

QUALITY, EQUITY, AND ACCESS:

A Status Report on Arts Education in California Public Schools
Grades Pre-K through 12



Briefing Paper prepared by



CALIFORNIA ALLIANCE FOR ARTS EDUCATION



California Alliance for Arts Education promotes, supports, and advocates for visual and performing arts education for preschool through post-secondary students in California schools. For over 30 years CAAE has advocated for arts education with the engagement and support of its membership to:

Facilitate a statewide arts education information network

Advocate for statewide policies to ensure that every student benefits from an arts education

Educate state and local policymakers and parent organizations about the benefits of the arts as integral to a complete education

Recognize student achievement in the arts and promote arts education excellence in California schools

Develop strategies to ensure standards-based instruction and professional development of qualified teachers and artists

Initiate collaborations with local, state and national arts and education agencies to develop programs and resources

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Though we must certainly strive to close racial achievement gaps in mathematics and reading, we run the risk of substituting one form of inequality for another, ultimately denying our most vulnerable students the full liberal arts curriculum our most privileged youth receive as a matter of course.

~Academic Atrophy, Council for Basic Education (2004)

TABLE of CONTENTS

Executive Summary	p 2
Introduction	p 4
ARTS CAPACITIES: Why are the visual and performing arts essential to every child’s education?	p 6
ARTS EDUCATION POLICY: What state and federal laws currently exist regarding visual and performing arts in public schools in grades pre-K - 12?	p 11
ARTS ACCESS: How are current policies in visual and performing arts being implemented in California schools?	p 13
Conclusion and Recommendations	p 16
References	p 17
Appendix A – Current State Policies	p 18
Appendix B - Other State's Art Education Policies	p 20
Appendix C – CAAE Statements of Belief	p 24
Acknowledgements	p 26



EXECUTIVE SUMMARY

THE PURPOSE OF THIS PAPER IS TO INFORM STATE AND LOCAL POLICY MAKERS OF THE CURRENT STATUS OF ARTS EDUCATION IN CALIFORNIA PUBLIC SCHOOLS PRE-K-12, AND TO RECOMMEND OVERARCHING POLICY INITIATIVES THAT ENSURE QUALITY, EQUITY AND ACCESS FOR ALL STUDENTS.

Arts Education in public schools has been elevated to a national conversation in recent years. Education policymakers, researchers and practitioners alike, with overwhelming support from parents and community members, agree that the visual and performing arts are essential to every child's education.

Indeed, a number of communities in California are engaged in the development of regional plans for arts education, and have committed substantial resources to the implementation of those plans—most notably Los Angeles Unified, San Francisco Unified, the Los Angeles County *Arts for All* initiative, Alameda County's *Alliance for Arts Learning Leadership*, and Cultural Initiatives Silicon Valley's *Creative Education Program* in Santa Clara County. There has also been substantial research in recent years documenting the characteristics and key quality indicators that need to be present in order for school districts to sustain quality arts programs.

In spite of broad public support, strong existing policies and occasional positive developments, dwindling state education funding combined with a new emphasis on accountability have led—however inadvertently—to a narrowing of the curriculum and the exclusion of the arts for many students. A Los Angeles Arts Commission study of the 82 school districts in Los Angeles (2001) and a study of the Oakland Unified School District (2005) both indicate that arts courses are available only in a discrepant manner, with lower performing students - especially black and Latino students - much less likely to have access to music and other arts programs, while their wealthier or higher achieving peers are more likely to receive arts education as a matter of course. Yet, evidence suggests that consistent arts participation is an extremely effective way to engage students—especially high priority students—and thus prevent dropouts.

What California schools need now is a systematic examination and promotion of public policy initiatives that will support quality arts education programs and enable implementation of sequential and comprehensive programs of study in dance, music, theatre and visual arts for each of California's 6 million public school students.

The briefing paper describes:

- The benefits of arts learning for every student
- Current policies in California and nationwide supporting arts education in public schools
- Current implementation practices affecting access and equity
- Policy recommendations

CAAE recommends the following broad policy changes that will support “the important role of arts education in improving student achievement, offering positive alternatives to troubled youth, developing America's creative industries and building a workforce capable of competing in an increasingly knowledge-based global economy.” (Education Commission of the States, 2004)



Policy Recommendations

QUALIFIED TEACHERS. Every student shall receive instruction from qualified, credentialed teachers who are prepared to teach in each of the curriculum areas as defined by California Education Code 51210 and 51220. Specifically, a single subject credential in dance and theatre must be available in order for schools to fully comply with No Child Left Behind requirements for highly qualified teachers.

UPDATED CURRICULA. Every student shall be taught with updated curricula that include adopted courses of study as defined by California Education Code 51210 and 51220.

IN-SCHOOL INSTRUCTION. Every student shall receive a comprehensive, balanced, sequential and rigorous arts education, taught during the regular school day.

STANDARDS-BASED INSTRUCTION. Every student shall be taught according to California state standards in each of the visual and performing arts disciplines—music, dance, theatre and visual arts—as a basis for their sequential curriculum from pre-K through 12th grade.

STUDENT ASSESSMENT. Every pre K - 12 standards-based arts course and program shall include appropriate, formative and summative student assessments, and a statewide arts assessment shall be administered at the 4th and 8th grade levels.

ACCOUNTABILITY. Every school shall post a school accountability report card that indicates the status of student arts participation, arts curriculum policies, and arts assessment in selected grades.

ADEQUATE FUNDING. Every student shall receive arts instruction that is adequately funded at the district and state levels, with provisions for arts administration, curricula, instruction, and materials.



INTRODUCTION

The arts are crucial to achieving a State educational policy that is devoted to the teaching of basic academic skills and life-long learning capacities with the goal of truly preparing all children for success after high school regardless of gender, age, economic status, physical ability or learning ability. A systematic, substantive and sequential visual and performing arts curriculum addresses and develops ways of thinking, questioning, expression, and learning that complement learning in other core subjects - *but which is unique in what it has to offer.*

A well taught, arts curriculum benefits all areas of learning, including:

- Cultural understanding
- Readiness for learning and creative thinking
- Cognitive outcomes
- Emotional intelligence and expression
- Social interaction and collaboration
- Preparation for the workforce and life-long learning

The visual and performing arts have a measurable impact on students in high poverty and urban settings, enhance creativity and critical thinking abilities, and are cited as a foundational skill for the workplace by the U. S. Department of Labor (1991). The State of California acknowledges visual and performing arts instruction in the California Education Code, which requires instruction in dance, music, theatre and visual arts for grades 1 -12. The State has adopted standards in these four arts disciplines and has recently added career technical education challenge standards in the arts, media and entertainment industry sector. Both the University of California and the California State University systems require all

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entering freshman to have completed one full year of UC approved coursework in dance, music, theatre, or visual arts. Additionally, the *No Child Left Behind Act of 2001* enacted federal recognition of the arts as a core subject.

