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Proposed state legislation for high school graduation requirements

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California State University
San Bernardino

PROPOSED STATE LEGISLATION FOR
HIGH SCHOOL GRADUATION REQUIREMENTS

A Project Submitted to
The Faculty of the School of Education
in Partial Fulfillment of the Requirements of the Degree
of
Master of Arts in Education
Vocational Option
by

Ronald Dahlbeck, M.A.
San Bernardino, California
June 1988
Proposed State Legislation For
High School Graduation Requirements

by

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ABSTRACT

The Problem

High school graduates in California are not required to possess the skills to obtain an entry level job upon the completion of high school and most do not. Section 51004 of the California Education Code states in essence that all high school graduates should have a marketable skill. The State Superintendent of Public Instruction has interpreted "marketable skill" to mean the basics (reading, writing and arithmetic). There is no disagreement with the need for the basics but the basics must include vocational education in order for the student to become well-rounded and successful in our society.

The usefulness of vocational education for those who do not attend or complete college has not been disputed. However, there have been disputes regarding weather or not vocational education is useful to those who are college bound. Many do not accept that vocational training could enable college students to attain a part time job for financial support while in school. Or that vocational skills such as typing or computer science are quite useful to college students.
The Methodology

After defining the problem a rough draft of a proposed piece of legislation to solve the problem was produced. The rough draft was produced after a review of several basic areas of concern to education and a review of 770 California Code sections relating to vocational education and graduation requirements.

Mr. Frank Modoki of the San Bernardino County District Attorney's office was contacted for technical advice on the proper legal wording for the legislation. After Mr. Modoki's assistance a second draft was produced.

The second draft was reviewed by Mr. Ed Silverbrand of the education lobbying firm Silverbrand and Associates in Sacramento for his comments and criticisms. The final draft was given to Silverbrand and Associates to find an author for the proposed legislation either in the Senate or in the Assembly.

The Proposed Legislation

This legislation is an act to add section 51225.5 to the California Education Code. Existing law prescribes the requirements for graduation from high school. This bill would include demonstration of an entry level job skill as a graduation requirement.
There would be five methods by which skills could be demonstrated: 1) course work at the pupils high school, 2) course work at another high school or junior college, 3) a course of instruction at an accredited trade school or academy, 4) through a Regional Occupational Center/Program or, 5) through work experience education at a training station.

No funds would be appropriated by this legislation; however, some funds for tuition and transportation authorized by existing law could be utilized.
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INTRODUCTION

The Objective

The objective of this project is to draft a bill for consideration by the California State Legislature. The proposed bill will require all high school students to demonstrate proficiency in the practical application of an entry level job skill as a requirement for graduation.

Context of the Problem

Most educators agree that the role of education is to develop fully functioning, independent thinking adults who will be successful in life. The school system must offer the means to achieve this success.

In this section the student as an individual will be discussed, a view of an individuals life will then be presented. The challenge to education to prepare students for their individual life and to ready them to contribute to society will be outlined. Education's challenge will be followed by its relationship to the
individual student. Statements about the education a high school graduate should possess are made and finally an argument in favor of vocational education for both the college bound and the non-college bound students is offered.

Humanistic psychologists point out that every individual is a separate person. (Buhler and Allen, 1972) The identity of this person is determined in large part by socialization and a major part of socialization is the process of both formal and informal education (Duck, 1981). One could say then, that education is the process by which individuals find themselves and thereby become successful. Accordingly, it must be agreed that education should be as complete and well rounded as possible.

The Zen master, Shunryu Suzuki, sees life as a "becoming" not a "being." Life is change and growth (Suzuki, 1984). It is not static. A person's identity is not what he or she will become tomorrow. Due to change people are confronted with decisions each day, and as Jean-Paul Sartre points out, they are responsible for the consequences of those choices (Sartre, 1956).

With these thoughts in mind, it becomes obvious that young people cannot be prepared for this fluid
existence by memorizing "the basics." There is no question that students need to be competent in the basics. They need English skills (reading, writing) and arithmetic. However, education is not doing its job if all the student comes away with is a memorized list of facts and figures.

There are three basic tracks in education; general education, the academic track and the vocational track. General education is designed for those students with no specific educational goal. The academic track is intended for those students who are college bound and the vocational track is for those who intend to enter the work force. Horace Mann believed that all students in society should attend the same type of school (Spring, 1985). To achieve Mann's ideal the goal should be a total, equal and well-rounded curriculum for all students. The whole person needs to be developed not just one chosen aspect. It follows logically that in a democratic society the three tracts should be joined and that vocational training should go hand in hand with academic training.

Mann was primarily concerned with society's needs of education. The National Education Association (NEA) also had society's needs in mind when in 1918 they
offered a report entitled "The Cardinal Principles of Secondary Education." However they also showed concern for the individual. In their report they stated:

The purpose of democracy is to organize society that each member may develop his personality primarily through activities designed for the well-being of his fellow members of society...

Consequently, education in a democracy, both within and without the school, should develop in each individual the knowledge, interests, ideals, habits, and powers whereby he will find his place and use that place to shape both himself and society toward ever nobler ends (Calhoun & Finch, 1982,p. 61).

There is still a tendency in education toward the singular goal of contributing to the public welfare. The socialization goal is not the complete answer to education. As the NEA showed in 1918 it is necessary to be aware of two conflicting interests: that of the individual to a fulfilling education, and that of society to direct him to become educated for the good of the community. Society preserves its culture and ideals by investing in public education. However, as Immanuel Kant believed, each individual should be treated as an end never as a means. Sharing Kant's belief, it seems that education should move away from
the social forces and toward developing the well-rounded individual. It is no more rewarding to work with the mind than with the hands. Friedrich Nietzsche points out that we are mind and body equally (Nietzsche, 1841).

