endowment for the Art, 2006a) In 2006, the NEA had a budget of \$124 billion (National Endowment for the Arts, 2006b)

In order to encourage state and local organizations to offer the rewards and grants to promote the arts, the NEA helped states establish state and regional arts agencies through the establishment of new state law. Moreover, every state establishes and implements its own arts policy to cooperate with the NEA. However, there is no relationship between the federal government and state arts agencies. (Cultural Division relationships Taipei Economic and Cultural Office in San Francisco, 2004)

As to the annual budget of every state arts agency, an average 84% of the total budget is from legislative appropriations, 8.6% is from NEA funds, while 6.2% is from other sources. (National Assembly of State Art Agencies, In 2006, state arts agencies managed nearly \$390 million. However because economic situations and legislative appropriations vary from state to state each year, instability can occur, causing unpredictability in the annual budget. As an example, the grants of the Ohio Art Council given by Ohio State Government in 2003–2004 were 21% less than what they were in 2000 (Ohio Art Council, 2006). This challenge forces arts agencies in the state to seek additional financial support.

As to arts education, the U.S. Department of Education on the federal level and the States' departments of Education on the state level are responsible for Arts education in America. Departments of Education within each individual state are the competent authorities that decide teaching content and standards in arts education grades K–12.

2. The Ideology of Arts Policy in America

Ideology is the most important factor in policy making. Current arts policy in America involves these basic concepts:

2.1. Establish an Economic System Based on the Arts

Art economics has established itself as its own discipline. The concept of economy as an approach to arts has been applied to many fields. The value of application of aesthetic and creative characteristics to the development of new products, resulting in great rewards for the industry, has been confirmed. Moreover, no matter whether in the city or a rural area, arts always plays the role of a potential contributor. Prosperity in arts and culture not only enhances career opportunities and salary but also increases national tax revenue and local or national recognition. (National Governors Association, 2001)

Implementing this idea is a great asset to public economic life. For example, the nonprofit arts industry generated \$134 billion, including \$ 24.04 billion of federal and local tax revenue, which supports 4.9 million jobs per year.(Americans for the Arts, 2002) Because it is a great contribution to the country and society, improvement of the economy by means of the arts is important. The three concepts of arts policies in America are listed below:

2.1.1 Promote Internal Trade and Tourism through Arts

Every state in America has some regions with individual cultural characters. These areas are often considered as offering a better quality of life and greater cultural prosperity. However, some rural areas also have faced the challenges of economic development because of factors such as distance from the city, insufficiency of basic frame constructions, failure of the city's economic market, and loss of human resources to the city. The state government will solve the problems through arts. Rural areas often develop various arts and cultural industry with some assistance to become productive economic sectors. An arts-based economy can enhance state efforts to diversify rural economies, generate revenue, improve the quality of life, attract visitors, increase business investments, and draw talent. These inspire the economy in rural areas. (National Governors Association, 2005a)

The public's support of cultural tourism plays a crucial role in the current economic market. Arts attracts tourism; "cultural tourism" increases local economic growth by utilizing local historical and cultural resources to draw visitors. This can draw many democratic and international visitors and increase state and local income. For example,

nonprofit arts organizations in Florida reported the total spending of \$616.7 million, helping to attract cultural tourists to the state. These tourists spent \$2.9 billion, an average of \$349 each as compared to \$291 spent by non-cultural tourists to Florida. (The Council of State Governments, 2000) Arts and culture tourism had a great impact in improving local economy and industry. (The Council of State Governments, 2000)

Besides the economic growth in local areas, the whole country attains benefits. Statistically, 92.7 million Americans traveled in the United States in 2000, including 30 million U.S. travelers who lengthened their trips because of cultural events and activities. (National Travel Survey, 2001) Cultural tourists spent 38% more money (\$631 per trip) than the average U.S. traveler (\$457 per trip). (National Travel Survey, 2001) The American economy has been strengthened by putting arts into the tourism policy.

2.1.2 Improve Business through Arts

As international trade and investment treaty negotiations by the federal government progress, governors will be called upon to promote their states' businesses in a tight budget environment. Several states are incorporating arts and cultural exchanges into their international trade and business development approaches (National Governors Association, 2003) These activities are building a network of personal ties, or "a human infrastructure," that is an indispensable tool for expanding trade. Relationships of understanding, respect and trust with other nations will not alone guarantee expanded trade development, but they can form an effective foundation upon which trade partnerships rest. (National Governors Association, 2003)

Arts activities and the related products directly and indirectly improve the business development in America. In the other words, arts activities are business activities. Therefore, arts activities and related products can improve the business. According to the survey, "American consumers spent more than \$10 billion on admissions to performing arts events in 1999. That adds up to \$2.8 billion more than admissions to motion pictures and \$2 billion more than spending on spectator sports." (Birch, 2002) Besides, the commercial tax from the arts industry and the related business development draw much income to government.

Because arts can highly increase the living quality of community environment, it not only establishes the cultural characters in community, but also impacts business and investments in the housing market. According to the investigation, in the new economy, a business success depends on its ability to recruit good skilled workers. Both companies and workers consider arts and cultural life when relocating. According to a survey in 1998, "more than 1,200 high-tech workers examined the most important factors associated with taking a new job. The quality of community life was the second most important factor after salary and more important than benefits, stock options or company stability." (The New England Council, 2000) Arts and cultural development play the core role in renewing rural areas and communities. The generation, exhibition, and performance of arts can attract business visitors' and new residents' coming and consuming. Government tax revenues increase and communities become more attractive.

2.1.3 Create Work Opportunities through Arts

In the current prosperous situation in cultural industry, art is a catalyst to create new work opportunities. Many careers are related to arts, such as creative arts, publishing, video, music, computer software, web site designing, advertising, motion picture, broadcast media, automobile design, architecture, teaching, management, etc.

America's creative industries are our nation's leading export with over \$60 billion annually in overseas sales, (Birch, 2002). As to the man power in America, 2.7 % is in arts, more than in agriculture. According the statistics in 2000, there are 2 million full-time artists. As to the business of arts activities and products, they also offer job opportunities, new knowledge and artistic public spaces for the local residents. (National Governors Association, 2001)

The arts support more than 245,000 jobs throughout the six states of New England, which is 3.5 percent of the regions total job base, or more than the region's software or medical technologies industries. (The New England Council, 2000) The arts industry exhibited 14 percent growth over a four-year period, much higher than New England's overall economic growth of 8 percent. (The New England Council, 2000) Additionally, in Colorado, "Colorado nonprofit arts workers pay \$1.7 million in state income taxes. Beyond the nonprofit sector, the nonprofit

and commercial arts sectors comprise more than 27,000 workers, or 1.59% of Colorado's workforce." (Western States Arts Federation, 1998)

As to New York, "nearly one percent of employment in New York is generated directly and indirectly from the arts, providing 174,000 jobs to the state's residents. The arts provide a total impact of \$13.4 billion, with \$4.1 billion of this impact coming from nonprofit organizations, or nearly four times as much as the impact of commercial theater." (The Alliance for the Arts, 1997) In 2000, "profit and nonprofit arts and cultural organizations created the economic benefit about US\$ 14.5 billion. The cultural industry offered 130,000 jobs." (The Alliance for the Arts, 2002)

According to the above numbers, the job needs through arts are offered for the residents. This is one of the important factors for government to invest and make policy.

2.2. Enhance the Student's Learning Achievements through Arts

Arts discipline improves learning in the other disciplines and prepares the future workforce. The arts policies in education in America are geared toward improving the quality of arts education, preparing the future workforce and reading and literary activities.