Existing policy, such as the adoption of content standards, is not, however, a guarantee that the arts will be taught uniformly throughout California schools. Since California does not mandate a prescribed number of minutes of instruction in any subject other than physical education, each local district uses discretion in deciding the extent to which each subject is taught. Further, without a state assessment and accountability system to drive instruction, arts instruction is subject to the political will and budgetary constraints of each of the more than 1,000 school districts in California. This practice has resulted in a vastly uneven delivery system that undermines the intent of the content standards and existing Education Code statutes.

Despite broad public support and recent policy developments, dwindling state education funding combined with a continuing emphasis on tested subjects have led—however inadvertently—to a narrowing of the curriculum and the exclusion of the arts for many students. A Los Angeles Arts Commission (2001) study of 82 school districts in Los Angeles and a study of the Oakland Unified School District (2005) both indicate that arts courses are available only in a discrepant manner, with lower



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performing students—especially black and Latino students—much less likely to have access to music and other arts programs, while their wealthier or higher achieving peers are more likely to receive arts education as a matter of course. Yet, evidence suggests that consistent arts participation is an extremely effective way to engage students—especially high priority students—and thus prevent dropouts.

Issues of educational equity must be addressed and remedied through state action, as the prospect of inequality, which denies a category of student access to arts education, is unjust and may ultimately leave students inadequately prepared for the workforce.

Despite California’s reputation as an arts and cultural leader, it lags behind many other states relative to state-level arts education policy. The State must direct local school boards to update their curriculum policies to include adopted courses of study as defined by California Education Code. Updated policies will help to ensure that time is being provided in the school day for all students to receive adequately-funded, standards-based instruction in the arts, taught by teachers who are properly credentialed and prepared to teach those subjects, using quality materials and equipment in safe, appropriate facilities.



ARTS CAPACITIES: WHY ARE THE VISUAL AND PERFORMING ARTS ESSENTIAL TO EVERY CHILD'S EDUCATION?

The arts are critical to a State educational policy that is devoted to the teaching of basic academic skills and life-long learning capacities with the goal of truly preparing all children for success after high school regardless of gender, age, economic status, physical ability or learning ability. A systematic, substantive and sequential visual and performing arts curriculum addresses and develops ways of thinking, questioning, expression and learning that complement learning in other core subjects—*but which is unique in what it has to offer*.

Funding school arts programs and providing time in the school day for arts instruction are essential. The visual and performing arts provide avenues of expression and appreciation of our world culture that no other curricular areas do, and are a necessary part of any child's educational training and experience. In a state as diverse as California, the arts are a cornerstone to achieving cultural literacy, leading to shared understanding and tolerance of differences. They also develop skills and abilities that are crucial for students entering into many vocational areas after high school.

The arts provide experiences in which students are encouraged to ask complex questions and experiment without a predetermined result. A curriculum without the arts impoverishes our students as human beings, citizens, thinkers, and workers in any field, and narrows the function of education to the development of those skills that can be measured on standardized tests.

Impact of the Arts on Learning

Research into the impact of arts education on student learning and development has been on the rise in recent years. The key findings presented below help to illustrate the many benefits that California's students stand to gain from high quality school arts programs.

The major findings of the GE Fund/MacArthur Foundation report, *Champions of Change: The Impact of the Arts on Learning* (1999) include:

- Students with high levels of arts participation outperform their peers with little or no arts (p.viii).
- Sustained involvement in particular art forms—music and theatre—is highly correlated with success in mathematics and reading (p.viii).
- The arts have a measurable impact on students in high-poverty and urban settings (p.viii).
- Engagement in the arts nurtures the development of cognitive, social and personal competencies (p.ix).
- Arts experiences enhance critical thinking abilities and outcomes (p.ix).
- The arts enable educators to reach students in effective ways (p.ix).

Critical essays and 62 studies reviewed in the Arts Education Partnership report, *Critical Links: Learning in the Arts and Student Academic and Social Development* (2002), also highlight the critical links between learning in the arts and academic and social skills and motivations in the following areas: reading and language development, mathematics, fundamental skills and capacities, motivations to learn, effective social behavior and school environment:

The following are some of the outcomes of a well-taught, sequential, standards-based visual and performing arts curriculum.



Table 1. Impact of Education and Experience in the Arts (Stevens, 2002)

Domain	Impact on Student Development
Cultural Understanding	<p>Facilitates the expression and appreciation of emotional experiences that are often non-verbal and which provide individual and cultural ways of making meaning</p> <p>Provides symbolic languages that give form to feelings, enabling those feelings to be represented and communicated - leading to self-discovery and a sense of efficacy</p> <p>Allows students to appreciate great achievements throughout history and to learn about our global cultural heritage</p> <p>Expands the capacity for imaginative "play" with ideas and the space to develop the ability to imagine possibilities</p>
Disposition for Learning and Creative Thinking	<p>Encourages persistence, resilience, focus, self-discipline and the ability to tolerate frustration in the solving of a particular artistic "problem" or the mastery of a skill</p> <p>Encourages the ability to work with ambiguity, view mistakes as opportunities to learn and understand that there are multiple opinions and views about the same object, experience or person</p> <p>Promotes capacity to adapt to change and the ability to form verbal and non-verbal constructs, which facilitate the handling of complex problems involving many variables</p>
Cognitive Outcomes	<p>Fosters verbal and spatial imagination and creativity</p> <p>Allows for flexibility in thinking (analogical, metaphoric, for example)</p> <p>Promotes formation of non-verbal or verbal constructs which facilitate the handling of complex problems involving many variables and which do not have clear answers</p> <p>Enables recognition of a "whole" and therefore the ability to analyze the parts of a problem within a given context</p>
Emotional Outcomes	<p>Creates a sense of agency; the experience of making or performing something created from oneself, which results in a sense of authentic achievement and pride (not the same thing as "self-esteem")</p> <p>Fosters imaginative perspective-taking and the ability to see similarities and differences between cultures, objects or people which is the cognitive basis for empathy and compassion</p> <p>Encourages the development of emotional self-regulation as the result of sustained attention, focus and practice</p>
Preparation for the Workforce and Life-long Learning	<p>Enables the ability to select which data are important out of masses of information, to synthesize the data and to use those pieces of information in a way conducive to a larger goal within a quickly changing environment</p>



The Arts and Workforce Development

The following attributes are emerging as critical social skills for success in the current business environment:

- The ability to work as part of a team
- The ability to manage and pick teams well
- Effective communication skills
- Adaptability to changing situations
- The ability to read people effectively
- The ability to creatively question assumptions, accepted practices and traditional rules

These are skills that are developed in a substantive and sequential visual and performing arts education curriculum, but are not measured on standardized tests.