It seems that educators and administrators see the student as a "thing" to be cultivated according to their idea of what he should become. This is demonstrated by the administration of a battery of standardized tests that each student must complete. Students with low scores are encouraged toward vocational training, high scorers are encouraged toward the academic track. In this way, each group is deprived of a well-rounded education. Furthermore the student is treated as an object rather than a subject. Martin Buber uses the concept of two primary words: I-thou and I-it (Buber, 1958). These words show relationships. I-thou refers to the relationship between two subjects (human beings). I-it refers to the relationship between a subject and an object. "I" refers to a subject (human), "it" refers to an object (non-human). It seems that the current education establishment uses an I-it relationship with the students it is commissioned to develop.

Some have suggested that a fully-developed, well-rounded high school graduate in the state of
California should have the skills to be a successful member of society. Each graduate should not only be prepared to enter college, he should have several skills and abilities needed in this society. Joel Spring feels that there are two general goals: public and private. He sees three concerns for the public goals of education: the political purposes of schooling, the social purposes of schooling and the economic purposes of schooling (Spring, 1985). Clearly, all graduates should have an understanding of federal and state government, public agencies and community resources and they should be aware of our history. They should have good social and interpersonal relationship skills coupled with a basic understanding of criminal and civil liability. They should have a good personal hygiene and health education. In addition, they should have good reading comprehension, writing and speaking skills. Of course, mathematics is a must. In order to meet Spring's criteria, the California graduate should be able to handle money, obtain a bank account and maintain it responsibly. They should be astute consumers, they should be able to fill out job applications and be interviewed successfully. It follows logically that in
addition to the above knowledge and skills, all high school graduates in California should have an entry level job skill.

Many have suggested that the California graduate should be able to support himself whether he chooses to go to college or whether he chooses to enter the work force. The California Legislature, in Section 52381 of the California Education Code, has seen the need for students to develop skills so that they would be able to earn funds in order to continue their education. A part-time job while in college, to help pay expenses, could make the difference between graduating and running out of money. The California Postsecondary Education Commission reports that the success rate in college for Californians is one out of five. Obviously, the people who do not succeed in college need to be able to support themselves. If they can, high school has done its job.

The usefulness of vocational education for those who do not attend or complete college has not been disputed. However, there have been disputes regarding weather or not vocational education is useful to those who are college bound. There are three reasons why having an entry level job skill is useful to college bound students. The first reason is that vocational education is as much a part of general education as is
mathematics or English. It is unthinkable for an educator or administrator to tell a student that he need not take mathematics because he is an English major and will not be needing mathematical skills. Just as it is useful for an English major to have math skills, it is quite useful for a college professor to be able to type, use a computer, build a patio cover or even tune up his automobile. Secondly, students are not always successful in college and, even if they are, they must have a part-time job during their schooling to make ends meet, as the California Legislature pointed out in Section 52381 of the California Education Code. Finally, the type of vocational training would be left up to the student. A college bound student could choose typing or computer science as his vocation skill. There can be no argument about the worth of typing and computer skills in college today.

In this section the view of the educator was discussed. The educational system itself was observed. Society's needs and requirements of education were briefly considered. The individual student was generally defined. Some comments on the relationship between the individual student and the educational system were made. A view of life was briefly examined. Then a list of knowledge skills and values needed for
an individual to be well-rounded and successful in this society was presented. Finally the statement was made that all California high school graduates should have an entry level job skill.

High school graduates in California are not required to possess the skills to obtain an entry level job upon the completion of high school and most do not. This problem has been acknowledged before and an attempt was made to solve it. Section 51004 of the California Education Code states in essence that all high school graduates should have a marketable skill. The State Superintendent of Public Instruction has interpreted "marketable skill" to mean the basics (reading, writing and arithmetic). There is no disagreement with the need for the basics but the basics must include vocational education in order for the student to become well-rounded and successful in our society.

Problem Statement

The problem is that students in California are graduating from high school without entry level job skills. Therefore, they are not well-rounded and are without the ability to support themselves.
Purpose of the Project

The purpose of this project is to draft a bill for consideration by the California State Legislature. The proposed bill will require all high school students to demonstrate proficiency in the practical application of an entry level job skill as a requirement for graduation.

Definitions

**Vocational Education:** Section 10501 of the California Administrative Code (cac) defines vocational education as "educational programs (at less than a baccalaureate degree) and supportive services directly related to the preparation of the individuals for employment, including the occupation of homemaking."

**Entry Level Job Skill:** the minimum amount of competence required to complete a task necessary to renumerable employment in a given area. Section 8120 of the California Education Code (cec) defines it as "skills which will be demanded by employers."

**Demonstration:** There shall be five ways the skill may be proven or demonstrated. (1) Completion of a course of instruction at the high school the student attends as provided for in Section 51220(i) cec.,
using individualized instruction as defined in Section 58401 cec. (2) Completion of a course of instruction at any other high school or junior college as provided for in Section 48800 cec., using individualized instruction as defined in Section 58401 cec. (3) Completion of a course of instruction at an accredited trade school or academy as provided for in Sections 8091 and 8092 cec., using individualised instruction as defined in Section 58401 cec. (4) Through a regional occupational program (R.O.P.) as defined in Section 52303 cec and Section 11501 cac and established by Sections 52300 and 52301 cec, with a letter from the director of the R.O.P. stating that the student has the skills which will be demanded by employers as stated in Section 8120 cec. (5) Through work experience education of the student's choice as provided for by Sections 51764 cec., 51767 cec. and 51768 cec. and defined by Section 10071 cac. at a location which meets the standards set forth in Section 51761 cec. The owner, manager or personnel director of the training station as defined in Section 10107 cac. providing the work experience education shall write a letter stating that the student has the skills which will be demanded by employers as stated in Section 8120 cec.
**Competency:** The student's skills must be adequate for renumerable employment. Skill competency shall be based on performance criteria.

