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5-10-1976

Arts and Humanities: Senate Report (1976): Report 02

Bob Black

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ALICE M. RIVLIN
DIRECTOR

CONGRESS OF THE UNITED STATES
CONGRESSIONAL BUDGET OFFICE
WASHINGTON, D.C.

May 10, 1976

Note to Livingston Biddle:

Enclosed is the draft cost estimate of the bill. If you have any questions please call me (x-54972). Please inform me if the authorization levels change.

Bob Black

Enclosure

REPORT

ARTS AND HUMANITIES REAUTHORIZATION

(SUBCOMMITTEE DRAFT)

CERTAIN SECTIONS

(Second Version -- May 10)

LEGISLATIVE CONSIDERATION

The Special Subcommittee on Arts and Humanities of the Committee on Labor and Public Welfare held joint hearings on S. 1800, S. 1809, H.R. 7126, and related legislation with the Select Subcommittee on Education of the House Committee on Education and Labor on November 12, 13 and 14, 1975. With regard to provisions to assist the nation's museums, it should be pointed out that in addition to the above-mentioned hearings comprehensive hearings on museum needs were held by the Senate Subcommittee in 1973 and by the House Subcommittee beginning at a similar time and extending more recently to regional hearings held in 1975. Traditionally the two Subcommittees have worked in close cooperation and have shared together an extensive body of material and information.

HISTORICAL BACKGROUND

The National Foundation on the Arts and Humanities was established in 1965 by Public Law 89-209. The original Act, the first of its kind in our nation's history, was thereafter amended in 1967 by Public Law 90-348; in 1970 by Public Law 91-346; and in 1973 by Public Law 93-133. The 1965 legislation created the National Foundation on the Arts and Humanities and its two cooperating entities, the National Endowment for the Arts and the National Endowment for the Humanities. The Endowments have Presidentially appointed Chairmen and Councils to oversee the awarding of grants, some of them matching, which the two Endowments are authorized to make. The National Endowment for the Arts and the National Endowment for the Humanities have joint administrative staff who report to both Chairmen.

NATIONAL ENDOWMENT FOR THE ARTS

The Committee is particularly gratified by the Arts Endowment's overall program which brings quality in the arts to an ever increasing number of Americans--regardless of their geographical location, or economic circumstances.

3)

The Endowment as Catalyst

~~THE ENDOWMENT AS CATALYST~~

The Committee believes that the Arts Endowment is continuing to fulfill its important role as a catalyst in the development of the arts. It applauds the wisdom of assisting existing organizations to enhance their activities while at the same time exerting leadership in the development of new organizations. The Committee cites as examples the more than 50 resident professional theaters and 60 resident professional dance companies now in operation. In the ten-year span of the Endowment's life, these groups have dramatically increased. Ten years ago, the number of resident theater groups was 15 and the number of dance companies only ten.

During the past three years, the two groups have almost doubled in numbers, showing an increasing momentum. The Committee is mindful of the Endowments constructive programs to assist our nation's orchestras and opera companies, and individual artists in all fields of endeavor; and it looks forward to a continuing growth of the arts, so that their benefits can reach all parts of our country.

Regional efforts

The Committee has urged the development of regional arts activities involving state cooperation and notes that there are at present seven regional coordinators assisting many states in undertaking projects on a intercooperative basis through such regional organizations as ^{the} Western State Arts Foundation, the Upper Mid-West Regional Arts Council, the Mid-America Arts Alliance, and the Southern Federation of State Arts Agencies. Funding for these organizations has more than doubled, from \$306,617 in fiscal year 1974 to \$1,374,000 in fiscal year 1976.