In addition to the many job possibilities in the arts themselves, other vocations benefit from arts skills that complement basic academic and specific technical knowledge. Such fields include advertising, architecture, software design, computer programming, interior design, gardening, teaching, parenting, police work, firefighting, medicine, politics, service industry jobs, and numerous other professions that are important to the State's economy. Following are examples of recent developments and thought-leadership that advocate the role of the arts in workforce preparation.

- Recent legislation established the Career Technical Education Model (CTE) Standards & Framework. The intent of CTE is to develop the workforce necessary for the economic viability of the state, keep pupils engaged in the educational process, and provide skills that lead to productive careers. Arts Media and Entertainment Technology is one of the fifteen industry clusters. In recent drafts of standards, it is clear that the existing content standards in the Visual and Performing Arts are the foundation to preparation for this career path.
- Dr. Robert Root-Bernstein, in a commentary published in the *Los Angeles Times* in 1997, states that "The arts, despite their reputation of being subjective, emotional, non-intellectual pursuits, make science and invention possible. . . . Scientists and engineers need much more than objective languages of logic and mathematics to be creative. They must learn to observe as acutely as artists and to visualize things in their minds as concretely. They must learn to recognize and invent patterns like composers or poets, to make models of their visions like sculptors and to manipulate the tools of their trade and 'play' their high-tech instruments with the same virtuosity of musical performers."
- Harvard Business School professor John Kao, in his 1996 book, *Jamming*, states that, "This is the age of creativity because the subtext of global competition is increasingly about a nation's ability to mobilize its ideas, talents, and creative organizations. A company that ignores the global creativity map is spurning an important set of strategic considerations" (p.16).
- Professor of Regional Economic Development at Carnegie Mellon University, Richard Florida states in his recent book, *The Rise of the Creative Class* (2002), that, "Human creativity is the ultimate economic resource. The ability to come up with new ideas and better ways of doing things is ultimately what raises productivity and thus living standards. . . the previous shift substituted one set of physical inputs (land and human labor) for another (raw materials and physical labor) while the current one is based fundamentally on human intelligence, knowledge and creativity" (p.xiii).



- Florida also asserts that, "Given that creativity has emerged as the single most important resource of economic growth, the best route to continued prosperity is by investing in our stock of creativity in all of its forms, across the board. . . . It requires increasing investments in the multidimensional and varied forms of creativity—arts, music, culture, design and related fields—because all are linked and flourish together" (p. 320).
- "The U.S. Labor Department report of the Secretary's Commission on Achieving Necessary Skills (SCANS) recently cited the important role of arts education in achieving many 'core competencies' for the workplace, which include: allocating resources; collaborating; acquiring and evaluating information and the understanding of social systems. The arts are cited as important in certain 'foundational' skills which include: thinking creatively; problem-solving; exercising individual responsibility; sociability and self-esteem" (cited in "The Arts and Children," 1995, Maryland Alliance for the Arts).
- As Elliot Eisner, Professor of Education and Professor of Art at Stanford University stated in a recent address, "While schools often emphasize practices that focus upon single correct answers, life is not a multiple choice test. In life ambiguities need to be addressed. Alternatives need to be considered. Judgments in the absence of rule need to be made. Imagination needs to be called on. Our inability to anticipate the catastrophe that was 9/11, in spite of its many warnings, has been described by our political leaders as a failure of imagination. Isn't it ironic that the fields of work that most dramatically aim to develop imagination, the arts, should be so vulnerable when budgets are cut? Children need to learn that for almost any problem there are often multiple solutions possible—and sometimes none at all. To grasp multiple alternatives requires an act of the imagination. In a test-driven school imagination is likely to be seen as a distraction. We focus on answers when we need to be at least interested in telling questions" (2004, p. 7).

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~Richard Florida, Rise of the Creative Class

Links Between the Arts and Economic Development

Recent research by both national and regional agencies underscores that California's economic expansion depends on the development of a workforce that can work in arts related fields. The following are examples that illustrate this critical relationship.



Table 2. The Role of the Arts in the Economy

Nonprofit Arts and the Economy	The non-profit arts industry generates \$134 billion in total economic activity by arts organizations and audiences. This spending supports 4.9 million full time jobs. The non-profit arts industry alone generates \$24.4 billion in federal, state and local government revenue (Americans for the Arts, 2002).
Arts-related Businesses in the U.S.	<p>11 of the country's 20 largest metropolitan areas have more than 10,000 arts-related businesses, institutions, and organizations <i>each</i>. These creative industries are composed of arts-centric businesses, institutions, and organizations that range from museums, symphonies, and theatres to film, architecture, and advertising companies (Americans for the Arts, 2004).</p> <p>Nationally, creative industry businesses number 548,000 (4.3% of all U.S. businesses). The creative industries also provide the essential fuel that drives the "information economy" - the fastest growing segment of the nation's economy (Americans for the Arts, 2004).</p> <p>Copyright industries, including film, television, music, and videos, employed 8.4% of U.S. workers in 2002 (11.47 million workers), with an annual employment growth rate of 3.91%, more than double the annual employment rate (1.39%) achieved by the economy as a whole (International Intellectual Property Alliance 2004).</p>
Arts Industry Revenues in California	The Arts contributed \$5.4 billion in 2003-04 to California's economy, including attracting 6 million tourists annually. In California there are more arts-related businesses and more people employed in the creative industries than in any other state in the nation (California Arts Council, 2004).
Employment Opportunities	<p>Employment in the entertainment industry grew faster than state private employment in California.</p> <p>In 2002 the industry generated 294,000 jobs, an increase of about 29 percent from 1991 - compared to 17% for state private employment.</p> <p>Between 1991 and 2002, the entertainment workforce grew at a rate of 35 percent, more than twice as fast as the California labor force.</p> <p>Wages in entertainment jobs remain consistently higher than average private sector wages by a margin of about \$16,000 annually (Entertainment Economy Institute, 2004).</p>



ARTS EDUCATION POLICY: WHAT STATE AND FEDERAL LAWS CURRENTLY EXIST REGARDING VISUAL AND PERFORMING ARTS IN PUBLIC SCHOOLS IN PRE-K - 12?