**Individualized instruction:** Section 58401 cec defines "individualized instruction based upon performance criteria" means an educational method in which (a) aptitudes, interests, motivations, and other characteristics of each student play a major role in the selection of educational objectives and determination of the sequence of study and choice of materials and procedures; (b) the time spent by each student in a given subject area is determined by his performance; and (c) the progress of each student is measured by comparing his performance with a specific objective, rather than with the performance of other students."

**Assumptions**

It is assumed that high school students are mature enough to be able to make a valid judgement on which vocation to study.

It is assumed that high school students are mature enough to develop the skills required by the bill.
Delimitations

No assumption is made on whether or not an author for this bill will be found.

No assumption is made on whether or not the bill will pass into law.

Limitations

No funds shall be allocated for student transportation to or from any location except those funds provided by Sections 41852 cec, 41852.2 cec and 41881 cec.

No funds for tuition shall be incurred by the state except as provided by Sections 8091 cec, 8092 cec, 8092.5 cec and 52301 cec.

Summary of Section 1

The introduction of this project has identified the problem, and argued in favor of requiring that high school students have an entry level job skill before graduation. It the has identified some terms that will be used in the project and outlined some reservations.

Organization of the Remainder of the Project

The remainder of the project will include a comprehensive review of the literature including the
California Code provisions for vocational education, a plan for the completion of the project, a time table to draft the bill and a comprehensive bibliography.
REVIEW OF THE LITERATURE

Introduction

The review of literature for the proposed legislation will consist of two parts. The first part will be a review of literature in several basic areas: (1) society's view of the educator (2) society's view of the educational system (3) what society needs from education (4) needs of the individual (5) the relationship between the individual student and the current educational system. The second part of this review will include 402 sections from the California Education Code. There are 241 sections from the California Administrative Code. The California Business and Professions Code contains 68 sections pertaining to education. From the Labor Code 35 sections will be reviewed. There are 11 sections contained in the California Labor Code dealing with vocational education. There are ten sections from the California Insurance Code, two sections from the California Welfare and Institutions Code and one section from the California Military and Veterans Code to be reviewed. All these provisions of law will not
be mentioned in this project. Only the sections necessary to a comprehensive review of the literature will be included.

Review of Basic Areas

Teaching With Charisma, a book by Lloyd Duck, deals with the history, philosophy and curriculum issues which have led to the development of five different ways to teach. Duck (1981) first asks four questions:

"(1) What is the nature of the learner? (2) What is the nature of the subject matter? (3) How should one use the subject matter to guide the students toward meaningful learning activities? (4) What behavior trend should one exhibit in order to carry out one's philosophical position?" Duck answers these questions from each of five educational philosophies: essentialist, experimentalist, reconstructionist, existentialist and perennialist. After this overview of educational philosophies, Duck reviews Zen and the Art of Motorcycle Maintenance by Robert Pirsig. He points out the lessons on quality learned by a teacher of rhetoric. Duck closes by pointing out the non-dualistic approach that there is never one best way to teach. Essentially, Duck has listed and described several teaching methods. He draws no conclusion about which is best. Duck believes new teachers should
observe different teaching styles then reflect before
deciding which one to use. Explaining that all answers
are tentative, Duck states preferences change as one
grows professionally.

Duck deals with teaching styles, however; education has developed into much more than the methods
of teachers. An introduction to the social political
aspects of education is offered by Joel Spring in his
book entitled *American Education*. Spring begins by
examining the schools and the social structure. He
points out that there are both public and private goals
for education. Under the public goals he lists three:
(1) the political purpose, (2) the social purpose and
(3) the economic purpose. Spring then discusses
teachers, their rewards and dissatisfactions, the
professionalization of teaching, teacher education and
career ladders. With regard to the social structure of
education Spring writes about equality of opportunity,
social class differences, social mobility through
education, income and equality of educational
opportunity. In the second half of his book Spring
deals with power and control. He outlines the power at
the local level, the state level and the federal level.
Teachers' organizations are listed and described and
finally the role the courts play is observed.
Spring has outlined the structure and functioning of the current educational system in this country. He has focused on the role of schooling in society, the effects of schooling on society, and the politics of education. The author concludes that being a good teacher involves more than making decisions about methods of instruction; it includes making political, economic, and social decisions that can effect the entire society.

Society's needs of education are undeniable. In addition, the individual within society needs equal consideration. Abraham Maslow founded what he saw as a third force in psychology in 1962. This new force expounded a new image of man that differed from both psychoanalysis and behaviorism. This new philosophy is called humanistic psychology. The roots of humanistic psychology are in existentialism. Buhler and Allen explain, in their book *Introduction to Humanistic Psychology*, that humanistic psychology wishes to explore the behavioral characteristics and emotional dynamics of full and healthy human living. They publish four basic elements:

"(1) A centering of attention on the experiencing person, and thus a focus on experience as the primary phenomena in the study of man . . . (2) An emphasis on such distinctively human qualities as
choice, creativity, valuation and self-realization. . . (3) An allegiance to meaningfulness in the selections of problems for study and of research procedures, and an opposition to a primary emphasis on objectivity at the expense of significance. (4) An ultimate concern with and valuing of the dignity and worth of man and an interest in the development of the potential inherent in every person ..." (Buhler and Allen 1972, p.1).