2.2.1 Improve Student Achievement and Intelligence

Arts education not only improves arts knowledge and skill but also helps other disciplines. As to general students, according to research, "in a national sample of 25,000 students, those with high levels of arts learning experiences earned higher grades and scored better on standardized tests than those with little or no involvement in the arts, regardless of socioeconomic status." (Committee on the Arts and the Humanities, 1999)

Besides the positive effects in learning achievements, for normal youth, attending arts learning programs can positively help establish self-image, respect of others, and cooperation. Additionally, "the arts instill foundation skills like reasoning, decisions making, creative thinking, and problem solving." (National Governors Association, 2002) These proficiencies are important in establishing healthy personalities and prepare for future careers. (National Governors Association, 2002) Therefore, arts has a great impact on student achievement and

individual development. This improves arts being a core discipline.

2.2.2. Prepare the Workforce through Arts

Various working proficiencies are always required in the work place, including good communication, problem-solving skills, and basic management skills. Dr. Elliot W. Eisner (Eisner, 2000) identifies key competencies of cognitive growth that are developed through an education in the arts. These include: perception of relationships, skills in finding multiple solutions to problems, attention to nuance, adaptability, decision-making skills, and visualization of goals and outcomes. These can help students for preparing the future workforce.

2.3. Promote Reading to Reduce the Literary- Reading Decline

Reading and literary activities are important for two main reasons. Strong reading habits enhance skills required in the 21st-century workplace, such as high literacy and analytical thinking. Besides, “literary readers have been shown to be more likely than nonreaders to pursue social and civic activities such as volunteering and attending sporting events. Therefore, literary reading may enhance community life and civic engagement.” (National Governor Association, 2006)

According to the research, “Reading at Risk (A Survey of Literary Reading in America), “less than half of the adult American population now reads literature. In the past 20 years, the decline in literary reading parallels a decline in total book reading, especially for the young... At the current rate of decline, literary reading will virtually disappear in the next half-century. ”(National Endowment for the Arts, 2004) Therefore, it is important and urgent for the US government to promote reading literary.

3. The Content of Arts Policy in America

In order to complete the main concepts of the arts policy, the content of arts policy of the Federal government can be illustrated by its economic and educational aspects:

3.1. The Arts Policy in Economy

3.1.1 Develop International Trade and Tourism through Arts

Some states in America have international collaboration and exchange in arts and culture in international trade and business development to look for the bigger scope of the competitive markets. Some states have successful strategies, such as initiating cultural exchanges with foreign countries, developing sister-state relationships, including cultural leaders on trade missions, making grants to communities and educational institutions, creating state-level commissions and signing bilateral agreements. (National Governors Association, 2005)

3.1.2. Strengthen the Rural Economy

Every state has regional rural characteristics. Arts play an important role in the economic development. Arts can renew the community and help regional revolution or evolution. Many states adopt a series of approaches of economic development based on arts, including: (a) integrate the arts into state economic-development planning; (b) use traditional entrepreneurship and economic-development tools, including incubators, start-up capital, and training; (c) attract the arts community by offering incentives, supporting business collaboration, and improving physical infrastructure; (d) use higher-education systems in training and business assistance efforts; (e) integrate the arts into planning and marketing to build sustainable tourism; (f) helping fund rural programming and providing incentives for other entities; (g) use the wide variety of federal resources available (National Governor Association, 2005b)

3.2. The Arts Policy in Education

3.2.1. Strengthen the Educational Quality of Grade K-12

Present George W. Bush signed the new educational law “No Child Left Behind” (The White House, 2001). After that, the elementary to high schools started to actively renovate. The purpose of this law was to enhance the quality of education. There are six purposes: create a culture of achievement, improve student achievement, develop safe schools and strong character, transform education into an evidence-

based field, enhance the quality of and access to postsecondary and adult education, and establish management excellence. (U.S. Department of Education, 2002). The US department of Education followed this law to ask Grades K-12 for to enhance learning achievement: arts was drawn into the content of the related policy.

According to National Assessment of Educational Progress 1997, there are three main policies in arts education of the Federal government (Education Commission of the State, 2005): adding grants for arts education, establishing a National Art Standard, and conducting the assessment research about planning and implementing arts education in grades K-12.

Additionally, according to research findings of the Education Commission of the State in 2005, current arts education in American states have four trends: state content standards in the arts, schools/districts required to provide arts instruction, arts courses required/optional for high school graduation and arts required for certification of regular teachers. (Education Commission of the State, 2005)

3.2.2. Enhance the Development of the Working Power through Arts

Some states focus on cultivating the workforce, developing an arts-based educational program for both common and at-risk youth.

(a) Design Arts-Based Educational Programs for the Common Youth.

Some states create arts-focused programs to support schools in developing individual comprehensive development and teach skills for a career. In Connecticut, there was the Arts -- HOT (Higher Order Thinking) Schools Program which was an educational process that creates child-centered schools through the arts. In Mississippi, the Whole Schools Project expanded regular classroom instruction to include the arts and promotes collaborations between arts and classroom teachers to create arts-infused instruction. In Ohio, there was a Spectra's + program which was a methodology that places the arts in the daily curriculum as a basic subject. (National Governors Association, 2002)

(b) Design Arts-Based Educational Programs for the At- Risk Youth.

After-school programs have joined forces with the arts to bridge this gap and foster a developed workforce. The programs have been successful through a simple combination of the arts, academics, and social counseling, and the reinforcement of necessary soft skills.

Gains in self-esteem, discipline, problem solving and decision-making -- all skills necessary to actively participate in today's workforce -- have also been noted. Therefore, some states designed arts-based educational programs for the at-risk youth. In Florida, in 1989, there was a multifaceted arts studies and crime prevention program, Success through Academic and Recreational Support (STARS), for at-risk youth that offers a variety of classes, including modern dance, African Folk dance, poetry, creative writing and vocal arts, as well as tutorials in math, reading, and computers. (Reno, 1998) In Massachusetts, it offered an arts program to served disabled children, school dropouts, homeless youth, young people facing neighborhood violence, court-involved youth, runaways, and pregnant or parenting teens. (National Assembly of State Arts Agencies, 2000) In New York State , it had El Puente Leader Center which has an after-school and weekend program in arts to help the youth's development. (National Assembly of State Arts Agencies, 2000)

(c) Design Arts-Based Training-Workforce Programs for Confined Youth.

There are some educational programs for confined youth through arts for preparing work skills. Alabama had "Writing Our Stories: An Anti-Violence Creative Writing program". The program arranged local writers to three bridewell to instruct the 12-15-year-old youth writing novels. (National Governors Association, 2002). Washington established the Experimental Gallery which had collaborated with the Washington State Department of Social and Health Services and the Juvenile Rehabilitation Administration to open arts classes for the confined youth in six bridewells. After 12-18 classes, the learners exhibited the arts works to share with community citizen. (Coming Up Taller, 2006)

3.2.3. Strengthen Reading and Promote Literature

In order to reduce the reading risk, the NEA invited the Institute of Museum and Library and Arts Mid-West to collaborate in holding the national activities of "Big Read". The purpose was to develop reading and literacy through encouraging reading and revising literature in the role of American culture. States could take three major approaches to promoting reading and literary activities. The NEA provides many programs for strengthening reading. States can take three major approaches to promoting reading and literary activities: developing the literary infrastructure in the state through networks, partnerships, state

agency collaboration, state libraries, literary organizations, publications, and individual artist programs; using the state's literary assets to boost interest in local literature by recognizing and promoting native and local authors through awards, publications, broadcasts, and readings; and engaging communities in literary activities by offering book clubs, film series, and family reading programs at libraries, workplaces, and other community centers. (National Governors Association, 2005c)

4. The Analyses of Arts Policy in America

4.1. The Trends in Arts Policy in America

According to the above exploration, the trends of arts policy in America generally are in both economy and education.

The ideology of arts policy in America emphasizes three points: establishing an economic system based on the arts, enhancing the student's learning achievements through arts, and promoting reading to reduce the literary– reading decline.

The content of arts policy in America includes economic and educational aspects. Economically, the arts policy focuses two parts: developing international trade and tourism through arts, and strengthening the rural economy. Educationally, the arts policy emphasizes three points: strengthening the educational quality of grade K–12, enhancing the development of the working power through arts, and strengthening reading and promote literature.