State laws do exist regarding the delivery of visual and performing arts instructional programs. However, most are not uniformly implemented across all school districts in California. Further, many of the Education Code laws define minimum standards, without setting prescriptive accountability measures, as California policymakers are reluctant to require new measures without the necessary funds to implement them (i.e., unfunded mandates).

Instruction

Arts education in California is mandated for pupils in grades 1 through 12. As stated in Section 51210 of the California Education Code, “the adopted course of study for grades 1 to 6 . . . shall include instruction . . . in visual and performing arts including dance, music, theatre and visual arts, aimed at the development of aesthetic appreciation and the skills of creative expression.” Section 51220 of the California Education Code identifies a similar course of study for grades 7 to 12.

Content Standards

As mandated in Education Code Section 60605.1, the State Board of Education adopted voluntary content standards in dance, music, theatre and visual arts. The Education Code does not require schools to follow content standards nor does it require assessment of pupils in the visual or performing arts. The Code states that content standards are intended to provide a framework for programs that a school may offer. The arts content standards are divided into five strands, which include artistic perception; creative expression; historical and cultural context; aesthetic valuing; and connections, relationships and applications. Additionally, State legislation mandates career technical education standards in the arts, media and entertainment industry sector, to be completed in Summer 2005.

Graduation Requirement

Currently, the Education Code specifies that all students must complete one course in the arts or foreign language between grades 9 to 12 in order to satisfy the graduation requirement. According to the policy database maintained by the Arts Education Partnership, 18 states now require the equivalent of 1 full year in the visual and performing arts for all students.

Public University Admission

Both the University of California and the California State University systems have instituted a one-year freshman admissions requirement in visual or performing arts. All high schools must provide a UC approved course in dance, music, theatre or visual arts so that all students will be eligible for admission to a California public university.

Teaching Credentials

The California Commission on Teacher Credentialing issues single subject credentials in music and visual arts. To teach dance or theatre, an applicant must obtain a physical education or English single subject credential, respectively. As of January 2005 subject matter authorization credentials are available in art and music; these credentials require 32 coursework hours and provides NCLB compliancy. Both of these credentials may be attached to Multiple Subject or Single Subject Credentials. Teachers holding Multiple Subject or Standard Elementary Teaching Credentials may have art or music added to their credential as a



supplementary subject matter authorization by verifying completion of specific Commission requirements.

Approved pre-service programs require each prospective multiple subject teacher take coursework that enables them to identify the components and strands of arts education found in the Visual and Performing Arts Framework and Student Visual and Performing Arts Content Standards; they must demonstrate a basic fluency in the elements of dance, music, theatre and visual arts and apply these elements and principles in order to create appropriate arts learning experiences with students. At this time, this typically translates as 1 course in the visual and performing arts for pre-service teachers.

The California Commission on Teacher Credentialing (CCTC) has recently completed development of a new series of subject matter examinations for prospective teachers who choose to meet the subject matter competence requirement for certification by taking examinations. The examinations, the California Subject Examinations for Teachers (CSET®), are offered in most credential areas. The examinations of the CSET reflect the recently revised K–12 California Student Academic Content Standards. As of fall 2005, all candidates who choose to meet the subject matter competence requirement by taking examinations must earn passing scores on the examinations of the CSET. Questions relating to visual and performing arts are included in the California Subject Examinations for Teachers.

Visual and Performing Arts and NCLB

The passage of the *No Child Left Behind Act of 2001* lends federal support to the definition of the arts as a core subject. According to Rod Paige, former U.S. Secretary of Education, "... music and the arts should be considered core subjects in our nation's schools. There is absolutely no conflict between the expansion of our visual and performing arts programs and our music programs and our focus on other academic programs" (2001, August 14).

NCLB is based on four basic principles: stronger accountability for results, increased flexibility and local control, expanded options for parents, and an emphasis on methods that have been proven to work. The law does authorize a modest grant program in research, model school-based arts education programs, development of statewide tests, in-service programs, and unspecified collaborations among federal agencies, arts and arts education associations. However, no substantive federal allocations exist for the delivery of arts instruction nationwide.

Further, arts assessment scores do not count as a measure of Adequate Yearly Progress (AYP), a necessary measurement for all schools seeking federal education funds. There is some perception that arts programs are especially vulnerable to cuts in the states with the lowest education budgets and in public schools where more of the students are "at risk" of academic failure.

In many cases, arts education functions as a reward for higher achieving students. As author Laura Chapman states, "Under NCLB, the students who are most likely to have sustained and coherent [arts] instruction are also likely to be advantaged in many ways. In the main, these are already the students who benefit from arts education in schools" (2005, p. 14). This trend is of particular concern in light of research evidence that high quality arts programs may be the very key to engaging the students most at risk.



ARTS ACCESS: HOW ARE THE VISUAL AND PERFORMING ARTS BEING IMPLEMENTED IN CALIFORNIA SCHOOLS?

This nation's public education system is founded on the belief that all students have the right to a complete education free from geographic, economic and social disparities. Sadly, as underscored by the recent Williams lawsuit, the quality of public education in California schools does vary widely, city by city, region by region, and often within the same school district. Nowhere have these variations been more evident than in the availability and quality of instruction in the visual and performing arts.

Wide Variations in Access

California state law does include the arts in the list of adopted courses of study (see Appendix A.) The scope and breadth of any particular program is widely dependent, however, on whether or not that school or district has support from individual leaders in the district (teachers, principals, superintendents, school board), parents and the community. Variations in programmatic access are compounded at the elementary and middle school level, since the high schools are more likely to offer visual and performing arts courses in compliance with the UC/CSU admissions policies. Treating the arts as a reward for good test scores or behavior, relegating it to an extra-curricular activity, viewing the arts as "enrichment," or cutting the arts altogether is not uncommon at elementary and middle schools.