The application of these principles would revamp education. The authors believe that American youth asks and fights for genuine, honest, human and humane ways of living. Humanistic psychology supports this request in its philosophical, psychological and ethical tenets. Humanistic psychology believes in the ability of the individual to create meaning out of absurdity and that ability will serve as a positive force in contemporary life.

As stated earlier, an important building block to humanistic psychology is existentialism. Jean-Paul Sartre, who popularized existentialism wrote about the absurdity of human life. Sartre, in his book *Being and Nothingness*, suggests that the universe has no meaning until we give meaning to it. Because we give meaning to nothingness Sartre emphasizes choice as the main
aspect of human life, and therefore, we must take responsibility for our choices. Sartre's view of how conscious beings relate to each other also has application to this review. I exist as a conscious being, says Sartre. First, I become aware of my own body as something which is perceived by other people. For other people, I am first a being-in-itself, a body, although to myself I am a being-for-itself, a conscious being. Secondly, I in turn become aware of other people and in this way of their existence as other people.

Martin Buber states this concept much more clearly in his masterpiece I And Thou. Buber and Sartre are concerned with the same dimensions of intersubjective experience. They recognize that "the other" can understand an individual as a subject, (a being-for-itself), or as an object (a being-in-itself). Buber contrasted the I-thou (or I-you) relationship with the I-it relationship. In the I-thou relationship I know that you, while you initially appear within my experience as an object or "it", are actually, from your point of view, the subject of your world. This view creates the empathy which enables one to try to imagine what the world looks like from another's
perspective. In short, Buber's I-thou refers to the relationship between subjectives; I-it refers to the relationship between a subject and an object.

Frederich Nietzsche was one of the most influential existential philosophers. Nietzsche rejected the notion of opposites or dualism. He believed that friendship and enemy are closely related, that justice and criminality are reciprocal. His account of the prejudice of opposites is found in his book, *Beyond Good and Evil*. Nietzsche clearly demonstrates his thoughts by his stand on mind and body. He suggests that conscious thought is not opposed to instinctive behavior, but may even be a form of such behavior. This view is contradictory to the traditional philosophical view that thought is entirely an action of the mind which can never arise out of the instincts since they represent body which is opposed to mind (mind-body dualism). Nietzsche has provided us with another essential ingredient to a philosophy of education; a vision of what man can become. He explains that one transforms negation, suffering and evil into affirmation, vitality and growth. By rejecting the dualistic approach of good and evil, Nietzsche explains that we can change evil to good.
Another non-dualistic philosophy is that of Zen Buddhism. The main concern in Zen is with the person and the person's life on earth. The Zen master Shunryu Suzuki explains, in his book *Zen Mind Beginner's Mind*, that life is not a static being, it is a dynamic becoming and that all things in life are impermanent and in constant change. Clearly, to be prepared for life one needs a well-rounded education. Suzuki asks: Do I really know what my own mind is? Is it what I am doing now? Is it what I am thinking now? Suzuki points out that just asking what you are is beginner's mind. The mind of the beginner is seen throughout Zen. It is the open mind, the non-dualistic mind, the attitude that includes both doubt and possibility, and the ability to see things as fresh and new. It is needed in all aspects of life. Suzuki says beginner's mind is the practice of Zen mind. The conclusion must be that we establish our own direction and values.

After studying the philosophies of humanistic psychology, existentialism, and Zen Buddhism it is clear, that an educational system must stress self-reliance, responsibility and the highest morality; a recognition of freedom. The hallmark of genius is the creation of something new - whether it be an idea, an
object, a vision, or a self. The task of education then, is not to determine destinations but to get the traveler started on his way.

Review of California Code Sections

In Section 1790 of the California Education Code (cec) the legislature states its feelings on the importance of obtaining an education. The legislative findings show concern for both the individual and for society.

Section 1790 cec: The legislature finds and declares: (1) that young people who have dropped out of high school, thereby failing to receive a minimum education, are faced with limited opportunities and employment barriers because of their lack of training and skills; (2) that such young compromise a disproportionately large segment of the unemployed or unemployables in this state; (3) that such young people are disproportionately involved in juvenile delinquency and youth offences; (4) that such young people comprise a disproportionate share of those on the welfare roles; (5) that there is an increasing shortage of skilled and trained workers needed because of rapid technological change; (6) that many such young people by aptitude are not suited for purely academic studies; (7) that many such young people would benefit from technical, agricultural and natural resource conservation training so as to become independent, productive workers; and (8) that such technical, agricultural and natural resource conservation training would provide skilled workers needed for our rapidly developing technology. It is the intent and purpose of the Legislature to encourage the establishment of technical, agricultural and natural resource conservation schools in those areas of state where they are needed in order to reduce the number of school dropouts, combat juvenile delinquency, and to provide more skills
and trained workers. The provisions of this article shall be liberally construed to carry out these intents and purposes.

In this section the Legislature clearly states that it believes vocational education is important in preventing dropouts. The Legislature provides for the establishment of vocational schools in Section 1791 cec.

Section 1791 cec: The county superintendent of schools, with the approval of the county board of education, may establish and operate a technical, agricultural, and natural resource conservation school, or schools, for the purposes described in Section 1790.

Section 1900 cec provides for vocational education for prisoners. This is an attempt to get back to the plan established by Section 1790 cec.

Section 1900 cec: The county superintendent of schools, with the approval of the county board of education and the board of supervisors, shall have the power to establish and maintain classes or schools for prisoners in any county jail, county honor farm, or any county industrial farm or county or joint county road camp, for the purpose of providing instruction in civic, vocational, literacy, health, homemaking, technical, and general education.

The Legislature further demonstrates its belief in vocational education by establishing a vocational education advisory council in Section 8000 cec.