Public media

The Committee is pleased to report since fiscal year 1974, when the latest previous reauthorization occurred, the Arts Endowment has funded seven series for public television broadcasting: ~~beginning this year~~ Dance in America; Drama by American Authors; Live Performances at Lincoln Center; Women Artists (pending National Council approval); and three American Film Series on Immigrant Film Directors, Blacks in American Film and American Indians in Film.

continued --

3)

Historic Preservation

The Committee commends the Arts Endowment for the initiatives it has taken in projects which are of abiding value to our nation, and recalls in its report on the last previous reauthorization legislation recommending that the ~~end~~ Endowment only support projects of such value and quality, in particular reference to the Bicentennial. In this regard, the Committee encourages the Endowment to place an ~~increasingly~~ an important emphasis on projects related to the preservation and enhancement of our country's historic houses and landmarks, so that, in accord with the Declaration of Purpose of the initial enabling legislation we may achieve "a better understanding of the past."

6)

Additional Research

The Committee notes favorably that the Arts Endowment has increased its capability to research needs in the arts. In this regard, the Committee wishes especially to emphasize that its requested study of theater needs, including the commercial theater as it relates to non-profit theater activities and as general needs relate to the entire development of this important art form, is long overdue. The Committee expects a thorough report on this matter within the next year.

78)

State arts agencies

The testimony received by the Committee focused on the encouraging growth in the support, scope and quality of State arts agencies created under section 5 of the Act.

The increase in the minimum grant to over \$200,000 for each State has had beneficial results. State art agencies have become leaders in providing a wide variety of programs to meet local and community needs.

8)

When the Endowment began its assistance to the States ten years ago, State funding for the arts was approximately \$4 million per year in total. Today's total exceeds \$60 million. The Committee places great significance on this 15-fold increase. It demonstrates that the States are giving growing priorities to the arts and that there is substantial and growing grass-roots support for them, in keeping with findings, which were reported in the hearings, of Louis Harris, the well-known poll taker and Chairman of the Associated Councils of the Arts. Mr. Harris has emphasized that the American people in the years ahead will be searching for "a quality of experience to fit the quality of life." In this search, he has pointed out, "the arts are central."

Financial Needs

The Committee received comprehensive testimony from the National Committee for Cultural Resources regarding the financial needs of the non-profit arts in the United States. Based on extensive research, this Committee recommends that "Federal aid should provide an average of no less than 10 per cent annually of the funds needed by the arts organizations of the nation." Based on this assessment, this Committee urged that a minimum of \$225 million be authorized -- and appropriated --

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to meet most pressing needs. ^P The Labor and Public Welfare Committee carefully considered this recommendation. It believes that there are many unmet needs in the arts. It recognizes that inflation plus recession have placed often critical limitations on the development of our cultural resources, at the very time when our people are placing increasing demands on these resources to benefit the quality of their lives. It recognizes that the arts, and the manifold related businesses with which they are involved -- from tourism, to the vast assortment of art supplies and suppliers, to the construction or improvement of art facilities which frequently serve as focal points for community growth and the attraction of industry -- have a highly important economic impact. It recognizes that the arts are labor intensive -- that when a major orchestra performs, for example, 100 individual musicians, 100 jobs, are involved. It also recognizes the present appropriateness of the ten percent figure. The Committee continues to believe that the Federal role should never be dominant and that the federal investment should constantly be used to stimulate non-federal assistance. While the authorized amounts are well below those recommended to the Committee -- and also well below those adopted by the Senate in 1973 -- the Committee believes they are in keeping with the necessity for fiscal restraint and that they offer an opportunity for future needed growth.

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NATIONAL ENDOWMENT FOR THE HUMANITIES

~~National Endowment for the Humanities~~

The Committee is pleased to acknowledge accomplishments of the Endowment during the past three years since reauthorization.

1. The Endowment's Research Division is described by the Endowment Chairman as "the smallest of its programs supporting the works of scholarship which, although they descend to the benefit of the nation as a whole, can only employ the minds of a few." In a Bicentennial program to reach a wider audience, this Division is supporting the preparation of special histories of each State in the Union, "written for the general reader by distinguished writers."

2. The Division of Education has embarked on a series of experimental grants to include major metropolitan museums and libraries as focal points for year-long educational programs for urban populations.