...Music class enrollment did not represent the general school population in the categories of ethnicity, bilingual status and California Standards Test proficiency levels. Black and Latino students are underrepresented in middle school music classes while White and Asian students are overrepresented.

*~Fillmore Rydeen, Melody or Malady:
Middle School Programs in an Era of High Accountability*

- According to *The Sound of Silence* report (2004), student enrollment in art education courses declined by 24.4% between the 1999-2000 school-year and the 2003-2004 school-year—a net loss of 461,806 students. In music education in particular, the decline is 46.52% (Music for All Foundation, 2004).
- A May 2005 study by Fillmore Rydeen of the Oakland Unified School District entitled *Melody or Malady: Middle School Music Programs In an Era of High Accountability*, outlines how students not meeting district and state standards have been removed from music classes in order to take additional math and language arts classes, so that music classes no longer represent the population of the school. In fact music class enrollment did not represent the general school population in the categories of ethnicity, bilingual status and California Standards Test (CST) proficiency levels. Black and Latino students are underrepresented in middle school music classes while White and Asian students are overrepresented (2005).
- A Los Angeles County Arts Commission study entitled *Arts in Focus* (2001) revealed that most of the 82 public school districts in Los Angeles County dedicated less than 1 percent of their total budget to arts education. The main finding of the report was that most children in the county received *ad hoc* exposure to the arts without any coherent, sequential arts education. The report also indicates that many schools would not have any arts education programming without the aid of parent organizations, special fundraising, and grants (2001).



- A Rand Corporation study entitled *Arts Education Partnerships* (2004) states that despite research linking arts education to desirable academic, psychological, cognitive, developmental, and social outcomes (Deasy, 2002; Fishek, 1999) and despite widespread public support for arts education, in schools across the country, art education has most often been limited to merely exposing students to the arts, rather than providing a substantial, sequential curriculum comparable to other core subjects.

Access and Equity Issues Compounded in Schools in Low-income Areas

The elimination or atrophy of arts education in high priority schools deprives students of a visual and performing arts education, while students in wealthier schools receive it as a matter of course.

- In a report entitled *Academic Atrophy*, the Council for Basic Education states, "In early 2004, a Council for Basic Education survey indicated that 25% of principals had cut arts education and 33% anticipated further reductions. In high-minority schools, the numbers were higher at 36% reporting decreases and 42% anticipating more cuts in the near future" (Zastrow, 2004).
- The report continues, "The possibility that minorities are more likely to experience a narrowing of the curriculum raises important questions of educational equity. . . . [we] must maintain a long-term vision of what constitutes educational excellence, one that both incorporates and moves well beyond literacy and numeracy. Though we must certainly strive to close racial achievement gaps in mathematics and reading, we run the risk of substituting one form of inequality for another, ultimately denying our most vulnerable students the full liberal arts curriculum our most privileged youth receive as a matter of course. While the need to boost poor and minority students' mastery of foundational skills certainly justifies strong measures, we still know far too little about the long-term effects of a system that denies these students access to art education. The prospect of two-tiered curriculum— liberal arts and visual and performing arts for the privileged and fundamental skills for the most vulnerable should create a stir" (Zastrow, 2004).
- The *Sound of Silence* report from Music For All (2004) states that, "Many low-income, low-performing elementary schools have curtailed or eliminated general music, and in some cases instrumental music, because of the demand placed on teachers and administrators by the state of California to increase Academic Performance Index scores. Additionally, elementary schools throughout the state have implemented 'literacy blocks' which provide two or more mandatory hours of specialized instruction in reading and/or math during which no other activities can take place. The fact that many California school districts defer decisions regarding the offering of music instruction (and other arts) at the elementary level to individual elementary school site-based management councils. . . exacerbates the problem" (Music for All Foundation, 2004).
- In *Curtain Call*, the National Education Association's Kristen Loschert asserts that, "The very students NCLB is most aimed at helping—those who are low-income, minority and academically vulnerable—are the ones studies consistently show stand the most to gain from regular arts instruction" (NEA Today, 2004, November).

Challenges to Arts Program Implementation

According to a statement by California State Superintendent of Public Instruction, Jack O'Connell, "Arts education is a pivotal component of a complete education. Ensuring access to the visual and performing arts must be a part of the educational offering for all California students. At this juncture, the challenge of ensuring all students have access to this quality instruction is largely fiscal in nature." (2002).



While evident that arts education programs do rise and fall in tandem with the ups and downs of the budget, many California schools have marginalized the arts since the 1970s, regardless of budget health. Similarly, the challenges in establishing arts programs predate *No Child Left Behind* and mandated testing. That said, however, the combination of dwindling state monies for education, the emphasis on standardized tests, the relationship between those test scores and federal funds for schools, and the fact that the arts are therefore not prioritized, is a potentially deadly context for arts education.

According to a recent analysis by the Education Commission of the States of national press coverage of arts education issues, "There is the perception among arts education advocates that an increased focus on testing of core subjects such as math and reading have narrowed public school curricula. . . . While 'richer' school districts can afford to maintain their arts program and 'poorer' schools go without, the inequality of students' educational experiences is largely glossed over by the media" (Education Commission of the States, in press).

In *Art Education* (2005), Linda Chapman reports, "a recent survey indicates that 82% of parents of public school students and 80% of the general public are concerned that an intense focus on tests in English and math 'will mean less emphasis on art, music, history and other subjects' (Rose & Gallup, 2003, 46). In early 2004, 21 states were considering legislation to refuse all NCLB funds or those for particular programs (Manzo, 2004). Several states have recently defined 'basic,' 'adequate,' or 'quality' education to encompass studies of the arts (NAEA, 2004)" (Chapman, 2005).

In the same article, Chapman predicts, "the proliferation of mandated tests in the next decade likely means that time for instruction will be reduced. In elementary schools, test-preparation and test-taking may well exceed the 26 hours typically devoted to visual arts instruction in a year (National Center for Education Statistics, 2002)" (Chapman, 2005).