Section 8000 cec: The California Advisory Council on Vocational Education, hereinafter referred to as the council in this article, is hereby created, consisting of the Director of the Employment Development Department or his or her representative, the Director of the Department of Rehabilitation, or his or her representative, the
Secretary of the Youth and Adult Correctional Agency, or his or her representative, the Chairperson of the Comprehensive Employment and Training Council, or his or her designee, a member of the Assembly Education Committee appointed by the Speaker of the Assembly, a member of the Senate Education Committee appointed by the Senate Committee on Rules and 19 members appointed by the Governor. Appointed council members shall be appointed for terms of three years or until a successor has been appointed except that members appointed for the fiscal year 1978-79, one-third of the membership shall be appointed for terms of one year each and one-third shall be appointed for terms of two years each, and appointments to fill vacancies shall be for such terms as remain unexpired. The council shall have as a majority of its members lay persons who are not professional educators or administrators currently in the field of education. Nothing in this article shall prevent the reappointment or replacement of any individual serving on the council, provided any such reappointment is in conformity to all of the criteria established in this article. Any individual serving on the council on the operative date of amendment to this section enacted on 1977 may continue to serve beyond October 1, 1977, or until a replacement is appointed or the individual is reappointed, but in no event may such an individual serve more than 90 days after such operative date. Any members of the council missing three consecutive meetings, not through sickness or absence from the state, shall forfeit their office, thereby creating a vacancy.

Duties of the state council created by Section 8000 cec are outlined in Section 8004 cec.

Section 8004 cec: The council shall have the following duties and responsibilities: (a) Advise the State Board of Education, the Board of Governors or the California Community Colleges, and the Legislature in the development and preparation of annual and long-range state plans for occupational education and training, and an annual accountability report. (b) Prepare and submit a statement to appropriate public agencies, as required pursuant to law, describing its consultation with the State Board of Education,
the Board of Governors of the California Community Colleges, the California Post-secondary Education Commission and the Legislature on the state plans to the United States Commissioner of Education.

(c) Advise the State Board of Education, the Board of Governors or the California Community Colleges, the California Postsecondary Education Commission, and the Legislature on policy matters arising in the administration of programs under such plans and reports. (d) Evaluate programs, services, and activities of occupational education and training and publish and distribute the results thereof.

(e) Prepare and submit through the State Board of Education, the Board of Governors of the California Community Colleges, The California Postsecondary Education Commission, United States Commissioner of Education, the National Advisory Council on Vocational Education, and the Legislature, an annual evaluation report accompanied by such additional comments as the state board and the board of governors deem appropriate which (1) evaluates the programs and services carried out in the year under review to meet the objectives set forth in the state plans; (2) utilizes accountability and program evaluation reports prepared pursuant to Section 112 of Public Law 94-482 by the State Board of Education; (3) recommends such changes as may be warranted by the evaluations. (f) Consult with the Comprehensive Employment and Training Advisory Council to determine the extent to which the vocational education and employment training needs of the state are being met and assess the extent to which vocational education, employment training, vocational rehabilitation and other programs assisted under this act and related acts represent a consistent, integrated, and coordinated approach to meeting such needs; and comment, at least once annually on the reports of the Comprehensive Employment and Training Advisory Council, which comments shall be included in the annual report submitted by the council pursuant to this section and in the annual report submitted by the Comprehensive Employment and Training Advisory Council pursuant to Section 107 of the Comprehensive Employment and Training Act of 1973. (g) Perform functions identical with or analogous to those stated in subdivisions (a) to (e), inclusive, with respect to programs carried out under Part B of Title X of Public Law 92-318, and Title I, Part I of Public Law 94-482. (h) Provide
technical assistance to local advisory committees or councils established pursuant to Section 8070.

Regional Vocational Education Councils are provided for in Sections 8020 cec through 8024 cec.

Section 8020 cec: There shall be created within the state, regional adult and vocational education councils, which shall have boundaries as may be determined by local school districts and approved by the Superintendent of Public Instruction and the Chancellor of the California Community College. Regional boundaries shall be coterminous with the boundaries of community college districts, and a region may consist of one or more adjacent community college districts. The superintendent and chancellor shall jointly publish guidelines for application by school districts for the formation of regional adult and vocational councils.

Section 8021 cec: Any community college district, high school district, unified school district, or county office of education may be a participant in a regional adult and vocational education council.

Section 8022 cec: Notwithstanding any other provision of law, adult continuing education coordinating councils with an average daily attendance of over 700,000 or having boundaries which are coterminous with those of a city and county, may participate in regional adult and vocational education councils and all agreements, as to members, meetings, delineation of function, shall continue in force; and such councils shall comply with all other provisions of this article.

Section 8023 cec: The Superintendent of Public Instruction and Chancellor of the California Community Colleges shall prescribe and publish regulations for regional adult and vocational education councils. Such regulations shall include procedures for nominating persons for election to membership on a regional adult and vocational council.

Section 8024 cec: Each regional adult and vocational education council shall be composed of 11 members, as follows: (a) Four representatives of high school or unified districts within the
council boundaries, selected by a plurality of the votes cast by the governing boards of such districts. Each district governing board shall have one vote in the selection of each council member. In any instance where the region encompasses five or more unified or high school districts, selection of representatives shall be in accordance with the regulations established under Section 8023. (b) Four representatives of the community college district or districts within the council boundaries, selected by the governing board or boards of such district or districts. (c) A representative of a county office of education selected by the governing board. In any instance where the region spans portions of two or more counties, the governing board of the larger county by population shall make the selection. (d) A representative of a prime sponsor under the Federal Comprehensive Employment and Training Act of 1973, or his designee. (e) A representative of a private postsecondary educational institution selected by the administrators of the private postsecondary educational institutions in the region. Each private postsecondary educational institution shall have one vote in the election of the representative. Members of the council shall serve terms of two years. Vacancies shall be filled by the appointing power for the remainder of the term of the vacant position.

