

Date of Hearing: April 25, 2018

ASSEMBLY COMMITTEE ON ARTS, ENTERTAINMENT, SPORTS, TOURISM, AND
INTERNET MEDIA

Kansen Chu, Chair

AB 1984 (Eduardo Garcia) – As Introduced January 31, 2018

SUBJECT: Museums: California Museums for All.

SUMMARY: This bill would establish the California Museums for All, under the administration of the California Cultural and Historical Endowment (CCHE), to offer free to \$3 admission fees for low income patrons, as provided, and would provide grants to participating museums for them to, among other things, enhance programs and exhibits to meet the needs of underserved communities or to provide its staff with adequate training and provide resources for collaborative outreach to low-income communities. Specifically, **this bill:**

- 1) Provides that the CCHE shall create and administer a California Museums for All grant program to support increased access to museums for low income communities, as specified.
- 2) Further provides that a museum participating in the California Museums for All may receive a grant from the California Cultural and Historical Endowment if it offers reduced admission fees ranging from free to three dollars (\$3), to specified low income persons.
- 3) Allows a participating museum to also use the grant money to do any or all of the following:
 - a) Enhance its programs and exhibits to meet the needs of underserved communities.
 - b) Provide its staff with adequate training and provide resources for collaboration with the State Department of Social Services and local community service organizations to market the California Museums for All program to low-income communities.
- 4) Defines the term "museum" to mean, "a public or private nonprofit agency or institution organized on a permanent basis for essentially educational or aesthetic purposes that utilizes a professional staff, owns or utilizes tangible objects, cares for the tangible objects, and exhibits the tangible objects to the public on a regular basis. Such term includes museums that have tangible and digital collections and includes aquariums, arboretums, botanical gardens, art museums, children's museums, general museums, historic houses and sites, history museums, nature centers, natural history and anthropology museums, planetariums, science and technology centers, specialized museums, and zoological parks."
- 5) Makes various Legislative findings and declarations.

EXISTING LAW:

- 1) Establishes the California Cultural and Historical Endowment (CCHE), consisting of 10 members as specified. Requires that those appointed be persons with distinguished achievements in specified fields, representative of diverse ethnic and other groups, and be geographically balanced. (Education Code Section 20053 and 20054.)

- 2) Allows the endowment to award grants and loans on a competitive basis to public agencies and non-profit organizations, including museums. Requires that priority be given, among others, to projects to preserve, interpret, and enhance understanding and appreciation of the state's subsequent cultural, social, and economic evolution. Allows the endowment to create financial and other incentives to support specified projects. (Education Code Section 20070.)
- 3) Allows funds to be granted or loaned to a non-profit organization if the non-profit organization enters into an agreement with the endowment on such terms and conditions as the endowment specifies. Specify requirements relating to non-profits and to grants for real property acquisition. (Education Code Section 20073.)
- 4) Requires the endowment, to the extent that funding is available, to establish a program to assist and enhance the services of the state's museums and of other groups and institutions that undertake cultural projects that are rooted in and reflective of previously underserved communities. Specify priorities for the program. (Education Code Section 20091.)
- 5) Creates the California Cultural and Historical Endowment Fund, and requires the endowment to report annually to the Legislature on the condition and status of the fund. (Education Code Section 20062.)

FISCAL EFFECT: Unknown. This measure has been keyed fiscal by the Legislative Council.

COMMENTS:

- 1) *Author and supporter's statement.* According to the author, "Many museums offer programs that target specific, disadvantaged segments of their communities. In 2016, more than 2,000 museums participated in the Blue Star Museums initiative, offering free admission to all active-duty and reserve personnel and their families. (Source: National Endowment for the Arts). This effort served over 923,000 people, while many other museums offer military discounts or free admission throughout the year. Some museums invite veterans to tell first-hand accounts of events in our nation's history or help veterans dealing with post-war stress. Museums provide many social services, including programs for children on the autism spectrum, English as a Second Language classes and programs for adults with Alzheimer's or other cognitive impairments as well. (Source: American Alliance of Museums 'Museums On Call' report, 2013).

"The California Museums for All program will make museum visitation more accessible to low-income individuals and families and will help museums make better connections with underserved segments of their community. For museums participating in the national program, 4.4 percent of their total attendance in the first quarter of 2017 was through the Museums for All program. One of the greatest barriers preventing museums from participating in the national Museums for All program are the indirect costs of staff time to administer and market the program."