In establishing education priorities—which dictate budget allocations, instructional strategies, and time—schools often put the arts on the fringes of education. Prescribed curricula, prescribed teaching methods, and prescribed time requirements for certain academic subjects have edged arts education out of the schedules of many students. While it is not advisable to pit one subject area against another or to suggest that accountability measures are not important, there is a basic inequity that must be addressed.



CONCLUSIONS AND RECOMMENDATIONS

The visual and performing arts provide crucial skills, abilities, and training that are not provided by any other core curricular subject. The priorities of any educational policy and budget allocation process must include the arts if we are dedicated to providing all children with the theoretical and experiential foundation they need for their future intellectual, social, emotional, creative and vocational success. Employers most value critical thinking skills, creativity, and the ability to work well with others on a project team—all benefits of an education in the arts.

In order to ensure that the arts are taught in a way that will develop the skills and abilities that have been enumerated here, there the State must enact new policies that support the implementation of *each* of the core curricular subjects, not only those subject areas that are included in standardized tests.

It is clear that if a child has come from an economically deprived or emotionally chaotic environment, the skills, abilities and experiences provided through a substantive, sequential arts curriculum are *particularly* beneficial to that child's eventual success in life and work.

The growing trend of educational inequity with regard to arts education in the public schools must be addressed and remedied through state action. The State must direct local school boards to update their curriculum policies to be inclusive of adopted courses of study as defined by California Education Code.

A new Harris Poll released in June 2005 on the attitudes of Americans toward arts education revealed that 93 percent of Americans agree that the arts are vital to providing a well-rounded education for children. Additionally, 54 percent rated the importance of arts education a “ten” on a scale of one to ten (Americans for the Arts, 2005).

The public supports arts education, educators and researchers agree that the arts provide a critical link to learning, and existing laws lay the foundation for action. What California students need now are stronger policies that will ensure true access to a quality arts education for *all* California students.

Policy Recommendations

QUALIFIED TEACHERS. Every student shall receive instruction from qualified, credentialed teachers who are prepared to teach in each of the curriculum areas as defined by California Education Code 51210 and 51220. Specifically, a single subject credential in dance and theatre must be available in order for schools to fully comply with No Child Left Behind requirements for highly qualified teachers.

UPDATED CURRICULA. Every student shall be taught with updated curricula that include adopted courses of study as defined by California Education Code 51210 and 51220.

IN-SCHOOL INSTRUCTION. Every student shall receive a comprehensive, balanced, sequential and rigorous arts education, taught during the regular school day.

STANDARDS-BASED INSTRUCTION. Every student shall be taught according to California state standards in each of the visual and performing arts disciplines—music, dance, theatre and visual arts—as a basis for their sequential curriculum from pre-K through 12th grade.

STUDENT ASSESSMENT. Every pre K – 12 standards-based arts course and program shall include appropriate, formative and summative student assessments, and a statewide arts assessment shall be administered at the 4th and 8th grade levels.

ACCOUNTABILITY. Every school shall post a school accountability report card that indicates the status of student arts participation, arts curriculum policies, and arts assessment in selected grades.

ADEQUATE FUNDING. Every student shall receive arts instruction that is adequately funded at the district and state levels, with provisions for arts administration, curricula, instruction, and materials.

...if a child has come from an economically deprived or emotionally chaotic environment, the skills, abilities and experiences provided through a substantive, sequential arts curriculum are particularly beneficial to that child's eventual success in life and work.



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APPENDIX A
CURRENT CALIFORNIA STATE POLICIES

Access and Participation	
Schools or districts required to provide arts instruction.	Education Code 51210 (grades 1-6) Education Code 51220 (grades 7-12)
Coursework in the arts required or a stated option for high school graduation.	Education Code 51225.3 Minimum state graduation requirements - 1 year of visual and performing arts or foreign language University of California and California State University set the requirement of a minimum of one year of an art; known as the “F” requirement, for admissions to their 33 universities in California http://www.cde.ca.gov/ci/g/hs/hsgrtable.asp
Standards, Curriculum & Assessment	
State policy relating to content standards in the arts.	Education Code 60605.1 “ ...adopt content standards in ...visual and performing arts...intended to provide a framework for programs...nothing...to require a school to follow the content standards...”
Arts defined as a core subject or an academic subject.	Identified as adopted course of study per Education codes 51210 and 51220
Instructional materials	Education code 60242 Instructional materials; guidance for when funds may be used for visual and performing arts
State or district assessment in the arts required.	Local issue. No statewide accountability system. Education Code 60605.1c “Nothing...mandating an assessment of pupils in the visual or performing arts.”
Teaching Quality	
Certification or licensure requirements for arts teachers or specialists.	California Commission on Teacher Credentialing (www.ctc.ca.gov) provides Single Subject Credentials in Visual arts and Music; Theatre is under an English Credential, Dance is under a Physical Education Credential. Supplemental and Subject Matter Authorizations are available for Visual arts, Theatre, Music and Dance, attached to other Single Subject or Multiple Subject Credentials.
Arts requirements for certification or licensure of regular classroom teachers.	1 unit of Visual and Performing Arts is now required in the Multiple Subject Credential training. Questions relating to visual and performing arts are included in the California Subject Examinations for Teachers (http://www.cset.nesinc.com/)



Professional Development	Education Code 99200-99205 Subject Matter Projects, with The California Arts Project (TCAP) one of nine inter-segmental (K-post secondary) professional development projects. For TCAP www.csmptucop.edu/tcap
State-Level Initiatives	
State arts education programs or initiatives.	Education Code 8820 - Arts Work Visual and Performing Arts Grant Program, line item state budget. Eliminated in budget in 2004-05 and 2005-06. Education Code 8810-8819.5 California Art Council's Local Arts Education Partnership Program. Administered by the California Arts Council. Funded by graphic design license plate.
State-sponsored school for the arts.	California State University Summer Arts - legislated 1985 for college students and high school seniors; held at CSU Fresno, Fresno, CA, each summer. www.calstate.edu/summerarts California State Summer School for the Arts: Inner Spark - legislated 1985 for high school students; held at California Institute of the Arts (CalArts) in Valencia, CA, each summer. www.csssa.org

~Format adapted from Education Commission of the States



APPENDIX B

OTHER STATES' POLICIES IMPACTING ARTS EDUCATION

ARIZONA

Arizona's Arts in Education Initiative - Arizona Superintendent Tom Horne announced in his January 2004 State of Education speech, "We must enrich every student with a thorough exposure to the arts." To that end, the department has launched an initiative to incorporate arts into the curriculum in every school in the state. The intent of this initiative is:

- To increase the quality and comprehensiveness of arts education offerings in Arizona's schools
- To measure the benefits of arts education for Arizona's students, including how arts education can serve as a basis for comprehensive school reform. Measures will include academic performance of participating students both within the arts and in the currently tested areas of reading, writing and mathematics.

