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Education

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Chapter 973, enacting a major reform of the statewide community college system, is intended to reaffirm and strengthen the general direction of the system. The following is an overview of some of the most significant changes enacted by Chapter 973.

### Governance

Chapter 973 expressly designates the statewide system of commu-
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nity colleges as the California Community Colleges (CCC), and delineates the functions and responsibilities of the Board of Governors (Board). Under existing law, the Office of Administrative Law (OAL) must first approve regulatory changes proposed by state agencies. Chapter 973 exempts the CCC from these procedures and empowers the Board to review and approve or disapprove its own regulations.

MISSION AND FUNCTIONS

A primary objective of the California Community Colleges is to prepare students for admission to the upper divisions of four-year educational institutions. Chapter 973 furthers this goal by requiring the Board, the University of California Regents, and the California State University Trustees to develop jointly a common transfer core curriculum in general education courses.

FACULTY, ADMINISTRATORS, AND STAFF

Chapter 973 requires each local governing board periodically to submit an affirmative action plan to the Board. Chapter 973 directs the Board to establish a technical assistance team to review these plans and to make recommendations to the Board regarding districts

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2. CAL. EDUC. CODE § 70900 (defining California Community Colleges as a postsecondary education system consisting of community college districts and the Board of Governors of the California Community Colleges).
3. Id. §§ 70901(a)-(e) (providing numerous responsibilities including general supervision of college districts, establishment of minimum standards for district formation, graduation and employment of personnel, and annual evaluation of fiscal and educational effectiveness of the districts).
4. CAL. GOV'T CODE § 11346.
5. CAL. EDUC. CODE § 70901.5(a)(1)-(7), (b). The Department of Finance must develop instructions for estimating the costs involved in the proposed regulations. Id. § 70901.5(a)(2). The regulations must comply with the necessity, authority, clarity, consistency, reference, and nonduplication requirements which the OAL uses to evaluate proposed regulations. Id. § 70901.5(a)(3); the effective date for any regulation may be temporarily suspended, by a two-thirds vote of all local governing boards, to allow for an additional period of review. Id. § 70901.5(a)(5). See generally CAL. GOV'T CODE § 11349 (defining necessity, authority, clarity, consistency, reference, and nonduplication); CAL. EDUC. CODE § 71061 (defining local governing board as the governing board of a community college district).
6. CAL. EDUC. CODE § 66701(b).
7. Id. § 66720. Completion of the core curriculum would satisfy all lower division general education requirements for the University of California and California State University systems. Id.
8. Id. §§ 87102(a) (plan must include goals and timetables for implementation), 87102(b) (directing the local governing board to publish and distribute a record of progress in meeting these hiring goals and timetables).
that fail to make progress in meeting the districts own goals and timetables. Chapter 973 establishes an affirmative action goal for the CCC to be met by the year 2005.

Chapter 973 repeals provisions of prior law that provided for the issuance, revocation, and suspension of credentials for instructors and various staff personnel. In place of these provisions, Chapter 973 requires the Board to issue regulations establishing minimum qualifications for faculty and staff, specifying the initial qualifications the Board is to adopt. The Board, in consultation with the statewide Academic Senate, is directed to create review mechanisms by which the Board can amend these qualifications.

Prior law provided a hearing for contract employees who objected to employment decisions by the Board. Chapter 973 establishes a detailed grievance procedure, including the right to arbitration, for contract employees disputing a Board decision to deny tenure.

Effective July 1, 1990, Chapter 973 requires community college

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9. Id. § 87104(a)(4). Districts that fail to make reasonable progress may lose specified funding. Id. The Board must develop, as a major service function of the Chancellor's Office or through other means, a program to assist districts in establishing and maintaining an effective affirmative action program. Id. § 87104(b). See id. §§ 87107(a) (affirmative action funds), 87482.6 (funds to increase ratio of full-time instructors).

10. Id. § 87107(a). By the year 2005, the cumulative workforce of the colleges should reflect the adult population of the state. Id. By fiscal year 1992-93, 30% of all new hires in the CCC system as a whole should be ethnic minorities.

11. 1988 Cal. Stat. ch. 973, sec. 27, at — (repealing CAL. EDUC. CODE §§ 87200-87347) (governing employment of instructors, supervisors, administrators, chief administrative officers, counselors, librarians, and student personnel workers). Repeal of these provisions and enactment of new minimum qualifications is contingent upon certification by the Board to the Legislature that adequate funding has been provided. 1988 Cal. Stat. ch. 973, sec. 70(d), at —.