The author points out the many benefits of museums and museum attendance, particularly children:

- Students who attend a field trip to an art museum experience an increase in critical thinking skills, historical empathy and tolerance. For students from rural or high-poverty

regions, the increase was even more significant. (Source: Education Next 'The Educational Value of Field Trips', 2014).

- Children who visited a museum during kindergarten had higher achievement scores in reading, mathematics and science in third grade than children who did not. This benefit is also seen in the subgroup of children who are most at risk for deficits and delays in achievement. (Source: Swan, D.W. 'The Effect of Informal Learning Environments on Academic Achievement during Elementary School' paper presented to the American Educational Research Association, 2014).
- Seeing wildlife in zoos and aquariums has a measurable impact on the conservation attitudes and understanding of adult visitors. (Source: Falk, J.H.; Reinhard, E.M.; Vernon, C.L.; Bronnenkant, K.; Deans, N.L.; Heimlich, J.E., Why Zoos & Aquariums Matter: Assessing the Impact of a Visit, 2007).
- Art education has a measurable impact on youth at risk in deterring delinquent behavior and truancy problems, while also increasing overall academic performance. (Americans for the Arts, Arts Facts . . . Arts Programs for At-Risk Youth, 2000).
- Children's museums combine specific learning objectives with play in informal learning environments, which are developmentally appropriate for young children and grounded in well-established pedagogy. (Source: Association of Children's Museums, The Case for Children's Museums. 2005).

Supporters include the California Alliance for Arts Education, who support in part based upon their belief that, "Museums are strong partners in education." As the author notes, "The typical museum devotes three-quarters of its education budget to K-12 students. (Source: American Alliance of Museums 'Museum Financial Information Survey', 2009). Museums help teach the state and local curriculum, tailoring their programs in math, science, art, literacy, language arts, history, civics and government, economics and financial literacy, geography and social studies."

The California Indian Museum and Cultural Center (CIMCC) support is typical of the broad appeal this measure enjoys in the museum and historic preservation/education communities. They base their support on a belief that, "this bill increases access to educational resources and programs that benefit youth and families throughout our state." According to their letter, "CIMCC was founded in 1991 to create a statewide, issues-based museum that gives California Indians a voice in the telling of their histories. CIMCC is a place where the public can learn about tribal perspectives and where Native Americans can proudly view California Indian contributions to civilization. CIMCC's work as a cultural Institution reaches beyond traditional museum roles of education, resources and preservation. It is our goal to provide a forum for civic space, a dialogue for Ideas that Impact the history and future of Californians. We value the State of California's support in broadening museum audiences and helping museums serve all Californians, regardless of socioeconomic status."

2) *The National Museums for All initiative.* This measure is modeled in large part upon a national program, Museums for All, a marketing and outreach program designed to encourage greater access to museums. According to their website, "Museums for All is a cooperative initiative between Association of Children's' Museums and Institute of Museum and Library Services, to offer a signature access program that encourages families of all backgrounds to visit museums regularly and build lifelong museum habits. Any museum that adheres to the following guidelines can be called a *Museums for All* museum:

- Offer individual admission fees ranging from free to \$3.00 (USD) to individuals and families presenting an Electronic Benefits Transfer (EBT) card, and a valid form of photo ID. Museums for All admission rates must be offered for up to **four** individuals per EBT card. This admission rate must be available during all normal operating hours.
- Clearly publicize participation in Museums for All by posting information about access on their websites and other collateral.
- Use the approved Museums for All PR toolkit resources for branding of the program in all communications.
- Train sales and front line staff appropriately to ensure good customer service to individuals and families seeking to take advantage of the Museums for All program.
- Regularly report the number of visitors who utilize Museums for All admission.

3) *Background: California cultural endowment.*

a) *The CCHE* was established in the State Library in 2003 (AB 716, Firebaugh, Chapter 1126, Statutes of 2002) to assist and enhance the services of California's museums and other institutions that undertake cultural projects. It was later moved to the State Department of Resources by AB 482 (Atkins) Chapter 590, Statutes of 2013. The CCHE is led by a 10-member board which includes the State Library (as chair), the Agency, the Director of Finance, three members appointed by the Governor, two members appointed by the Senate Rules Committee, and two members appointed by the Assembly Speaker.