A committee to advise each regional council is required by Section 8025 cec.

Section 8025 cec: The regional adult and vocational educational education council shall appoint a vocational and continuing education advisory committee to develop recommendations on the existing program, provide liaison between the programs and potential employers, and assist in the development of a plan for the short-term improvement of vocational and continuing education. The committee shall be composed of not more than 13 members, consisting of single member representation from each of the following agencies: (a) Regional occupational centers and regional occupational programs. (b) A state university or college or campus of the University of California. (c) A field office of the Employment Development Department. (d) One or more representatives from each of the following
categories: (1) Handicapped; (2) Disadvantaged; (3) Teachers; (4) Business and industry; (5) Labor, the joint apprenticeship committee, and labor management; (6) Any significant racial or ethnic minority, or both, in the region; and (7) Students. Each member of an advisory committee shall serve a term of three years. Vacancies shall be filled by the appointing power for the remainder of the term of the vacant position.

The Regional Adult and Vocational Council's duties are listed in Section 8027 cec. Section 8027 cec:

Section 8027 cec: Each regional adult and vocational education council shall meet and review: (a) Adult continuing education plans and offerings delineated under Sections 8530, 8531, 8532, 8533, 8534, and 8535, excluding programs in classes for inmates confined to the county jail or road camp as described in Section 41841.5. (b) Regional occupational programs and centers plans and offerings under Section 52300. (c) Plans of a community college district or unified school district to change a course offered pursuant to Section 51810 or 78300 to choose a course for which the district would receive state apportionments. (d) Plans of a community college district to change a course offered as adult education to a regular graded course. (e) All plans required to be submitted by comprehensive employment training act prime sponsors to either the state board of education or the California manpower services council.

In addition to creating a state council, regional councils, and committees the Legislature further develops the plan begun by Section 1790 cec by authorizing agencies to contract with private schools for vocational education.

Section 8090 cec: Any state agency including but not limited to school districts, and any community organization organized pursuant to the Economic Opportunity Act of 1964 (P.L.452, 88th Congress (78 Stat.508)) or any other similar training or retraining program authorized by federal or state
governments, may enter into contracts with private business, trade and technical schools to provide training and retraining programs when such private business, trade and technical schools have facilities available to provide such training and retraining. The attendance of pupils in courses of private school pursuant to a contract authorized by this section shall not be counted for reporting to the Department of Education for the purpose of receiving apportionments from the state school funds unless such contract also meets the requirements of Section 8092.

Section 8091 cec provides funds for the contracts authorized by Section 8090 cec.

Section 8091 cec: Any state agency, including but not limited to local school districts, community college districts and any community organization organized pursuant to the Economic Opportunity Act of 1964 (Public Law 452, 88th Congress (78 Stat. 508)) or any other similar training or retraining program authorized by the federal or state governments, may use any federal, state, local, or private funds to provide training or retraining programs operated by private business, trade and technical schools.

In addition to the authority granted by Section 8090, Section 8092.5 authorizes agencies to contract with institutions in neighboring states.

Section 8092.5 cec: A community college district may contract with a public or private postsecondary education institution in a neighboring state which borders on the district boundary to provide vocational skill training for district students authorized by this code. All such contracts shall meet the requirements of Section 8092 and shall meet the general intent of the provisions of Chapter 3 (commencing with Section 94300) of Part 59 of Division 10 of Title 3.

The Legislature's goal for vocational education is stated in Section 8120 cec.
Section 8120 cec: It is the intent of the Legislature in enacting this article to ensure that all employment training and vocational education programs are planned and implemented so as to provide trainees and students with skills which will be demanded by employers at the conclusion of such training and vocational education.

A section which could be used to support the proposed bill is Section 8260. This section imposes responsibility on the Department of Education to locate funds for education.

Section 8260 cec: The Department of Education shall develop and coordinate resources, provide technical assistance, monitor program implementation, generate maximum federal reimbursement whenever possible for the federally eligible, and facilitate alternative funding for those children for whom federal funds are not available.

The proposed bill is further supported by Section 8532 cec. Even though Section 8532 cec is meant for adults, the concept of mutual agreement between community college districts and high schools could be applied to high school students as well.

Section 8532 cec: Vocational and occupational training and retraining programs for adults may be made available in high school, unified, and community college districts by mutual agreement.

One of the most important developments in vocational education was the Smith Hughes Act of 1917. The people of the State of California accepted the Congressional Act of 1917 in Section 12050 cec.

Section 12050 cec: The people of the state accept the provisions of, and each of the funds provided
by, the act of Congress entitled "An act to provide for the promotion of vocational education; to provide for cooperation with the states in the promotion of such education in agriculture and the trades and industries; to provide cooperation with the states in the preparation of teachers in vocational subjects; and to appropriate money and regulate its expenditure," and approved February 23, 1917.

The above act of Congress is too lengthy to be quoted in this review. The reference is Public Law 347, 64th Congress (39 Stat. 929).

Another act important to vocational education is the Vocational education Act of 1963. The people of the State of California accepted this act in Section 12051 cec.

Section 12051 cec: The people of the state accept the provisions of, and each of the funds provided by, the Act of Congress entitled "an act to strengthen and improve the quality of vocational education and to expand the vocational opportunities in the nation" approved December 17, 1963, and amended October 16, 1968.

The above act of Congress is also too lengthy to quote in this review. The reference is Public Law 576, 90th Congress (82 Stat. 1064).

California agreed to comply with these acts of Congress in Section 12052 cec.

