

Date of Hearing: April 26, 2017

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

Kansen Chu, Chair

AB 755 (Eduardo Garcia) – As Amended April 24, 2017

**SUBJECT:** Museums: California Museums for All.

**SUMMARY:** Would establish the 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, and would appropriate \$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, as specified. 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 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) Appropriates four million five hundred thousand dollars (\$4,500,000) from the General Fund to the California Cultural and Historical Endowment Fund to be allocated as follows:
  - a) Two million two hundred fifty thousand dollars (\$2,250,000) for the California Museums for All established in Article 5 (commencing with Section 20093) of Chapter 13 of Part 11 of Division 1 of Title 1 of the Education Code.

- b) Two million twenty-five thousand dollars (\$2,025,000) for the Museum and Cultural Resources Program established in Article 5 (commencing with Section 20090) of Chapter 13 of Part 11 of Division 1 of Title 1 of the Education Code.
  - c) Two hundred twenty-five thousand dollars (\$225,000) for the administrative costs of the California Museums for All and the Museum and Cultural Resources Program.
- 6) 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 bill is keyed fiscal by legislative counsel.

**COMMENTS:**

- 1) *Author and supporter's statement.* According to the author, "Museums are 'essential' places in our community: They are critical partners in education, economic engines, involved in conservation efforts, anchors of their communities, and provide invaluable insight about the world around us. At its heart, this bill is about access, and ensuring that all people, regardless of socioeconomic status, can access the diverse range of services museums have to offer. Given the uncertain future for museums at the federal level, the call to create a California-based Museums for All program and boost funding for the Museum Grant Program is vital for the continued access by many who are currently unable to afford entry fees."

The author further states that, "The purpose of the Museums for All program is to increase access to museums for low-income communities by offering free or low-cost admission during all normal hours of operation. AB 755 would specifically: (1) create a California-based program that will offer individuals and families with Electronic Benefits Transfer (EBT) cards free or very low cost (\$0-\$3.00 per person) admission to museums and (2) provide a modest grant to participating California museums. The purpose of the grant is to support each museum's costs for voluntarily participating in the program and experiencing an influx of new visitors, such as producing marketing materials, translating text panels or brochures, training admissions and security personnel, maintaining the integrity of hands-on exhibit components, and/or staff time to partner with local social service agencies. Because the program is specifically offered to eligible EBT cardholders, Museums for All greatly reduces, or eliminates, the financial barriers that may prevent low-income communities from experiencing museums and benefitting from high-quality learning experiences. It also expands each participating museums' visitor base and helps the museum field as a whole better serve some of our state's most disadvantaged populations.

"AB 755 would also allocate additional funding to CCHE's Museum Grant Program. The Museum Grant Program is a competitive grant program that supports small capital projects in museums, including the acquisition of real property, or construction projects at museum facilities or venues. It is designed to enhance school and public programs, help museums diversify and expand audiences and support the role of museums within their communities. Additional support to CCHE's Museum Grant Program would enable more California museums to apply for and obtain funding."

The sponsor's add in support, "According to the Institute of Museum and Library Services (IMLS), California is home to approximately 3,000 museums that are located in every county and region throughout the state and serve millions of visitors annually. Museums are nonprofit and educational institutions that make a unique contribution to our communities by interpreting and preserving the things of this world. Museums include art and natural history museums, historical societies and museums, science and technology centers, botanical gardens, zoos, children's museums, aquariums and cultural centers.

"Museum experiences have a positive impact on visitors, 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).

- 2) *The National Museums for All initiative.* This measure is modeled in large part upon a national program, Museums for All, which is 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 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) *This bill goes beyond the National Museums for All initiative model, and would give California museums approximately half of the money appropriated to museums for their own development.* The funding stream for AB 755 anticipates two million twenty-five thousand dollars (\$2,025,000) going to the Museum Grant Program. According to the author, "The Museum Grant Program is administered by the California Cultural and Historical Endowment (CCHE), a state entity tasked with preserving and protecting California cultural heritage. ... The Museum Grant Program furthers the vision of Governor Edmund G. Brown Jr. and the California Legislature to 'enhance opportunities for superior museum and cultural programs.' It is designed to address key concerns of museums, from encouraging school and public programs, to helping museums diversify and expand audiences, and in general, to become 'essential places' within California communities.
- "The Legislature intended the CCHE to raise the profile and scope of California's historic and cultural preservation program in an era of cultural homogeneity and dwindling historic structures. Over 180 CCHE grants have helped to preserve the many historic treasures that are California's cultural legacy. Funding for CCHE projects has come from voter-approved bonds from the California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002, more commonly known as Proposition 40. CCHE's share (\$122 million) was distributed competitively to government entities, non-profit organizations, and Federally Recognized Indian Tribes for the acquisition, restoration, preservation, and interpretation of historical and cultural resources. (Source: CCHE website.)"
- 4) *Recent amendments explained.* The bill was recently amended, and the changes were mostly structural and technical, designed to accomplish the following:

- a) Move its provisions from the Public Resources Code, which houses the California Heritage Fund, to the Education Code, which houses the California Cultural and Historical Endowment which will oversee the Museums for All program, and the California Cultural and Historical Endowment Fund, which will fund the grants.
- b) Consolidate the funding under the CCHE Fund, and provide earmarks for its distribution between the Museums for All program, development grants for museums and administrative overhead, rather than place the funds into both the Heritage Fund under the Public Resources Code and the CCHE in the Education Code.
- c) Provide a definition of "museum" (as discussed above).
- d) Establish the following priorities for issuance of Museum for All grants to museums:
  - i) Reduced price or free admission to pupils to museums.
  - ii) Enhancing opportunities for superior museum and cultural program services.
  - iii) Collaborative projects and technical assistance to coordinate the work of eligible museums and cultural programs and to enhance the ability of museums and cultural programs to serve the public. Priority shall be given to any project that does any of the following:
    - (1) Assists an eligible museum or cultural program in serving an historically underserved population.
    - (2) Aids a museum or cultural program in diversifying or expanding its audience.
    - (3) Aids a museum or cultural program in raising its professional standards in order to better serve the public.
  - iv) Projects that increase accessibility to museums' and cultural programs' collections and services.
- e) Require that the California Cultural and Historical Endowment will establish application criteria, grant guidelines, and other requirements for the program pursuant to subdivision (b) of Section 20057. That subdivision provides, "The endowment may adopt regulations as necessary or convenient for carrying out the purposes of this chapter, including, but not limited to, establishing grant application criteria and procedures. Before adopting regulations for grant application criteria and procedures, the endowment shall conduct public hearings throughout the state and shall invite persons from diverse groups and ethnic backgrounds to share their input on the matter."

5) *Background:*

- 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 1126 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. If it becomes law, this bill would contribute approximately half of its appropriated money to the Fund to be redistributed according to its provisions for the use of museums in developing outreach programs, as described above.

6) *Prior related legislation*.

- a) 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.
- b) 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  
 Aquarium of the Pacific  
 California Alliance for Arts Education  
 California Association of Zoos and Aquariums (CAZA)  
 California Historical Society  
 California State Parks Foundation  
 Cal Nonprofits  
 Children's Discovery Museum of the Desert  
 Crocker Art Museum  
 Habitot Children's Museum  
 Imagine U Children's Museum  
 Maturango Museum  
 Morris Graves Museum of Art  
 The Museum of African American Art  
 Museum of Photographic Arts  
 Randall Museum Friends  
 Richmond Museum Association  
 Riverside Art Museum

San Diego Museum Council  
Santa Barbara Museum of Natural History  
Western Museums Association

**Opposition**

There is no opposition on file.

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