3. The Division of Fellowships traditionally serves to enhance the competence of scholars and teachers in the humanities. It has recently broadened its program to include journalists, lawyers, medical practitioners and public administrators, so that they may have a greater awareness of the values of the humanities.

4. The Endowment has helped to support Public Televisions, "The Adams Chronicles," the widely acclaimed saga of the Adams family; and it has assisted in funding ~~the~~ such major exhibitions as the display of Impressionist paintings from the Soviet Union at the National Gallery, the Tapestry Masterpieces exhibition at New York's Metropolitan Museum of Art and the showing of Chinese archeological treasures in San Francisco and Kansas City.

The Committee, however, believes that ^{much} more needs to be done if the values inherent in the humanities are to be better understood and appreciated by our people.

State Humanities Programs

For the first time since enactment of the Arts and Humanities legislation in 1965, there is specific language included for a State Humanities program. In the past the Committee has urged the Humanities Endowment to formulate such a program. In 1975 the Endowment reported that there were State programs in all 50 States. Accordingly, S. 1800 introduced by the Chairman of the Subcommittee, Senator Pell, and co-sponsored by Senator Javits, contained a legislative provision aimed at giving legislative authority to these programs, and at giving the States themselves the opportunity to develop their own programs in answer to their own desires and needs.

The Committee points out that the State program for the Humanities is presently conducted through committees in each State and that the leadership of these committees emanates through appointment from Washington and the Humanities Endowment, rather than emanating from the States themselves. In turn, the committee leaders and chairmen are responsible for the selection of committee members.

In contrast, from ~~the~~ ^{its} outset in 1966, the States' arts program has emanated from the States, with chairmen and members of State arts councils appointed by the Governors of the States involved.

State Humanities committees conduct programs in accordance with specific themes related to particular subject areas in a given year. In contrast, State arts programs are not restricted to such themes and thus ~~have~~ are responsive to a wide variety of application each year.

The Committee recognizes ~~that~~ the meritorious quality of State Humanities programs, as well as the caliber of leadership involved. However, it believes that the States themselves should have the determining voice in the development of State programs.

Therefore the bill provides for a phase-in of State leadership in cases where State committees continue to function. After a three year period dating from enactment of the legislation, a majority of committee members will be gubernatorially appointed. The legislation also provides for federal funding by the Endowment of existing ~~existing~~ State agencies which in eleven States combine the Arts and Humanities within one entity. The bill also allows for States to create a new entity exclusively for the Humanities. Among these three options one ~~entity~~ agency or committee must be designated as the sole agency for support by the National Endowment for the Humanities under this Act.

The funding formula follows precisely that applicable to the State arts program, with initial bloc grants prescribed at a minimum of \$200,000 annually.

12)

The Committee looks forward to increased grass roots impact of the Humanities program. It remembers that in the early days, when the enabling legislation was under consideration, the Humanities community provided the inspiration and national impact which were primarily responsible for bringing the overall legislation into reality.

Over the years the programs of the Arts Endowment appear to have surpassed in impact those of the Humanities. The Committee believes that much of this increasing impact of the Arts is attributable to the marked success of the State arts programs. This report has earlier mentioned the 15-fold increase in State funding for the arts in ten years, since the legislation creating the State-federal partnership was enacted. In addition, the Committee points to and commends closely related developments in the growing priorities municipalities are placing on the arts as reported in the hearings, ~~on the development of community arts centers~~ and the development of community arts centers especially for the underprivileged and economically deprived, as well as the dramatic growth of community arts councils from less than 100 to more than 1,000 in ten years.

These developments serve to underscore the worth of the federal investment in the Arts. It is hoped that results indicating a like impact of the Humanities program can subsequently be reported. The Committee believes that the legislation it is reporting will help to make this possible, both at the State and community level and with respect to the innovative Bicentennial Era challenge program for the Humanities Endowment described below in this report.