<http://www.ade.az.gov/asd/arts/>

ARKANSAS

Signed into law 04/2001 pre-K-12

Requires public elementary schools to provide instruction in the subjects of visual arts or music for all students. Mandates 40 minutes of music and 40 minutes of visual arts per week at the elementary school level.

Title: H.B. 1883
Source: Lexis-Nexis/StateNet

KENTUCKY

Signed into law 03/2003 pre-K-12

Requires the department to create a program to promote the integration of the arts and foreign languages into the elementary school program. Schools are to submit applications, with the department granting funds to at least one school per region, giving preference to schools that do not already have a comprehensive arts and foreign language program. Requires programs to include a number of specified components, including integrating arts and foreign language across the curriculum and instruction in each of the four disciplines of dance, drama, music and the visual arts that includes the core content skills and knowledge taught in a sequential manner and includes all students in the elementary school.

<http://www.lrc.state.ky.us/RECORD/03RS/SB154/bill.doc>
Title: S.B. 154
Source: www.lrc.state.ky.us

MINNESOTA

Signed into law 05/2003 pre-K-12

Effective the 2003-04 school year and later, bars the state education commissioner from implementing the profile of learning portion of the state's results-oriented graduation rule, or classroom assessments that schools must use. Replaces references to "results oriented graduation rule" with "academic standards." (Retains requirement that students pass basic skills test to be eligible for high school graduation.) Requires students to complete district-determined course credit requirements to be eligible for high school graduation starting with students entering the ninth grade during the 2004-05 school year.



http://www.revisor.leg.state.mn.us/cgi-bin/getbill.pl?session=ls83&version=latest&number=HF302&session_number=0&session_year=2003
Title: H.F. 302 (multiple provisions)
Source: www.revisor.leg.state.mn.us

NEW MEXICO Signed into law 04/2003 pre-K-12

Enacts the Fine Arts Education Act; provides funding for fine arts in public schools through the funding formula; defines the number of program units for teachers certified by the national board.

Title: H.B. 12
Source: StateNet

NEW YORK

The New York *Learning Standards for the Arts* parallel national standards but a major difference is that the New York standards, as adopted by the New York Board of Regents in 1999, *entitles* public school students to instruction in the arts, whereas the national standards are voluntary. In addition, students are entitled to instruction from certified instructors.

As it stands now, the arts are mandated in all four arts disciplines in the

“Regulations of the Commissioner” but the amount varies across grade levels. The instructional requirements by grade level include: public school students in pre-kindergarten-K are to receive instruction in music, visual arts and creative play; students in grades 1-6 are required to receive instruction in visual arts, music, theatre and dance; students in grades 7-8 are required to take one-half unit of study in music and one-half unit of study in visual arts; students entering grade nine (as of 2001) are required to complete one unit of credit in the arts (dance, music, theatre or visual arts) in order to receive a high school diploma. In addition, high school students must have access to music and visual arts courses and dance, music, theatre and visual arts courses should be calculated in the computation of a student’s grade point average and class rank.

*Arts Education: Trends in Public Policy
Development and Implementation
Illinois Arts Alliance, Sept 2004*

OKLAHOMA

In 1990 the Oklahoma State Legislature identified the arts as part of the core curriculum in HB 1017. Based on recommendations from the Oklahoma Curriculum Committee, the arts were further defined as visual arts and music. Following the passage of HB 1017, which mandated visual arts and music instruction, *Learner Outcome and Curricular Standards* were developed and presented at public hearings. These standards suggested what schools should offer and teach in grades 1-12. One unit of music and one unit of visual arts were detailed in the standards (dance and theatre was not mentioned). The *Learner Outcome and Curricular Standards* were distributed to schools in 1992. In 1993 the State Board of Education passed high school graduation requirements – one unit of visual arts and one unit of music were required by law.

It is up to the superintendent and school board in each district to determine how to allocate funding for, how to teach and now how to test the arts. Although the arts are considered part of core curriculum, legislation only says that all students “should receive” instruction in the core areas. The legislation does not articulate a time requirement, nor are any penalty specified if a school does not provide the instruction outlined through the standards. In other words, the State Board of Education cannot control curriculum or spending decisions; rather they can only encourage the development of quality arts



programs. So while the arts, at least music and visual arts, are mandated in legislation, the quality and quantity of the arts programs varies district by district.

*Arts Education: Trends in Public Policy
Development and Implementation
Illinois Arts Alliance, Sept 2004*

RHODE ISLAND

The arts are included as a required proficiency for graduating seniors. Proficiency is defined as, "Demonstrated standards-based skills and/or knowledge judged on evidence provided by the learner." In May 2003, Rhode Island Arts Learning Network teams presented proficiency assessments based on their work, which exists as guidance to all Rhode Island districts.

<http://www.riartslearning.net/generalinfo/proficiency.php>

TEXAS

Signed into law 6/13/03 pre-K-12

Currently, a school district is required to offer both foundation and enrichment curricula. However, as a condition of accreditation, a school district is required to provide instruction using the Texas Essential Knowledge and Skills (TEKS) in the foundation curriculum, whereas in the enrichment curriculum, the TEKS standards are only required to be used as guidelines. S.B. 815 repeals language describing the requirements for the enrichment curriculum and provides that a school district must provide instruction of certain essential knowledge and skills in the enrichment curriculum as a condition of accreditation.

The foundation content areas consist of English language arts, mathematics, science, and social studies. The enrichment content areas consist of fine arts, languages other than English, health and physical education, economics, career and technology education, and technology applications. With the passage of SB 815, however, the TEKS are now required (not as guidelines) of all Texas school districts when providing instruction in art, dance, music, and theatre.

Title: SB815

<http://www.capitol.state.tx.us/cgi-bin/tlo/textframe.cmd?LEG=78&SESS=R&CHAMBER=S&BILLTYPE=B&BILLSUFFIX=00815&VERSION=5&TYPE=A>

UTAH

Signed into law 03/2001 pre-K-12

Requires music, visual arts, dance or theater instruction to take place in elementary schools.