4.2. The Advantages of the Arts Policy in America

From the above exploration of arts policy, the benefits of this policy have been found as below:

1. Implement art to daily life through the integration of arts and socio–economy: Because the trend of this policy focuses on linking and interaction, arts is not only an independent academic principle but also in close relationship with life.

2. Improve the developments in community and country via arts to improve economic and cultural life: This trend of policy emphasizes

the development of economy through arts. Not only do individuals and government get the economic benefits but also enhance the quality of life and improve the arts in daily life.

3. Increase public support in arts policy and encourage people to learn arts by expanding the public value in arts: The trend of the policy expands the arts value to economy and career through traditional aesthetics, enjoyment, and self-satisfaction in performance. This improves government's and legislature's willingness to put arts into the policy. Additionally, the people have more willingness to learn arts.

4. Increase the learning achievement in arts through the requirement of good quality of arts education by administrative policy system: Because many states call for the implementation of an arts curriculum in K-12, the employment of arts teachers, teaching according to the curriculum standards, and the learning achievements in arts would raise highly.

5. Increase at-risk youth's abilities for the workforce and adjustment to society. The problems of at-risk are always a tough issue. It is valuable to learn and promote the arts-based educational programs to effectively help the at-risk get proficiency in work power and social adjustment.

4.3. The Disadvantages of Arts policy in America

The arts policy in America has the above advantages, but it also has at least two disadvantages:

1. If the value of arts as a tool is stressed too much, the value of arts as the main subject will diminish: If the value of arts as a tool was stressed only to increase economic development and work power, the value of arts as art will diminish. For example, if the meaning of the heritages' existence is only for improvement of the growth of tourism, and the meaning of music performance is only for a busy atmosphere in the market, arts policy will become subordinate -- a supporting role. Also, arts education will become marginal.

2. If the system of meeting the market need is stressed too much, the market would control public opinion and affect people's choices, directly affecting creativity. Therefore, the autonomy and creativity of the arts works could possibly diminish and the trend become banal.

The public will follow the tendency of fashion. When the arts works are commercial, virtual, and copied, people become confused regarding legitimate arts works vs. fake arts works their corresponding values.

5. Conclusion

The trends of the arts policy in America are strongly socially centered. Economics and education are two trends. The ideology of arts policy in America emphasizes three points: establishing an economic system based on the arts, enhancing the student's learning achievements through arts, and promoting reading to reduce the literary-reading decline. The content of arts policy in America includes economic and educational aspects. Economically, the arts policy focuses two parts: developing international trade and tourism through arts, and strengthening the rural economy. Educationally, the arts policy emphasizes three points: strengthening the educational quality of grade K-12, enhancing the development of the working power through arts, and strengthening reading and promote literature. Every approach has numerous strategies mentioned as above.

The advantages of the policies are based on the cooperation between arts and social-economic environments to increase the citizen's workforce, opportunities and job income, enhance the benefits and prosperity in the artistic and cultural industry; improve economic and cultural development in the communities, and strengthen the country's economic and competitive power in the world. However, there are some problems in the current arts policy in America. If the economic benefits and instrumental values of arts are emphasized too much, the arts policy is likely to lose the subjects and essentials. Also, the artists' creative trends and the public's aesthetic tastes are subject to being controlled by the business market. How to get the advantages and avoid the disadvantages in leading trends of the arts policy deserves deep consideration.

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美國當今藝術政策取向之探究—— 經濟與教育面

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摘要

本文包括五部分，即美國當今藝術政策背景、政策理念與影響、政策內涵、政策分析與結論。主要結論為：美國當今的藝術政策，傾向社會中心化，以經濟導向為主，政策重點以藝術為基礎來促進貿易觀光的繁榮及鄉村的經濟發展。復以教育導向為輔，政策重點係以藝術提高學生學習成就，以及培養一般學生與邊緣青年的未來工作能力。其政策取向的優點，在於藝術推展與社會經濟環境結合，可以增加國民工作的能力、機會與收入，促進產業的獲利與繁榮，增進社區經濟文化的發展，以及強化國家經濟力與國際競爭力。然而，由於此種藝術政策取向若一味著眼於經濟利益與藝術的工具性價值，藝術政策將失去其的主體性與的本質性的價值，藝術家的創作取向與大眾審美品味也將受商業市場供需的宰制。在參用其藝術政策時，如何截長補短，並適用國情與地方特性，是值得研議的。

關鍵字：藝術政策、藝術教育政策、美國藝術政策、美國藝術教育政策

隨著全球化的經濟競爭及藝術公共價值的逐漸擴展，文化產業、創意工業、藝術經濟的理念不斷推陳出新，美國的藝術政策，在時代潮流及國際互動下，正逐漸的改變中，尤其著眼於經濟面與教育面上。本文旨在探討美國聯邦及州政府的藝術政策取向，特別聚焦於經濟與教育兩面向，透過文獻探

討，就其政策背景、政策理念與政策內涵進行整理歸納，並分析其政策利弊，期能對美國當今藝術政策取向與現況，有系統性的了解，並為我國政府施政的參考。

壹、美國藝術政策的背景

美國聯邦政府對於藝術政策採取自由開放的態度，尊重各州政府的自主性，並鼓勵各團體及個人自由發展。（駐舊金山台北經濟文化辦事處處文化組，2004）為鼓勵藝術的推展，於1965年成立「國家藝術基金會」(National Endowment for the Arts, 簡稱 NEA)。其發展目標在於提供美國國民接近卓越藝術的管道，促進民眾藝術的學習，以及建立各藝術夥伴間的合作關係。至於其作法透過藝術相關的服務與補助，提供文化、教育、經濟等利益給每州的市民。其基金，來自聯邦政府的稅收，每年獎補助額超過一億美元（如圖1），平均提供2000個補助案，補助範圍包括美國50州及6個轄區，也包括鄉村、內地及軍事基地（National Endowment for the Art, 2006a）。單以2006會計年度為例，NEA就有12.4億美元的預算編列。（National Endowment for the Arts, 2006b）

為鼓勵與補獎助州及地方推展藝術，國家藝術基金會鼓勵與協助各州透過州立法成立州藝術機構（State Art Agency, 簡稱SAA）或區域性藝術機構（Regional Art Organization, 簡稱RAO），作為對應單位，並配合該基金會之運作，自行制定與執行州內相關藝術政策；惟聯邦政府與州藝術機構間，並無隸統關係（駐舊金山台北經濟文化辦事處處文化組，2004）。

有關各州藝術機構的每年的營運經費，平均有84%來自州立法院的通過的州預算分配，8.6%來自國家藝術基金會，其餘來自其他基金或捐款（National Assembly of State Art Agencies, 2006a，如圖2）。以2006年為例，所有州藝術機構裡的經費將近3.9億美元（National Assembly of State Art Agencies, 2006）。然因隨著各州政府經濟狀況的起落及州立法院核定額補助額的不同，各州藝術機構每年所得經費有時懸殊很大（如圖3）。例如俄亥俄州藝術委員會（Ohio Art Council）2003—2004年所獲得的州政府補助額，比較之2000年降低21%（Ohio Art Council, 2006）。如此，不穩定的經費補助來源，促使各州藝術機構面臨經營的危機與挑戰，而更積極設法尋求更多的經費來源，以便挹注州藝術事務的發展所需。