Voters approved the California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002 (Proposition 40), which made available monies for the acquisition, restoration, preservation, and interpretation of California's historical and cultural resources. Over \$120 million of Proposition 40 monies reserved for historical and cultural resources was appropriated to CCHE grants under its grant program.

b) *CCHE Fund.* Among its other provisions, AB 716 also created the CCHE Fund in the Education Code at Section 20060, which receives monies from gifts, donations, and other financial support from public and private sources. The Fund is continuously appropriated to the CCHE.

4) *Prior related legislation.*

- a) AB 755 (E. Garcia), Chapter 709, Statutes of 2017, as heard in this committee, would have also established California Museums for All, under the administration of the California Cultural and Historical Endowment (CCHE), to provide grants to participating museums for them to, among other things, offer free to \$3 admission fees for low income patrons, as provided. In addition, that bill would have appropriated \$4,500,000 from the General Fund to the CCHE for allocation for the California Museums for All, the Museum and Cultural Resources Program, and the administrative costs of these 2 programs. Status: Gut and amendment in the Senate removed the Museums For All provisions and the bill was Chaptered as a capital investment incentive program.
- b) AB 716 (Firebaugh), Chapter 1126, Statutes of 2002, established the CCHE in the State Library in 2003 to assist and enhance the services of California's museums and other institutions that undertake cultural projects.
- c) AB 482 (Atkins) Chapter 590, Statutes of 2013, in relevant part, authorized and established a mechanism for the endowment to create a competitive grant program for museums.

REGISTERED SUPPORT / OPPOSITION:**Support**

American Alliance of Museums
 Association of Art Museum Directors
 Autry Museum of the American West
 Balboa Park Online Collaborative
 Cabot's Pueblo Museum
 California Alliance for Arts Education
 California Arts Advocates
 California Association of Museums
 California Association of Nonprofits
 California Association of Zoos and Aquariums
 California Historical Society
 California Indian Museum & Cultural Center
 Camron Stanford House Museum
 Carnegie Arts Center
 Charles M. Schulz Museum and Research Center
 Children's Creativity Museum
 Children's Discovery Museum of San Jose
 City of Roseville
 Crocker Art Museum
 Eastern Sierra Cultural Heritage Alliance
 Exhibit Envoy
 Exploratorium
 Fresno Historical Society/Kearney Mansion Museum
 Gateway Science Museum
 Grace Hudson Museum & Sun House
 Habitot Children's Museum

Heritage Museum of Orange County
Japanese American National Museum
Japanese Friendship Garden Society of San Diego
Kidspace Children's Museum
Los Angeles County Museum of Art
March Field Air Museum
Mingei International Museum
Mission Inn Foundation
Museo Eduardo Carrillo
Museum Educators of Southern California
Museum of Western Film History
Museum on Main Street
New Americans Museum
Oakland Museum of California
Pleasanton Museum on Main
Pretend City Children's Museum
Randall Museum
Sacramento Area Museums
San Bernardino County Museum
San Diego Museum Council
San Diego Museum of Art
San Diego Museum of Man
San Jose Museum of Art
San Jose Museum of Quilts & Textiles
San Jose State University – Department of Art & Art History
Santa Barbara Botanic Garden
Santa Barbara Historical Museum
Santa Barbara Museum of Natural History
Santa Barbara Zoo
Santa Maria Valley Discovery Museum
Skirball Cultural Center
SOMArts Cultural Center
Sonoma Valley Historical Society Inc.
Stirling City Historical Society
The Annenberg Foundation Trust at Sunnylands
The Museum of African American Art
The New Children's Museum
The Santa Barbara Historical Museum
The Tech Museum of Innovation
Turtle Bay Exploration Center
Vacaville Museum
Vallejo Naval and Historical Museum
Wende Museum
Western Museums Association
Wignall Museum of Contemporary Art

Individuals:

Bernstein, Sheri
Caballero, Jennifer

Cuadra, Ruth
Monahan, Jessica
Tahan Ruddell, Joy

Opposition

There is no opposition on file.

Analysis Prepared by: Dana Mitchell / A.,E.,S.,T., & I.M. / (916) 319-3450