Title: H.B. 174

Source: Lexis-Nexis/StateNet

VIRGINIA

Signed into law 04/2004 pre-K-12

Requires local boards to incorporate art, music, and physical education as a part of the instructional program at the elementary school level, and to employ five elementary resource positions per 1,000 students in kindergarten through grade five for art, music, and physical education.

<http://leg1.state.va.us/cgi-bin/legp504.exe?041+ful+CHAP0955>

Title: H.B. 1014

Source: leg1.state.va.us

WISCONSIN

Wisconsin has had a state mandate for art and music since 1973, with additional requirements added in 1988. This mandate requires students in grades K-6 to have art and music instruction at least weekly (75 minutes recommended), taught by a licensed art or music teacher. In addition, students in grades 7-12



must be offered classes in music and art. Noncompliance with the state mandate could jeopardize a school district's funding.

*Arts Education: Trends in Public Policy
Development and Implementation
Illinois Arts Alliance, Sept 2004*

[Editor's Note: The information listed above is a sampling of other states' arts education policies. The Education Commission of the States plans a more definitive publication of states' arts education policies in each of the 50 states in Fall 2005.]

GRADUATION REQUIREMENTS

According to the 2004-05 State Arts Education Policy Database compiled by the Arts Education Partnership, **eighteen** states now require the equivalent of 1 or more full years in the visual and performing arts for all students as a stand alone requirement (not shared with another subject area). California currently has a shared requirement of 1 year of visual and performing arts or foreign language.

Arkansas	Montana	Texas
District of Columbia	New Hampshire	Utah
Kansas	New Jersey	Vermont
Maine	New York	Virginia
Maryland	Oklahoma	Washington
Minnesota	South Dakota	West Virginia

STATES OFFERING SINGLE SUBJECT DANCE AND THEATRE CREDENTIALS

Alabama	Louisiana	Ohio
Alaska	Maryland	Oklahoma
Arizona	Massachusetts	Rhode Island
Arkansas	Minnesota	South Carolina
Connecticut	Mississippi	Tennessee
Delaware	Missouri	Texas
District of Columbia	New Hampshire	Utah
Florida	New Jersey	Vermont
Georgia	New Mexico	Virginia
Illinois	New York	Washington
Kentucky	North Carolina	Wisconsin

*~Information compiled by Dale Schmidt,
New Jersey Department of Education, updated 7/10/05*



APPENDIX C

CAAE STATEMENTS OF BELIEF

The Board of Directors and membership of the California Alliance for Arts Education (CAAE) agree that arts education (in dance, music, theatre, and visual arts), taught by qualified arts teachers and grounded by a standards-based curriculum, contributes to the development of a creative, caring, discerning, knowledgeable, self-disciplined, inquiring, and motivated individual. California is a state with great population diversity, and individual attributes such as those developed through arts education can promote appreciation and understanding of each other and of other cultures. Arts education also contributes to the economy as high school and college graduates find employment in California's vast arts and entertainment industries and/or add to their enjoyment of life through attendance at performances and exhibits.

To these ends CAAE invites all Californians—educators, parents, elected and appointed officials, community members, business and industry—to join us in support of the following beliefs.

First, every preschool through post-secondary student in the state shall have an education in the arts.

This is a comprehensive, balanced, sequential, in-school program in the arts; taught by credentialed teachers, and designed to meet the Visual and Performing Arts Content Standards for California Public Schools. The curriculum must address all five strands of the California Standards for the visual and performing arts courses as well as connections to the humanities and integration with other subject areas.

Second, to ensure a basic education in the arts for all students, the arts must be included as serious, core academic subjects. A core discipline requires sequential curricula throughout the grades, regular time-on-task, qualified teachers, appropriate arts facilities, and high quality instructional materials. Particularly in the elementary and middle school grades, all students shall have instruction in all the arts. At the middle school and high school grades, a student shall be able to specialize in one art form, both practicum and theory. Arts instruction throughout the grades shall include the same academic rigor and high expectations as other core subjects.

Third, education policy makers shall incorporate the multiple lessons of recent research concerning the value and impact of arts education.

The arts have a unique ability to communicate the ideas and emotions of the human spirit and connect us to our history, democratic traditions, heritage and culture. Recent research has substantiated these benefits of arts education. Further, CAAE believes that continuing research regarding arts education is essential and shall be supported by colleges and universities, foundations, and individual endeavors. Topics can include the value and impact of arts education on achievement in other core disciplines, the positive impact of arts education on student attendance and behavior, the impact of arts education as tools for learning and self-expression, and the impact of arts education on understanding, lifelong learning and worthy use of leisure time.

Fourth, qualified arts teachers at all grade levels are essential for quality instruction in arts education. Teachers of the arts shall have knowledge and experience with the arts and humanities appropriate to the grade level and arts discipline(s) they will teach. This implies the need for in-depth teacher preparation in colleges and universities (teaching methods classes and rigorous art studies) from faculty who themselves are knowledgeable and experienced in the arts discipline and have experience with students



in Pre K-12 education. Such instruction shall also address diverse learning styles of all students, inclusive of race, culture, religion, socio-economic factors and disability. This also implies the importance of an understanding of the content and methodologies of arts education in the training of school and district administrators. To ensure the maintenance of quality arts education, there must be ongoing professional development for teachers and administrators.

Fifth, arts education programs, grounded in rigorous instruction and taught during the regular school day, shall include assessment of student academic progress and performance.

Such assessment is related to the Visual and Performing Arts Content Standards for California Public Schools. Assessment includes clear tasks with clear criteria for creative expression, knowledge and understanding.

Sixth, an alliance of diverse stakeholders is the most effective means for advancing the arts in education.

Alliances include schools and districts with artists and community resources, parents and parent organizations with educators, school and district partnerships with business and industry, and school and district partnerships with arts providers.

Seventh, arts education must be adequately funded at the district and state levels.

Policy makers shall fund the arts (dance, music, theatre, visual arts) in public schools from public funds with similar consideration and priority as the other core subjects.

In conclusion the Board and members of the California Alliance for Arts Education —on behalf of the students of California that we teach, administer, nurture—ask all Californians who care deeply about making the whole spectrum of cultural and cognitive development available to students, to join us in protecting and advancing opportunities for all students to receive an education in the arts.



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