至於藝術教育部份，聯邦政府設有美國教育部，州政府設有教育廳主管學校藝術教育事宜。中小學的藝術教育的主管單位係屬各州教育廳權責，由各州自行定藝術教學的內容及標準。

美國當今藝術政策
取向之探究——
經濟與教育面

NEA Appropriation History --FY 1989-FY 2006

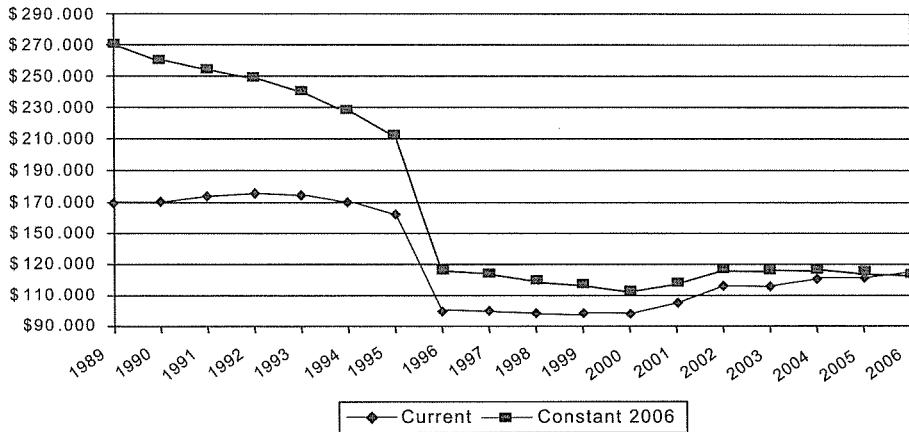


圖1 1989-2006會計年度美國國家藝術基金會的補助預算分配圖

資料來源：National Endowment for the Arts, 2006b

State Arts Agency Revenue Sources
Fiscal Year 2006

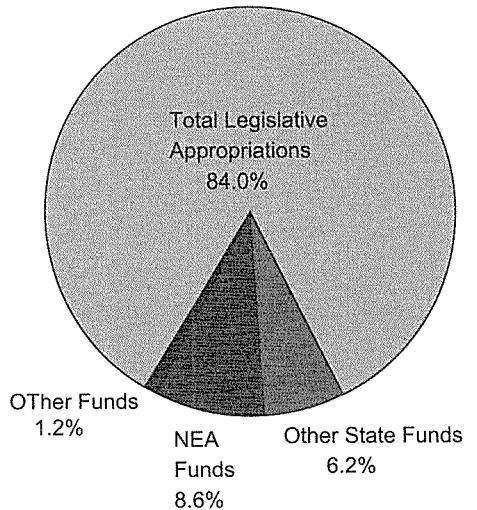


圖2 1969-2006會計年度州藝術機構經費來源分析

資料來源：National Assembly of State Arts Agencies, 2006

美國當今藝術政策
取向之探究——
經濟與教育面

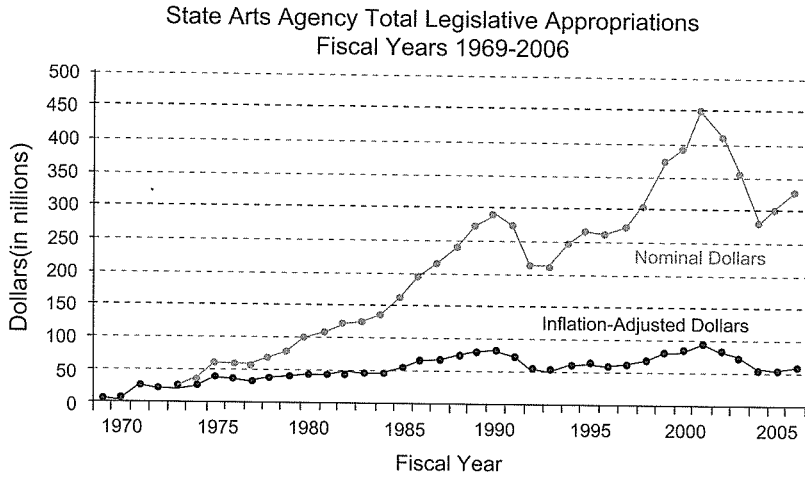


圖3 1969-2006會計年度州藝術機構總立法分配費用額變化圖

資料來源: National Assembly of State Arts, 2006

貳、美國藝術政策的理念

政策理念是其中影響政策制定與發展最重要的一環。基本上，當今美國的藝術政策有以下幾個重要的理念：

一、建立以藝術為基礎的經濟體系

藝術經濟 (Art Economics) 在今日已經建立它自己的主要學科，以經濟途徑到達藝術的觀念，已被應用在很多領域上。(Bruno, 2003) 藝術的美感與創造力的特質，應用在對於產業界的開發創新與投資報酬，是相當被肯定的。再者，不論是都市或是鄉村，在人類的經濟生活中，藝術扮演著一的相當具有潛力的貢獻者的重要角色。藝術文化的繁榮，不僅增加工作機會、提高收入，而且能增進國家稅收，以及提昇地方或國家的可見度。(National Governors Association, 2001) 此一理念的落實，對美國民眾的經濟生活助益頗大。單就非營利的藝術產業而言，以一年將進1340億元的年收入，其中包括240.4億的聯邦州及地方政府歲收。並提供了接近49萬個工作機會(Americans for the Arts, 2002),這對於國家與社會而言,都是極大的貢獻,由此亦可見藝術對於活絡經濟,具有實質的重要意義。以下從藝術促進貿易光觀產業,促進商業發展與增加工作機會三方面的理念與影響說明之。

（一）以藝術促進全球貿易觀光

美國每州都有其具有鄉村特色的區域，這些區域通常被認為能提供較好的生活品質與具有文化財產。然而這些區域也面臨經濟發展的挑戰，諸如地理位置與主要都市隔離、實體基礎建設的不足，不易連接都市區域的經濟市場、人力資源流失到都市。州將透過藝術解決這些問題。以藝術為基礎的經濟，在於獲得支助下，發展鄉村藝術與文化工業，就能將之變成有生產力的經濟發展區。如此不僅可以增加工作機會，提高地方收入，藝術企業蓬勃發展，可吸引觀光客、促進商業投資及知識工作者的進駐，進而刺激鄉村的經濟發展。（National Governors Association, 2005a）

公眾對文化觀光的支持，在今日活化社區及擴展觀光成長的經濟市場中，扮演決定性的角色。藝術更是形成吸引大眾觀光造訪的重要因素。基本上，所謂文化觀光，係利用當地具有特色的歷史或文化資源，作為觀光的據點或特色，而後藉由訪客的增加，提升地方經濟成長的一種觀光型態。這種文化觀光吸引很多本國與外來的觀光客，給予州及地方帶來大筆收入。以美國佛羅里達州為例，2000年時，其非營利藝術組織總共花費6.17億美元用於吸引文化觀光者到該州旅遊，這些觀光者在佛羅里達州的花費，累計高達29億；累計至該州觀光的旅客中，進行文化觀光者平均每人花費達349美元，而非文化觀光者僅為291美元，由此亦可見藝術與文化觀光的特色與作為，具有實質提升地方經濟，活絡地方產業的重要效果。（The Council of State Governments, 2000）

除了地方的成長與收穫外，就美國整體而言，也有異曲同工的獲利。據統計，在2000年時，全美有9270萬的美國人從事旅遊，包括進行文化活動。而其中有3000萬的旅行者，曾由於文化活動與事件而延長他們的行程。（National Travel Survey, 2001）依照2003年的統計，超過38%的美國觀光人口花在歷史文化的觀光，花費比一般觀光超過38%（文化歷史觀光平均每次 623美元，一般觀光為每次457美元），所觀光的時間，也比一般觀光超過38%（California Arts Council, 2006）而更由於上述諸多具體數據呈現的影響效果，也促使美國政府加強在積極將藝術納入光觀的政策內涵中。

（二）藉由藝術促進商業的發展

有關聯邦政府發展的新國際貿易與投資協商中，聯邦政府被要求在這緊縮的預算環境下，促進州的商業發展。因此，州在遽增的競爭市場，尋找最大邊際效用的方案，那就是將藝術與文化交流併入國際貿易與商業發展的途徑。這種州級外交的觀點，加強與補足較為傳統性的貿易，促進其聚焦於生產直接相關藝術的外輸出品。這些活動如建立人際間的聯結網或人類的實