Section 12052 cec: In accepting the benefits of the acts of Congress referred to in Sections 12050 and 12051 the people of the state agree to comply with all of their provisions and to observe all of their requirements.
If a school district has counseling available it is required by Subsections (a) and (b) of Section 35300 cec that education and career counseling be offered.

Section 35300 cec: The governing board of any school district may provide in each school within the district an organized and functioning counseling program. Counseling shall include, but not be limited to, the following: (a) Educational counseling, in which the pupil is assisted in planning and implementing his immediate and long-range educational program. (b) Career counseling, in which the pupil is assisted in assessing his or her aptitudes, abilities, and interests in order to make realistic career decisions. Such career counseling shall include encouraging students, including women and minorities, to seek apprenticeship training.

Another benefit to the proposed bill is found in Section 37113 cec. In this section vocational education in public schools is offered to nonpublic school pupils.

Section 37113 cec: The governing board of every district maintaining a high school shall, subject to space being available, admit pupils regularly enrolled in nonpublic schools to enroll in vocational and shop classes and in classes relating to the natural and physical sciences. The attendance for each pupil so enrolled shall be credited to the district on the same proportion as the number of minutes of the pupils' attendance bears to the minimum schoolday. The attendance of such pupils shall be computed by dividing the total number of minutes of actual attendance by 240. Such attendance shall be included in the computation of apportionments to the district from the state school fund.

Funds for transportation are not provided by the proposed bill. However, funds are provided in part by Sections 41852 cec, 41852.2 cec and 41881 cec.
Section 41852 cec: (a) "Transportation" as used in this article means, unless the context otherwise requires: (1) The transportation of pupils between their homes and regular full-time day schools attended by them as provided by a school district. (2) The payment of moneys by a school district to parents or guardians of pupils in lieu of providing for the transportation of such pupils between their homes and the regular full-time day schools attended by them. (3) The providing of board and lodging to pupils by a school district in lieu of providing for the transportation of such pupils between their homes and the regular full-time day schools attended by them. (4) The transportation of pupils between the regular full-time day schools they would attend and the regular full-time occupational training classes attended by them as provided by a regional occupational center or program. (b) "Pupils" as used in this article does not include pupils for whom the Superintendent of Public Instruction determines excess costs under Section 41856. (c) "Total current expenses of transportation" as used in Section 41856 does not include: (1) Current expenses for the transportation of pupils for whose transportation the Superintendent of Public Instruction makes an allowance to the district under Article 8 (commencing with Section 56770) of Chapter 7 of Part 30; or (2) Any amount of rental of schoolbuses which is in excess of the amount allowable to school districts for replacement of district-owned buses in accordance with regulations of the Superintendent of Public Instruction relating to allowances for pupil transportation. Renting or leasing a schoolbus does not include a lease with option to purchase. (d) For the purposes of this article, the computation of the allowance provided to a regional occupational center or program shall be subject to the following: (1) A regional occupational center or program shall receive no allowance for 50 percent of the total transportation costs. (2) A regional occupational center or program shall be eligible for a transportation allowance only if the total transportation costs exceed 10 percent of the total operational budget of the regional occupational center of program. (3) A regional occupational center or program eligible for a transportation allowance pursuant to paragraph (2)
Sections 46141, 46144, 46145 and 46147 set forth the minimum school day and make exceptions for vocational training.

Section 46141 cec: The minimum school day in any high school, except in an evening high school, a regional occupational center, an opportunity school and in opportunity classes, a continuation high school, in continuation education classes, in later afternoon or Saturday occupationally organized vocational training programs conducted under a federally approved plan for vocational education, and for students enrolled in a work experience education program approved under the provisions of Article 7 (commencing with Section 51760) of Chapter 5 of Part 28 of this division, is 240 minutes.

Section 46144 cec: The minimum day in special day or Saturday vocational training programs and for students enrolled in a work experience education program approved under the provisions of Article 7 (commencing with Section 51760) of Chapter 5 of Part 28 of this division is 180 minutes.

Section 46145 cec: Notwithstanding Section 46141, the governing board of a school district may permit a 12th grade student in his last semester or quarter, as the case may be, before graduation, who would complete all of the requirements for graduation by attending high school, except courses of physical education, for less than 240 minutes each day, to attend high school for less than a minimum day of 240 minutes, upon the written request of a parent or legal guardian or upon his own written request if he is 18 years of age or over. Attendance pursuant to this section shall, for apportionment purposes and for school district revenue limitation purposes, be deemed to be in attendance for a minimum day of 240 minutes.

Section 46145 cec: Notwithstanding Section 46141, the governing board of a school district may permit a 12th grade student in his last semester or quarter, as the case may be, before graduation, who would complete all of the requirements for graduation by attending high school, except courses in physical education, for less than 240 minutes each day, to attend high
shall receive an amount equal to one-third of the transportation costs subject to reimbursement.

Section 41852.2 cec: It is the intent of the Legislature that the transportation provided by regional occupational centers or programs for which they receive state aid pursuant to Section 41852, utilize, to the greatest extent possible, existing schoolbuses and personnel.