12. CAL. EDUC. CODE §§ 87356(a)-(d). The Board is directed to develop regulations to exempt from these new minimum qualifications personnel working under credential as of June 30, 1990. Id. § 87355.

13. Id. §§ 87356(a); 87357(a), (b) (requiring the Board to consult with and primarily rely on the advice of the statewide Academic Senate in establishing and maintaining minimum qualifications). These minimum qualifications are to be reviewed by the Board every three years. Id. § 87357(a)(2). See id. §§ 87359 (establishing process for districts to waive application of minimum qualifications); 87360(a), (b) (establishing hiring criteria to be applied by districts).

14. Id. §§ 87601(a) (defining a contract employee as a district employee employed under a contract), 87602 (a contract employee is a probationary employee).


16. CAL. EDUC. CODE § 87610.1(b) (arbitration includes advisory as well as final and binding arbitration). Enactment of these procedures is contingent on Board's certification to the legislature that adequate funding has been provided. 1988 Cal. Stat. ch. 973, sec. 70(e), at —.

17. CAL. EDUC. CODE § 87610.1(a)-(e). For first and second year contract employees, the decision not to grant tenure is not subject to judicial review until a final decision is reached under these administrative review procedures. Id. §§ 87608, 87608.5, 87611.

18. Id. § 87615. Enactment of this requirement is contingent upon certification by the Board to the legislature that adequate funding has been provided. 1988 Cal. Stat. ch. 973, sec. 70(e), at —.
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faculty to possess at least a bachelor’s degree or equivalent to obtain tenure. In the case of vocational faculty, this requirement does not become operative until January 1, 1994. Finally, Chapter 973 allows the Board, in consultation with the Academic Senate, to develop a process by which this degree requirement may be waived.

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19. CAL. EDUC. CODE § 87615.
20. 5 CAL. CODE REGS. §§ 53200 (defining Academic Senate as an organization whose primary function is, as representative of faculty, to make recommendations regarding academic and professional matters), 53206 (recognizing the establishment of a statewide Academic Senate for the CCO).
21. CAL. EDUC. CODE § 87615(a),(b) (waiver is justified only in cases involving rare and compelling reasons; process of granting tenure under these circumstances must be agreed upon jointly by Board and the Academic Senate; and the Board must rely primarily on the advice of Academic Senate).

Education; discrimination

Education Code §§ 262.1, 262.2, 262.3, 265 (new); §§ 260, 262 (amended).
AB 3653 (Friedman); 1988 STAT. Ch. 1514

Existing law prohibits discrimination based on ethnic group identification, religion, age, sex, color, or physical or mental disability in California campus programs and activities. Chapter 1514 makes the governing board or head executive of each campus primarily responsible for ensuring that campus programs are free from discrimination. Chapter 1514 gives anyone who files a complaint for discrimination a right of appeal from an action taken by specified administrative entities. Chapter 1514 also requires an educational

1. CAL. EDUC. CODE §§ 260, 262. The governing board of a school district is responsible for ensuring that district programs are free from discrimination and for monitoring compliance with all rules and regulations. Id. § 260. The governing board of a community college district has the primary responsibility for ensuring that programs are free from discrimination and the California Community College Chancellor’s office is responsible for monitoring compliance of each district. Id. §§ 262(a),(b).
2. Id. §§ 260, 262, 262.1, 262.2, 262.3. The governing board of a school district, the governing board of a community college district, the Chancellor of the California State University, the President of each California State University campus, the President of the University of California, and the chancellor of each University of California campus have the primary responsibility for ensuring that programs are free from discrimination and for monitoring compliance with all rules and regulations. Id. §§ 260, 262, 262.1, 262.2.
3. Id. § 262.3. The complainant may appeal the action taken by a governing board of a school district or community college district, a California State University campus president,
institution, against which a complaint was filed, to inform the complainant of available civil law remedies.\(^4\)

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or the chancellor of a University of California campus. \textit{Id.} The appeal may be taken to the State Department of Education, the Chancellor of California Community Colleges, the Chancellor of California State University, or the President of the University of California. \textit{Id.}

4. \textit{Id.} § 265 (civil remedies include injunctions, restraining orders and other civil law remedies). \textit{See id.} (the educational institution must make information on civil law remedies available by publication in appropriate materials).