體建設(human infrastructure)，是一種獨立的擴展貿易。只要與其他國間建立相互了解、尊敬與信任的良好關係，不僅是擴展貿易發展的保證，而且是建立貿易夥伴利益的基礎。(National Governors Association, 2003)

藝術活動的進行或藝術相關用品的使用，直接或間接的導致美國商業的發展。可以說藝術活動本身，其實就是一種商業活動。因此藝術相關活動或使用各種藝術用品，都可以讓商業的發展更為有利。依據1999年的一項調查指出，美國消費者花費超過100億美元在表演藝術活動的門票費，花費28億美元於動畫欣賞或相關產品，比起觀賞運動相關表演或比賽的花費更超過20億美元。(Brich, 2002)此外，除了直接促進商業發展所帶來的利潤，來自藝術產業的買賣稅及支持藝術的相關周邊營利的商業發展，也讓政府的稅收增進不少。

由於藝術能大幅提升社區生活環境品質，不僅建立社區的文化特色，對於房屋市場的商業買賣投資也間接受到影響。據一項調查指出，當知識工作者決定另覓新址時，藝術文化生活區域通常被公司與工作者列入考慮的地點，因而當地及周邊社區的房價與日常消費也通常隨之提升。而1998年的另一項調查更指出：超過1200個高科技的工作者，檢視其新工作最重要的因素時，社區生活品質是第二個最重要的考量因素，僅次於薪水；比福利、股票認購權或公司的穩定性更重要，由此也可見藝術對於房屋市場與社區的價值提升，具有不可忽視的影響性。(The New England Council, 2000)因此，藝術文化發展在活化鄉村及更新社區的功能中，也扮演著中心的角色。藝術產品的產生或展覽與活動的進行，也會吸引商業參觀者或新居民的造訪及刺激消費，這些結果不只導致政府稅收增加，同時也讓社區本身產生特殊吸引力。因此當每州有區域性的鄉村特色時，藝術在經濟發展中也同時成為重要角色，讓藝術重新活化社區，進行區域性居住環境改革，也促使各州能維持較強的經濟競爭力。

(三) 透過藝術創造工作機會

在當今文化產業蓬勃之際，藝術是創造新工作機會的催化劑。與藝術的相關行業相當的廣泛，諸如：各類藝術作者、出版、視聽、音樂、錄音、電腦軟體、網路設計、動畫、傳播媒體、電動設計、建築工程、學校、藝術行政機構等行業，都有藝術人才的需求。

美國藝術創造產業每年可產生超過600億的出超；美國工作人力當中，2.7%聘僱屬於藝術類，比農業類聘僱還多(Birch, 2002)。美國勞工局於2000年統計，有200萬的全職藝術家的工作者。(National Endowment for the Art, 2001)至於社區的藝術活動與出售藝術物品所產生的相關人力需求，也提供當

地居民新的工作機會、新的知識形式與具有藝術活力的公共空間。(National Governors Association, 2001)

藝術在各州所創作出來的個別機會也相當可觀。在新英格蘭地區的六州，藝術提供超過24萬5000個工作機會，佔當地全部工作的3.5%，或超過當地軟體與醫藥科技產業所能提供的工作機會。並在四年中，展現14%的成長率，遠超過新英格蘭地區8%的全體經濟成長。(The New England Council, 2000) 而科羅拉多州非營利藝術工作者也給付了170萬美元的稅給州政府，又超過非營利部門的稅賦。這些非營利與商業性的藝術部門，合計超過2萬7000個工作者，佔科羅拉多州的工作1.59%的者。(Western States Arts Federation, 1998) 至於在紐約，幾乎有1%的職業是直接或間來自藝術，總計提供了約有174,000個工作機會給紐約州民。而紐約藝術的總產值為134 億美元，其中4.1億來自非營利組織，獲利幾乎是商業電影的四倍。(The Alliance for the Arts, 1997)

在2000年時，營利與非營利的紐約藝文組織總共創造了145億美元的經濟效益，而整個紐約市文化產業提供總計達13萬個工作機會。(Alliance for the Arts, 2002)

由上述的數據可知，經由藝術所產生的人力需求，無疑的會提供居民許多必要的工作機會，而這些工作機會的產生與影響，也是政府投資與政策考量藝術政策導向與理念時的重要影響因素之一。

二、透過藝術提高學生學習成就

鑒於藝術的學習，不僅增進藝術學科上的學習成就，也有所有助於其他學業成績以及未來工作力的準備。美國的藝術政策在教育上政策主要在於加強藝術教育品質，加強未來工作力的準備及加強閱讀與文學活動。

(一) 以藝術促進學業成就及多元智慧的發展

透過學校藝術教育的進行，不僅有助於藝術知能的增進，而且對於其他科目的學習亦有所幫助。就一般學生而言，研究顯示：學習藝術的學生，可增強其全面的學術學習表現。在美國全國25000個受測學生樣本中，經由標準化測試，在不考量學生社會經濟背景狀況下，有高度藝術學習經驗的學生，可獲得較高級數與分數，此一學習成就比那些少或沒有涉獵藝術的學生的學習成就要高。(Committee on the Arts and the Humanities, 1999)

除了對於學習成就的正面影響之外，在正常狀況下的一般年輕人，若參加藝術學習計畫，也能夠積極的協助建立自我意像、學習尊敬他人及群體合作。(National Assembly of State Arts Agencies, 2000) 同時，也可提高學生自

尊，增進創造力、想像力與推論能力以及問題解決能力。(National Governors Association, 2002)這些都是建立健康人格及未來適應社會與進入職場須具備的重要能力。由此亦可見，藝術對於學習成就與個人發展所具備的重要影響力，也促使藝術政策理念中，讓藝術成為核心學科成為藝術政策形成的重要思考方向之一。

(二) 以藝術教育作為工作能力準備的基礎

在今日以知識為基礎的經濟時代中，需倚賴的工作能力通常需包括良好的人際的溝通關係、問題解決、管理基本技術等多元能力。根據艾斯納(Eisner, 2000)研究指出，經由藝術教育所能成長的主要認知能力，包括關係的感知能力、發現多元解決問題的能力、注意細微差別能力、適應力、決斷力及目標與結果的視覺化能力等。這些認知上的成長，可有效地幫助謀職者有效的準備生活於21世紀工作者所需的工作力。此乃因為藝術教育可發展出很多能力，可被應用到真實的世界環境中。針對91個學校的跨國研究就發現，藝術教育能明顯幫助於彈性及適應性強的知識工作者面對今天經濟商業的要求。而哥倫比亞等五所大學的聯合研究也指出，年青人若研究與學習藝術，可提高學術瞭解力，自我評量的能力並提升對未來計畫與工作上的自我能力的安全感。(Fiske, 1999)

藝術對一般學生產生有效的學習機會，增加學術的表現，降低缺席率，改善其技術的增進。以藝術為基礎的教育計畫對於不利族群，尤其是傾向犯罪或被監禁的邊緣青年(Youth at Risk)尤有助益。藝術能降低累犯率，增加自尊，獲得工作技術，增進其創造思考、解決問題及溝通所需的能力。投資藝術於邊緣年青，可幫助他們獲得長期經濟自足所需的各種技能。(National Governor Association, 2002)

另一方面，對於犯罪或接近犯罪傾向的邊緣青少年，經常由於生活環境的不佳，無法適應一般的學校體系，又缺乏良好的學習模範，他們最需要教育及工作能力的訓練。在一個針對邊緣青少年為對象，以藝術為基礎教育的三年的研究中，並在喬治亞州、奧瑞岡州及德克薩斯州實驗進行，其研究結果顯示：當邊緣青少年參加藝術計畫後，能促進其態度、行為及學業上表現、並減低犯罪行為及增進溝通技術。(National Endowment for the Arts, 1999)