American Film Institute (AFI)

The Committee wishes to note the accomplishments and growth of the American Film Institute over the past three years. In particular, the Committee applauds the success of the Institute in generating a broader base of non-federal support. The Institute has more than doubled this support since 1973, as the table below demonstrates. Current estimates indicate an additional 28 per cent increase, from \$1,861,360 in 1975 to \$2,370,375 in 1976. In contrast, support from the National Endowment for the Arts has increased by 17 per cent -- from \$1,100,000 in 1975 to \$1,290,000 in 1976. The figures show that the Institute has achieved a better than dollar for dollar match, with respect to federal assistance.

Analysis of growth of American Film Institute self-generated revenue

AFI self-generated revenue:

Fiscal year:

1973	-----	\$922,600
1974	-----	1,327,400
1975	-----	1,861,360
1976	-----	¹ 2,370,375

NEA general grant:

Fiscal year:

1973	-----	1,100,000
1974	-----	1,100,000
1975	-----	1,100,000
1976	-----	1,290,000

¹Estimated.

9/14)

Accomplishments of the Institute, as reported by its
Director George Stevens Jr. at the hearings, include:

Incident ✓

the preservation of more than 12,500 motion pictures through its collection at the Library of Congress, an ongoing program directed at ensuring the safety of a large portion of America's film heritage;

Incident ✓

the compilation of the AFI catalogue, a partially completed, projected 19-volume series which will document every feature film produced in the United States since 1893;

training and education in filmmaking at the Institute's Center for advanced Film Studies in Beverly Hills, California, in which more than 1000 young professionals participated in the past year;

special internships for aspiring film directors to work with established professionals;

a pilot training program designed to aid women already working in motion pictures to gain the experience needed to achieve positions as film directors;

the Independent Filmmaker Grants program which has provided support to over 150 filmmakers since 1968;

the operation of the AFI Theatre in the John F. Kennedy Center for the Performing Arts as a gallery of film showing over 600 motion pictures a year, and offering an outreach program of assistance to regional theatres in exhibiting special film programs.

Committee Oversight

During the past year the Subcommittee on Arts and Humanities carefully reviewed the relationship between the Endowment and the Institute. The Institute is unique in its having been established by the Endowment in 1967 in order to improve quality in the major art forms of film and television. The Institute's mission is both educational and archival. From the beginning, it was clearly recognized that the success of AFI would depend on a combination of federal and non-federal funding, with emphasis on developing broad cooperative support. The Subcommittee urged the establishment of procedures which would maximize the development of such support, including procedures which would afford maximum opportunity for the appropriate growth of the Institute and its significant endeavors with Endowment assistance.

Accordingly, the Committee is gratified by the letter, whose text is printed below, addressed to the Chairman of the Subcommittee, with an identical letter going to the Chairman of the Subcommittee in the House of Representatives.

ARTS AND HUMANITIES

FUNDING LEVELS

The Special Subcommittee on Arts and Humanities has prepared the following table, showing the recommended funding levels for the legislation.

(in millions of dollars)

	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
Title I				
Endowment for the Arts	<u>100</u>	<u>115</u>	.....	.....
Endowment for the Humanities	90	105	.....	.....
Title II				
Museum Services	15	25	.....	.....
Title III				
Arts Challenge Grant Program	15	20	.....	.....
Title IV				
Arts Education Program	10	10	.....	.....
Title V				
Humanities Challenge Grant Program -- Part A	15	20	.....	.....
Photo and Film Project Part B	5	5	.....	.....
	<u>250</u>	<u>300</u>	.....	.....

The Subcommittee wishes to note that the total sums authorized for fiscal 1977 (\$250 million) is \$2 million less than the total authorized (\$252 million) for Arts and Humanities in the current fiscal year.

In keeping with fiscal restraint the Subcommittee also notes that the \$300 million authorized for fiscal 1978 is \$100 million less than the Senate approved for Arts and Humanities in May, 1973.