**Education; private postsecondary institutions—violation of minimum standards**

Education Code § 94312 (amended).

SB 1884 (Morgan); 1988 STAT. Ch. 1414

Existing law requires private postsecondary institutions to meet and maintain certain minimum standards in issuing academic or honorary degrees.\(^1\) Under prior law, the Superintendent of Public Instruction was authorized, but not required, to investigate any accredited private institution when substantial evidence existed that the institution had violated\(^2\) the national accrediting agency's standards.\(^3\) Under Chapter 1414, the Superintendent is required to further investigate such evidence.\(^4\) If after four months the national accrediting agency has not acted and substantial violations exist, Chapter 1414 permits the Superintendent to take further action, including revocation of the institution’s license to offer instruction and award degrees.\(^5\)

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1. \textsc{Cal. Educ. Code} § 94312(a)-(k), (m)-(o). \textit{See also id.} §§ 94310, 94310.1, 94310.2, 94310.3, 94310.4, 94311 (detailing the requirements institutions must meet to be authorized to grant academic or honorary degrees, or to offer courses leading to specific objectives). For institutions that have been accredited by a national or regional accreditation agency recognized by the United States Department of Education, the Superintendent of Public Instruction is required to accept such accreditation as evidence of compliance with that agency's minimum standards. \textit{Id.} § 94312(l).


4. \textsc{Cal. Educ. Code} § 94312(l). The superintendent must report his findings to the national accrediting agency for appropriate action. \textit{Id.}

5. \textit{Id.}

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Education; sex education

Education Code § 51551 (new).
SB 2394 (Russell); 1988 STAT Ch. 1337.

Under existing law, public school districts may provide sex education for their students.¹ Chapter 1337 requires all districts which teach this subject to emphasize that abstinence is the only 100% effective protection against unwanted pregnancy and sexually transmitted diseases.² The instruction must be age appropriate³ and include, among other course material and instruction, a discussion of possible psychological effects of premarital sexual intercourse and unwanted pregnancy.⁴ The failure and success rate of condoms in preventing sexually transmitted diseases including AIDS, must also be cited.⁵

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1. CAL. EDUC. CODE § 51550.
2. Id. § 51551(a). Sex education programs which do not emphasize sexual abstinence are inconsistent with society’s concern for reducing unwanted teenage pregnancy, AIDS, and other sexually transmitted diseases. 1988-Cal. Stat. ch. 1337 sec. 1(g), at
3. CAL. EDUC. CODE § 51551(b)(1).
4. Id. § 51551(b)(4).
5. Id. § 51551(b)(2). Schools must also teach a respect for marriage, an appreciation of financial responsibility to offspring, the illegality of statutory rape, a sense of personal responsibility, and an ability to reject unwanted sexual advances. Id. § 51551(b)(6)-(10).

Education; state teacher’s retirement system—subrogation

Education Code §§ 23300, 23301, 23302, 23303, 23304, 23305 (new).
AB 3409 (Frizzelle); 1988 STAT. Ch. 380

Under existing law, the State Teacher’s Retirement System pays a disability allowance¹ to disabled members² and a family allowance to survivors upon a member’s death.³ Under Chapter 380, the Teacher’s Retirement Board has a subrogation right to recover amounts paid

1. CAL. EDUC. CODE § 24100 (establishing the disability allowance). See id. §§ 22122 (definition of disability).
2. See CAL. EDUC. CODE §§ 22500-22507.1 (persons who qualify as members of the system); 22600-22610 (persons excluded from membership).
3. Id. § 24100 (establishing the disability allowance). See id. § 23804 (establishing the family allowance).
as disability or family allowances due to the injury or death of a member caused by the act of a third party or entity.\textsuperscript{4}

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4. \textit{Id.} \textsection 23300. The Board may recover, upon the adoption of a resolution, an amount equal to the actuarial equivalent of benefits paid by the system less any amounts the system may be obligated to pay without regard to the action of the third party. \textit{Id.} The Board may act on its own or contract with the State Compensation Insurance Fund or the Attorney General for recovery on behalf of the system. \textit{Id.} \textsection 23301. The State Compensation Insurance Fund or the Attorney General may compromise claims for an amount as may be approved by a person authorized by the board. \textit{Id.} \textsection 23304. The amount recovered must first be applied to the amount that the system paid or is obligated to pay including court costs, attorney fees, and expenses. \textit{Id.} \textsection 23303. The board or its agents may commence or prosecute actions, file liens, intervene in court proceedings, join parties to the action and consolidate actions all in the same manner and to the same extent as provided in Chapter 5 of Part 1 of Division 4 of the Labor Code except that recovery may not be made from benefits payable under this part because of the injury or death. \textit{Id.} \textsection 23302. All actions must be commenced within three years after the time the board approves the payment of benefits. \textit{Id.} \textsection 23305.