三、推廣閱讀以化解文學閱讀率遽降之危機

推廣閱讀及文學活動兩大重要理由，其一，濃厚的閱讀習慣可提升二十一世紀職場工作力的要求，諸如高度的文學素養，與分析思考能力。競

爭性的經濟要求高度的文學工作力，依很多訊息顯示：美國國民的工作力能尚未準備。其二，文學閱讀者越來越少，轉向社會與市民的活動，諸如：自願參加運動性的活動；而文學閱讀可以提高適民對社區生活與市民的參與度。(National Governor Association, 2006)

依照美國國家藝術基金會在2004年提完成的研究調查「閱讀危機：美國的文學閱讀研究(Reading at Risk: A Survey of Literary Reading in America)」指出：近二十年來美國國民的閱讀比例大幅下降，尤其是年青人。只有57%的成人閱讀各種書籍。不到一半的成人在他們的休閒時間閱讀文學作品(如詩、戲劇、短篇故事或小說)。以現今的閱讀比率推估，文學閱讀在未來恐怕將會消失。(National Endowment for the Arts, 2004)

叁、美國藝術政策的內涵

爲了落實藝術政策的基本理念,美國聯邦級政府的藝術政策的內涵，主要可以從經濟與教育兩個向度進行說明：

一、經濟方面的藝術政策

(一) 以藝術促進發展全球貿易與觀光

美國有一些州爲了在競爭市場上尋找更大的市場範圍，因此在國際貿易與商業發展的策略上進行藝術文化交流合作。某一些州在藝術文化的國際貿易上已經有成功的策略。包括：(National Governors Association, 2005)

1. 與其他國家進行文化交流：例如俄亥俄州於1997-2001年訂定該州與他國的文化交流協定，簽訂貿易夥伴，並出口藝術商品到印度，每年獲利一億美元。
2. 積極發展姐妹州關係以拓展市場：例如夏威夷州與亞洲、南美洲、歐洲政府有71個姐妹市、州、省的關係。
3. 在州貿易代表團中納入文化領導者：透過在州的貿易代表團中，納入文化機構以及這些機構的代表或領導者，通常可促使運用文化資產提升該州的貿易成效。例如佛羅里達州用文化交流提升其商業貿易的關係，另外賓州(Pennsylvania)則透過文化交流與潛在貿易夥伴，建立互動關係，增進其貿易成效。
4. 設立補助金予與國外結盟的社區與教育機構：以佛羅里達州爲例，提

供基金給社區發展國際教育連結機構計畫，支持文化、經濟、教育及社會發展的策略性與外國結盟。2003年有11個國家，每機構可申請兩個國務學校文化交流。

5. 開創州級的委託代辦和與外國對等協定：例如至少有27州的美國政府與以色列有正式經濟、文化或教育的關係。自1991年到現在，維吉尼亞州（Virginia）已經對以色列出口了進11億美元。表1呈現出美國幾個州在國際經濟發展的藝術與文化組成方面的狀況。

表1 州的國際經濟發展的藝術與文化組成

| | 文化交流 | 姐妹州關係 | 代表團納入文化領導者 | 補助社區與學校 | 委任與雙邊協定 |
|--------|------|-------|------------|---------|---------|
| 俄亥俄州 | * | * | * | | * |
| 佛羅里達州 | * | * | * | * | * |
| 賓州 | * | | * | | * |
| 阿拉斯加州 | * | | | | * |
| 維吉尼亞州 | * | | | | * |
| 北卡羅來納州 | * | | | | * |
| 新罕布夏州 | | | * | | * |
| 夏威夷州 | | * | | | |
| 愛達荷州 | | * | | | |

資料來源：National Governors Association, 2006

（二）透過藝術強化鄉村經濟

每州有區域性的鄉村特色，藝術在經濟發展中擔任重要角色。藝術能重新活化社區，有助區域性改革，幫助各州維持當今的經濟競爭力。很多州採取以一系列寬廣的藝術作為基礎的經濟發展策略，包括：(National Governor Association, 2005b)

1. 將藝術整合為州的經濟發展計畫：州政府決定有發展潛力的藝術鄉村區域，提供經濟支援，訓練機會與企業協助，結合經濟的合作發展藝術觀企業為基礎的計畫，並要求跨市郡地連結藝術委員會、很多州所屬機構、政府單位、大學體系和商業社區。例如蒙大拿州（Montana）的經濟活動州長辦公室（Governor's Office of Economic Activity）與州藝術委員會一起努力，為創意產業發展一州的經濟發展策略。

2. 提供教育訓練與技術經濟協助：包括育成(incubators)、創業資本(start-up capital)和訓練。育成策略係指利用市區支助鄉村社區，成立育成與企業中心，作為很多州的資源中心。為達成藝術企業，一些州聚焦於創意產業，聘

僱瞭解藝術及藝術相關的職員。創業資本與訓練策略係指提供藝術家或組織所需的經濟或技術上的協助。如北卡羅萊納州(North Carolina) 提供連續的創業基金支持機構,且於鄉村建立藝術教育課程以及提供諮詢服務。

3. 支持成立藝術社區的商業聯盟和實體基礎建設(physical infrastructure): 例如,有很多州授權地方政府建立藝術娛樂區,以刺激文化與商業的發展。

4. 以高等教育體系培訓商業人才: 州大學、社區學院、部落學院開設訓練鄉村創意課程並訓練人才。將大學社區作為鄉村發展藝術與經濟的工具,做法包括整合藝術與設計於科技與商業課程、將企業訓練納入藝術課程,以設計學院做為藝術引導的機構或群聚中心(Cluster Hub),提供基金予大學校院成立小型商業支援中心、與藝術家及產業界設立實習與師徒計畫、補助給藝術公司或藝術家聘僱大學院校的學生。

5. 將藝術整合入觀光發展計畫或行銷之中: 與商業合作發展以藝術事件為基礎的觀光業、開設文化遺產走廊或文化步道,以及與各公私立機構的資源進行合作。

6. 幫助鄉村計畫募款和提供獎勵給投資鄉村社區者: 為利於投資鄉村文化資源,相關策略包括建立鄉村藝術計畫基金、提供獎勵給鄉村社區的投資者。

7. 廣泛活用的聯邦政府的資源: 這些資源來源包括國家藝術基金會,以及農業部、運輸部、商業部、城市住宅部等。二、教育方面的藝術政策內涵

二、教育方面的藝術政策內涵

(一) 加強中小學藝術教育品質

美國布希總統於2001年簽署新的中小學教育法「不讓任何一個孩子落後(No Child Left Behind)」(The white house, 2001),美國中小學教育開始進行積極的改革。該法案旨在提高學校的績效表現及學童的學習能力與學術成就,(駐舊金山臺北經濟文化辦事處文化組,2006)主要在於提昇教育品質。在美國教育部所提出的2002—2007的策略計畫(U.S. Department of Education, 2002),計有六大策略目標,包括:創造有成就的文化、促進學生成就、發展安全的學校與學生好的人格特質、加強教育研究的品質、促進對後高中(postsecondary)與成人教育的評量品質,以及建立優秀的行政管理。美國教育部據此法案要求學校對提升學生學習成效的責任,而相關的政策內涵也包含許多與藝術有關的項目(U.S. Department of Education, 2002)。在多次改革方案之中,許多相關的研究也陸續發布藝術在兒童學習行為上有一定的貢獻,並肯定藝術科目

與其他學科的互動關係。為配合與支持此政策之強調藝術教育的重要性，全國性的藝術教育推動機構美國總統藝術及人文委員會（President's Committee on the Arts and Humanities）出版專著，支持相關會議及活動；「全美藝術教育夥伴（Art Education Partnership）」也出版藝術教育指導手冊（No Subject Left Behind: A Guide to Arts Education）供各州及學區藝術教育工作者參考。

1997年國家教育進步評量會（National Assessment of Educational Progress, 1997）就曾指出聯邦政府的三大藝術教育政策：（Education Commission of the states, 2005）

1. 增加藝術教育補助金：美國政府越漸重視藝術教育，2005年美國教育部獲得近四千萬美元的撥款作為藝術教育補助金，此為迄今最鉅額的撥款。

2. 設立藝術教育標準：自1994年公佈「國家藝術教育標準」（National Art Standard）後，並建立一套給幼稚園到十二級學生研習視覺藝術、舞蹈、戲劇及音樂的自發學習內容和成就標準。這套標準概述學校的學生應該知道或能做的程度。迄今已有超過四十五州的教育廳以這套準作為簽署相關課程與設計的模範。

3. 進行國中小藝術計畫與政策執行之評量研究：美國教育部負責大範圍的研究，以評量公立國民小學與國民中學（secondary school）藝術計畫與政策的執行情形，這些研究發現有助於提升藝術教育政策的長期發展趨勢。

此外，州教育委員會（Education Commission of the states）於2005年10月公佈研究發現也指出，當今美國五十州區的藝術教育政策具有如下的趨勢：

1. 規定藝術課程標準：有49州（即佔總州數的98%）設有藝術課程標準。

2. 要求開設藝術課程：有44州（即佔總州數的88%）要求學校或行政區對各種不同年級的學生，提供藝術教學。

3. 要求聘僱合格藝術教師：有31州（即佔總州數的72%）要求需合格的藝術專業教師方能講授藝術課程。

4. 要求高中畢業資格須修藝術課：有36州（即佔總州數的72%），以及哥倫比亞行政區要求學生須有必修或選修藝術課程方能畢業。

茲將美國各州小學至高中的藝術教育政策對照表列如下：

表2 美國各州小學至高中的藝術教育政策對照表

| 州名 | 州定藝術課程標準 | 要求學校/地區提供藝術教學 | 要求檢定合格的藝術教師 | 高中畢業需必修或選修藝術課程 |
|---------|----------|---------------|-------------|----------------|
| Alabama | X | X | X | X |
| Alaska | X | | | |
| Arizona | X | X | X | X |

美國當今藝術政策
取向之探究——
經濟與教育面

| 州名 | 州定藝術課程標準 | 要求學校/地區 提供藝術教學 | 要求檢定合格的 藝術教師 | 高中畢業需必修 或選修藝術課程 |
|-------------------------|----------|-------------------|-----------------|--------------------|
| Arkansas | X | X | X | X |
| California | X | X | X | X |
| Colorado | X | | X | |
| Connecticut | X | X | X | X |
| Delaware | X | X | X | |
| District of Columbia | X | X | X | X |
| Florida | X | X | X | X |
| Georgia | X | | | X |
| Hawaii | X | | | X |
| Idaho | X | X | X | X |
| Illinois | X | X | X | X |
| Indiana | X | X | X | X |
| Iowa | | X | X | |
| Kansas | X | X | X | X |
| Kentucky | X | X | X | X |
| Louisiana | X | X | X | |
| Maine | X | X | X | X |
| Maryland | X | X | X | X |
| Massachusetts | X | X | X | |
| Michigan | X | | | |
| Minnesota | X | X | X | X |
| Mississippi | X | X | X | X |
| Missouri | X | X | X | X |
| Montana | X | X | X | X |
| Nebraska | X | X | | |
| Nevada | X | X | | X |
| New Hampshire | X | X | X | X |
| New Jersey | X | X | X | X |
| New Mexico | X | X | X | |
| New York | X | X | X | X |
| North Carolina | X | X | X | X |
| North Dakota | X | X | | |
| Ohio | X | X | | X |
| Oklahoma | X | X | | X |
| Pennsylvania | X | X | X | X |
| Rhode Island | X | X | X | |
| South Carolina | X | X | X | X |
| South Dakota | X | | | |

美國當今藝術政策
取向之探究——
經濟與教育面

| 州名 | 州定藝術課程標準 | 要求學校/地區提供藝術教學 | 要求檢定合格的藝術教師 | 高中畢業需必修或選修藝術課程 |
|------------------|--------------------|--------------------|--------------------|--------------------|
| Tennessee | X | X | | X |
| Texas | X | X | | X |
| Utah | X | X | X | X |
| Vermont | X | X | | X |
| Virginia | X | X | X | X |
| Washington | X | X | X | X |
| West Virginia | X | X | X | X |
| Wisconsin | X | X | X | |
| Wyoming | X | X | X | |
| Totals 50 states | 49 states and D.C. | 44 states and D.C. | 31 states and D.C. | 36 states and D.C. |

資料來源：Education Commission of the states, 2005

（二）透過藝術促進工作能力的發展

一些州聚焦於年青人未來工作能力的培養，並發展對於一般年青人與邊緣青少年以藝術為基礎的教育計畫。

1. 為一般大眾設計以藝術為基礎的教育計畫

在一些州當中有支援學校設立藝術焦點目標的課程計畫，以促進個人全面發展及傳授可運用於職場的技術。例如，康乃狄克州（Connecticut）支援學校提出以兒童為中心透過藝術教育的學校計畫；密西西比州（Mississippi）提出一般教師與藝術教師合作的計畫，並創造注入藝術（arts-infused）的教學且有超過二十所學校參加。俄亥俄州（Ohio）有Spectra's +計畫，將藝術放在每天的課程中，成為一個基本的科目。（National Governors Association, 2002）

2. 為邊緣青少年設計以藝術為基礎的教育計畫

為減少未來的失業、犯罪矯治或公共扶助的付出成本而針對邊緣青少年人口所提出的藝術教育政策。放學後的計畫(After-School Program)就是以藝術為橋樑，用來助長發展未來的工作能力，簡單的結合藝術、其他學科、社會諮商，以及必要的柔性輔導技術來增強個人的工作能立，而事實證明可達到教育與職業目標兼顧的可能性。在一些州中還提倡以藝術為基礎的教育，這些已經有正面的成果，如學生經測試後發現有較高分數，並可增加學習成就，降低缺席率等。例如佛羅里達州（Florida）的「透過學業與娛樂支持以獲得成功」(Success Through Academic and Recreational Support, STRA)就是一個為邊緣青少年所提供的多元學習藝術研究以防範犯罪的計畫，其內容包括現代舞、民族舞、詩、創意寫作、唱歌、數學、閱讀、電腦等。（Reno, 1998）而麻薩諸塞州（Massachusetts）也提出以藝術服務殘障、輟學、無家的青少年之

計畫。紐約州的EL Puente Leader Center也有放學後與週末的藝術學習課程，用來協助青少年發展。（National Assembly of State Arts Agencies, 2000）

3. 為入監青少年設計以藝術為基礎的工作技術培訓計畫

透過藝術的介入，指導入監獄的年輕人學習必要的工作技術，以為出獄後的工作準備。阿拉巴馬州（Alabama）有「寫出我們的故事——反暴力創作計畫（Writing Our Stories: An Anti-Violence Creative Writing program）」。該計畫安排當地的作家，到三處的青年拘留所，指導12—15歲的青少年寫作，發展自我表現的小說寫作技術。（National Governors Association, 2002）另外，華盛頓州（Washington）有設立實驗畫廊（Experimental Gallery），該畫廊和該州的社會健康服務部（the Washington State Department of Social and Health Services and the Juvenile Rehabilitation Administration）與青少年更生行政處合作，為監禁青少年開設藝術課程，在六所監禁的拘留所中，提供自願參加12—18個月的課程。在結業後，作品可展出，以分享社區民眾。（Coming Up Taller, 2006）

（三）加強閱讀與推展文學

為化解前述的閱讀危機，美國國家藝術基金會邀集美國博物館與圖書館服務學會（Institute of Museum and Library）和中西部藝術基金會（Arts Midwest）等機構的合作，共同發起全國性的「大閱讀（Big Read）」活動，旨在推展閱讀與文學活動，透過鼓勵民眾閱讀及促進文學的復甦，將閱讀融入市民的生活中，並活化文學在美國文化中的角色。（National Endowment for the Art, 2006）