\section*{Education; student loan default—penalties}

Education Code §§ 66022, 94343.6 (new).  
SB 2555 (Hart); 1988 Stat. Ch. 1420  
Support: Student Aid Commission; Association of Independent Colleges and Universities; Chancellor, California Community Colleges; University of California, Office of Governmental Relations; California State Student Association

Existing law provides for loans to postsecondary students under the Guaranteed Student Loans program and the Supplemental Loan for Students program.\textsuperscript{1} Chapter 1420 requires specified public and private postsecondary educational institutions\textsuperscript{2} to adopt regulations to withhold services from students or former students who have defaulted\textsuperscript{3} on a loan or loans under these programs.\textsuperscript{4} Withheld services

2. Cal. Educ. Code \textsection 94302(l) (definition of postsecondary educational institution). The specified institutions include the community colleges, California State University, the Maritime Academy, the University of California, and Hastings College of Law. See \textit{id.} \textsection 66022(a).  
3. \textit{Id.} \textsection 94343.6(a) (definition of default).  
4. \textit{Id.} §§ 66022(a)(1), (2); 94343.6(a)(1), (2). The penalties are meant to involve educational institutions in the prevention of defaults and to create consistent and comprehensive rules for the prevention and reduction of student loan defaults. 1988 Cal. Stat. ch. 1420, sec. 1(b)(1), (2), at _____. The student or former student must be notified of the default in writing before services may be withheld. \textit{Cal. Educ. Code} §§ 66022(a); 94343.6(a). The educational institution may provide the services if the facts are in dispute or if the student or former student satisfies the institution or the Student Aid Commission that the student has made reasonable progress in repaying the loan, or that reasonable justification exists for delay in

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may include the provision of grades, transcripts, or diplomas, but may not include registration at the institution. In addition, Chapter 1420 requires the Student Aid Commission to notify all institutions through which the defaulter acquired the loan or loans in default.

5. Id. §§ 66022(b), 94343.6(b). Educational institutions which receive and act on incorrect, misleading, or untimely information from loan guarantors or agents or those under the control of the guarantors are to be held harmless, indemnified, and defended by such guarantors. Id. §§ 66022(c); 94343.6(d).

6. Id. §§ 69510, 69514 (creation and duties of the Student Aid Commission).

7. Id. §§ 66022(c); 94343.6(c).

Education; student disciplinary procedures—parent classroom attendance

Education Code § 48900.1 (new).

AB 3535 (M. Waters); 1988 STAT. Ch. 797

Chapter 797 provides that the governing board of each school district must develop a policy authorizing a teacher to require a parent or guardian of a pupil who has been suspended for committing specified acts to attend part of the school day in his or her child’s classroom. The principal must send written notice to the parent or guardian stating that such attendance is required by law. Chapter 797 prohibits the employer of the parent or guardian required to attend class from taking any retaliatory action against the employee for missing work in order to fulfill these requirements.

1. Specified acts include committing an obscene act, engaging in habitual profanity or vulgarity, disrupting school activities, or willfully defying school personnel engaged in the performance of their duties. CAL. EDUC. CODE § 48900(i), (k).

2. Id. § 48900.1(a). The policy must take into account factors that may prevent compliance. Id. Chapter 797 also requires that the parent or guardian be notified of the policy before its implementation. Id. § 48900.1(b). The parent or guardian must meet with the school administrator or his or her designee after attending the child’s class. Id. § 48900.1(b)(1). The parent or guardian must be contacted if he or she doesn’t respond to the request to visit the child’s classroom. Id. § 48900.1(b)(2).