美國國家藝術基金會提出許多加強閱讀的計畫，這些促進閱讀與文學活動的路徑包括：

1. 在各州發展文學推廣所需的實體建設。做法包括：支持藝術團體及其藝術推廣計畫；建立藝術家指南與藝術資源資料庫；提供基金資源給圖書館推廣文學相關計畫；支持文學組織機構；促進州的文學夥伴關係與網路建置。

2. 運用州的文學資產提升民眾對當地文學的興趣。做法包括：認同藝術家的居住於當地的資格，以展現地方特色與促進民眾對當地藝術作家的認同；辦理文學比賽及給予獎金認可；邀請民眾閱讀當地文學；印刷刊物與廣播介紹當地作者；介紹當地作家及其作品於出版品、文學地圖和廣播媒體。

3. 規畫文學推廣活動吸引社區民眾參與。以圖書館、非營利組織及僱者提供給各層面的民眾，這些活動包括：吸引成人參與文學討論；提供計畫給特定的人口；促進文學事件；開創和支持家庭閱讀計畫。

肆、美國藝術政策分析

一、美國藝術政策的取向

歸納上述的探討可知，大體而言，美國的藝術政策取向，在經濟層面上，有二大重點，其一為以藝術促進各州的全球貿易的繁榮與觀光業的興盛，以增加整體經濟的獲利與發展；其二為透過藝術來強化鄉村的經濟發展，以增加個人的經濟生活與促進社區發展。

至於在教育層面上，藝術政策取向著眼於三方面：其一為加強國小至高中的學校藝術教育品質，提學生學習成就；其二為以藝術提供一般學生及邊緣青年的教育學程，培訓期未來工作力；其三為加強閱讀與文學的推廣，以化解閱讀危機及增加工作力。

由此兩層面向來看，美國藝術政策的取向，社會中心化的導向頗為強烈。也就是說，藝術政策其實並不僅止於對藝術本身的推展，更著眼於提升藝術對於社會發展與大眾生活需求的層面。

二、美國藝術政策的優點

從以上對美國藝術教育政策取向的探究可以發現，這些藝術政策或策略至少有以下幾項優點，可供借鏡之處。

（一）藝術與社會經濟環境結合，落實藝術於生活中。此政策取向著眼於藝術與社會經濟產業的合作與互動，使得藝術不再只是一個獨自發展的學術學門，而與民眾的生活更加密切相關，同時，也促進藝術的生活化。

（二）透過藝術提高人民經濟與文化生活，促進社區與國家的發展。此政策取向著眼於以藝術促進經濟發展，不論個人、或國家，均可在經濟上獲利，同時也促進民眾生活品質的提升與社會文化環境的改善。

（三）擴大藝術的公共價值，提高藝術納入政策的比例與民眾的學習意願。此政策取向將藝術的價值，由傳統的審美、修身養性、自我滿足表現等價值，擴大到經濟與工作的價值，對於促使政府及立法者有意願將藝術納入政策制定，並促進民眾的學習意願有極大的提升作用。

（四）透過政策規範行政機制提供必要的藝術教育品質，提高學生藝術學習成效。由於許多州以法令要求中小學實施藝術教育課程、聘專業藝術教師任教藝術科目以及依照課程標準授課，對於國中小學生藝術學習的成效將有顯著提升。

(五) 規劃以藝術為基礎的教育學程，有效協助邊緣青年工作力培訓與適應社會力。邊緣青年的問題，一向是政府棘手的課題。規劃以藝術為基礎的教育學程，有效協助邊緣青年工作力培訓與適應社會力，值得推展與借鏡的策略。

三、美國藝術政策的缺點

上述美國的藝術政策固然有其優點，但仍有其可能性的缺點，至少有以下二點：

(一) 若過於強調藝術的工具性價值，將易於失去藝術的主體性與藝術本質性的價值：如果一味將藝術作為提高經濟發展與工作力準備的工具，將失去藝術本質性的價值以及藝術政策上的主體性。例如，藝術古蹟存在的意義，若只是為促進旅遊業的成長；音樂表演的意義，若是在製造商場的熱鬧氣氛，則藝術政策將可能淪為附庸地位，藝術教育也將淪為邊緣的科目。

(二) 若過於著重經濟市場供需機制，藝術家的創作取向與大眾審美的品味將受商業市場的宰制：如果藝術家的創作是為增加銷售量與提高收入，其創作取向勢必迎合市場需求與大眾口味，如此，藝術的創作將失去自主性與獨創性，其品味也將越趨向平庸與流俗。而民眾的審美品味與素養，也將大受隨著市場牽制而益趨流行時尚。藝術商品化、虛擬化與複製化，也將使民眾真偽價值混淆不分。

伍、結論

美國當今的藝術政策，傾向社會中心化，以經濟導向為主，以藝術為基礎促進貿易觀光的繁榮及鄉村的經濟發展；復以教育導向為輔，以提高學生學習成就，培養一般生與邊緣青年的未來工作能力。

在藝術政策理念上，包括三大願景：建立以藝術為基礎的經濟體系、透過藝術提高學生學習成就，以及推廣閱讀以化解文學閱讀率遽降之危機。

在藝術政策內涵上，包括經濟與教育兩個向度。在經濟方面，主要政策內涵有三大途徑：一、以藝術促進發展全球貿易與觀光，包括五項策略——與其他國家進行文化交流、積極發展姐妹州關係以拓展市場、在州貿易代表團中納入文化領導者、設立補助金予與國外結盟的社區與教育機構、以及開創州級的委託代辦和與外國對等協定。二、透過藝術強化鄉村經濟，包括七

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項策略——將藝術整合為州的經濟發展計畫、提供教育訓練與技術經濟協助、支持成立藝術社區的商業聯盟和實體基礎建設、以高等教育體系培訓商業人才、將藝術整合於觀光發展計畫或行銷之中、幫助鄉村計畫募款和提供獎勵給投資鄉村社區者、以及廣泛活用的聯邦政府的資源。在教育方面，主要政策內涵有三大途徑：一、加強中小學藝術教育品質，在聯邦政府教育部的政策方面，包括三項策略——增加藝術教育補助金、設立國家藝術教育標準、進行國中小藝術計畫與政策執行之評量研究；在各州教育廳的政策趨勢方面，包括四項策略——規定藝術課程標準、要求開設藝術課程、要求聘僱合格藝術教師、要求高中畢業資格須修藝術課。二、透過藝術促進工作能力的發展，包括三項策略——為一般大眾設計以藝術為基礎的教育計畫、為邊緣青少年設計以藝術為基礎的教育計畫、為入監青少年設計以藝術為基礎的工作技術培訓計畫。三、加強閱讀與推展文學，包括三項策略——在各州發展文學推廣所需的實體建設、運用州的文學資產提升民眾對當地文學的興趣、規劃文學推廣活動吸引社區民眾參與。

經由本文分析，美國藝術政策取有五項優點，包括：一、藝術與社會經濟環境結合，落實藝術於生活中。二、透過藝術提高人民經濟與文化生活，促進社區與國家的發展。三、擴大藝術的公共價值，提高藝術納入政策的比例與民眾的學習意願。四、透過政策規範行政機制提供必要的藝術教育品質，提高學生藝術學習成效。五、規劃以藝術為基礎的教育學程，有效協助邊緣青年工作力培訓與適應社會力。然而，美國藝術政策亦有兩項可能性的缺點，包括：一、若過於強調藝術的工具性價值，將易於失去藝術的主體性與藝術本質性的價值。二、若過於著重經濟市場供需機制，藝術家的創作取向與大眾審美的品味將受商業市場的宰制。

上述探究整理與分析評估之美國當今藝術政策，鑒於其利多於弊，頗具有參考之價值。惟台灣藝術政策制定之參考時，如何擷長補短、趨利避害、以及因應我國國情與地方特性，是有必要再進一步研議的。

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