3. Id. § 48900.1(c). This requirement only applies to a parent or guardian living with the pupil. Id.

4. Id. § 48900.1(e). The employment contract of the employee or the practice of the employer will determine compensation for the time of the employee’s absence. Id. If the
employee believes he or she has been discharged, demoted, suspended, threatened with discharge, or treated unfairly in retaliation for missing work pursuant to Chapter 797, a complaint may be filed pursuant to Section 98.7 of the Labor Code. \textit{Id.} In addition, the Labor Commissioner may require that the employer pay the employee triple the amount of lost wages and benefits resulting from the violation. \textit{Id.} After four classroom visits per school year, employee protections are governed by his or her employment contract and existing law. \textit{Id.}

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**Education; student possession of electronic signaling devices**

Education Code § 48901.5 (new).
AB 2800 (Eaves); 1988 \textsc{Stat.} Ch. 506
Sponsor: California Association of Supervisors of Child Welfare and Attendants
Support: Long Beach Unified School District; California State Department of Education; California Teachers Association; California State Board of Education; Richmond Unified School District
Opposition: American Civil Liberties Union

Existing law prohibits certain student behavior.\(^1\) Chapter 506 prohibits students from using or possessing electronic signaling devices\(^2\) while at school or school-sponsored activities unless the student obtains permission from the principal or needs the signaling device for health reasons.\(^3\) Chapter 506 requires school districts to take all appropriate steps within existing resources to enforce the new law.\(^4\)

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\(^1\) \textsc{Cal. Educ. Code} § 48900 (including causing physical harm to another person, possessing a dangerous object, possessing or selling a controlled substance, committing robbery, damaging or stealing or knowingly receiving stolen school or private property, possessing tobacco, engaging in an obscene act, habitually using profanity, disrupting school activities, or defying the authority of school personnel).

\(^2\) \textit{Id.} § 48901.5(a) (applies to devices such as paging and signaling equipment which operate through the transmission or receipt of radio waves).

\(^3\) \textit{Id.} (a licensed physician and surgeon must find the device to be essential to the health of the student).

\(^4\) \textit{Id.} § 48901.5(b).
Chapter 1355 substantially changes the credentialing system for teachers in California's public schools. The following is an overview of the most significant changes enacted by Chapter 1355.

TEACHER CREDENTIALING

Existing law regulates teacher credentialing practices for the public schools. In an effort to ensure that an individual receiving a teaching credential has acquired the necessary skill and knowledge for such a position, the legislature has raised professional standards through Chapter 1355. Under Chapter 1355 the Commission on Teacher Credentialing (Commission) must establish standards and tests for entry and advancement in the education profession. Chapter 1355 delineates the types of teaching credentials, and requires the Commission to establish standards that ensure a public school teacher possesses the following: (1) Certain character traits such as creativity and sensitivity; (2) an understanding of the cultures of the major
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ethnic populations of the state; and (3) knowledge concerning teaching English as a second language. Under Chapter 1355, the Commission must review the code of ethics of the teaching profession, determine the scope of credentials, and establish sanctions for misuse of credentials. Further, Chapter 1355 requires the Commission to create alternative methods for entry into the teaching profession and other positions in the school system.

BEGINNING TEACHER SUPPORT

Chapter 1355 outlines the required procedure for the Commission and the Superintendent of Public Instruction to develop a method for locally evaluating and supporting beginning teachers.

EMERGENCY PERMITS

Chapter 1355 empowers the Commission to issue emergency teaching permits under certain circumstances. Chapter 1355 lists the prerequisites that candidates must have to obtain emergency permits and mandates that holders of such permits participate in specific training programs.

EDUCATOR PREPARATION

Finally, Chapter 1355 mandates that the Commission establish a system for the accreditation of preparation programs for teachers and other certified educators that focus on the overall quality of educator preparation.

8. Id. § 44225(k).
9. Id. § 44225(b),(d),(k).
10. Id. § 44225(c).
11. Id. § 44225(c),(e).
12. Id. § 44225(g) (for example, completing two years of classroom instruction).
13. Id. § 44279.2(a)-(k) (since more than half of all new teachers in California leave teaching after one or two years, legislative intent is to retain more beginning teachers by developing ways to support and assess them). See generally id. §§ 44203(b) (definition of beginning teacher support), 44203(c) (definition of beginning teacher assessment).
14. CAL. EDUC. CODE § 44300(a)(1)-(3).
15. Id. § 44301(a), (b)(1)-(3).
16. Id. § 44300(d),(e).
17. Id. §§ 44370-44376.

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