Section 41881 cec: The Superintendent of Public Instruction shall allow to each district participating in a regional occupational center or to each county superintendent of schools operating a regional occupational center, for each unit of average daily attendance attributable to a person educated in a regional occupational center or program pursuant to Section 52315, the following amounts: (a) One thousand nine hundred fifty-five dollars ($1,955) for each visually handicapped person. (b) One thousand one hundred twenty dollars ($1,120) for each deaf person. (c) Six hundred twenty dollars ($620) for each orthopedically handicapped persons. The allowance prescribed by this section is in addition to other allowances or apportionments which may be received because of such attendance and can only be received if the specific service for which the allowance or apportionment is made is not otherwise provided by a community college within a reasonable commuting distance of the regional occupational center. Each governing body maintaining a regional occupational center or program shall account for expenditures made on account of additional special instruction and support services pursuant to Section 52315. Expenditures shall be reported as an amount per pupil in average daily attendance in each of the categories specified in subdivisions (a), (b), and (c). If the Superintendent of Public Instruction determines that the expenditures, as reported, do not equal or exceed the allowances prescribed in subdivisions (a), (b), and (c), the amount of the deficiency shall be withheld from apportionments to the school district or the county superintendent of schools in the succeeding fiscal year in accordance with the procedure prescribed in Section 41341.
school for less than the minimum day of 240 minutes, upon the written request of a parent or legal guardian or upon his own written request if he is 18 years of age or over. Attendance pursuant to this section shall, for apportionment purposes and for school district revenue limitation purposes, be deemed to be in attendance for a minimum day of 240 minutes.

Section 46147 cec: Notwithstanding Section 46144, the governing board of any school district may permit a 12th grade student in his last semester or quarter, as the case may be, before graduation, who is enrolled in a work experience education program approved under the provisions of Article 7 (commencing with Section 51760) of Chapter 5 of Part 28 (commencing with Section 51000) of this division and who would complete all of the requirements for graduation by attending high school, except courses in physical education, for less than 180 minutes each day, to attend high school for less than a minimum day of 180 minutes, upon the written request of a parent or legal guardian or upon his own request if he is 18 years of age or over. Attendance pursuant to this section shall, for apportionment purposes be deemed to be in attendance for a minimum day of 180 minutes.

Selected high school students are authorized to attend community college by Sections 48800 and 49910. These sections lay the ground work for one of the methods by which students demonstrate their skill in the proposed bill.

Section 48800 cec: The governing board of any school district may determine which students would benefit from advanced scholastic or vocational work. The intent of this section is to provide educational enrichment opportunities for a limited number of eligible pupils, rather than to reduce current course requirements of elementary and secondary schools. The governing board may authorize such students, upon recommendation of the principal of the school that the pupil attends, and with parental consent, to attend a community college as special part time students.
and to undertake one or more courses of instruction offered at the community college level. Scholastic credit for courses completed shall be at the level determined to be appropriate by the school district governing boards. Section 49910 cec: The principal of any school may, with the approval of the governing board of the school district, permit students, with parental consent, to attend vocational education classes maintained by the community college district in which the school is located, in accordance with Section 78009.

The proposed bill is aided again by Section 49112 and 49113 because they provide time for students to profit from work experience.

Section 49112 cec: (a) A permit to work may be issued to a minor under the age of 18 years and over the age of 14 years to work outside of school hours for a period of time not to exceed four hours in any day in which he or she is required by law to attend school if he or she has completed the equivalent of the seventh grade of a public school course. (b) A permit to work may also be issued to a minor 16 years of age or older to work outside of school hours for a period of time not to exceed eight hours in any day in which the minor is required by law to attend school and which is immediately prior to a nonschool day.

Health and welfare of students are protected by Section 49116 cec.

Section 49116 cec: ***(a) An employer shall not employ a minor for more than four hours in any day in which such minor is required by law to attend school for 240 minutes or more each schoolday, except as follows: ***(1) The minor is employed in personnel attendance occupations, as defined in the Industrial Welfare Commission Minimum Wage Order No.1074, ***(2) school approved work experience, ***(or cooperative vocational education programs. (2) The minor has been issued a permit to work pursuant to subdivision (b) of Section 40112 and is employed in accordance with the provisions of
such permit. (b) No employer shall employ any minor under the age of 18 years in any agricultural occupation for more than 20 hours in any schoolweek in which such minor is required by law to attend school for 240 minutes or more each schoolday. Minors 16 and 17 years of age shall not work in any agricultural occupation more than six hours a day they are required to attend school for 240 minutes or more each schoolday. Minors 14 and 15 years of age shall not work in any agricultural occupation more than four hours on a schoolday. (c) Holiday and days school is not in session are not covered by this section. (d) If evidence is shown to the satisfaction of the person issuing the permit that the schoolwork or the health of the minor is being impaired by the employment, the authority issuing the permit may revoke it.

It may be the case that the most important section to vocational education in the California Education Code is Section 51004. This section states that "any student who graduates from any state-supported educational institution should have sufficient marketable skills for legitimate remunerative employment". It seems that legislative intent is stated quite clearly. However, this quote has been interpreted to mean proficiency only in reading, writing and arithmetic not specific "skills which will be demanded by employers" as is outlined in the previously reviewed Section 8120 cec.

Section 51004 cec: The Legislature hereby recognizes that it is the policy of the people of the State of California to provide an educational opportunity to the end that every student leaving school shall have the opportunity to be prepared to enter the world of work; that every student who graduates from any state supported educational institution should have sufficient marketable
skills for legitimate remunerative employment; that every qualified and eligible adult citizen shall be afforded an educational opportunity to become suitably employed in some remunerative field of employment; and that such opportunities are a right to be enjoyed without regard to race, creed, color, national origin, sex, or economic status. The Legislature further recognizes that all students need to be provided with opportunities to explore and make career choices and to seek appropriate instruction and training to support those choices. The Legislature therefore finds that fairs as community resource and youth leadership activities are integral to assisting in guiding students in making such choices and therefore encourage the further expansion of cooperative activities between schools, youth leadership activities, and community resources. Among community resources of particular significance in providing information on various career opportunities are vocational and occupational exhibits, demonstrations and activities conducted at fairs.

The courses of study which are required to be offered by the Legislature in Section 51220 cec indicate that the Legislature also believes in the goal of developing well-rounded graduates for entry and subsequent success in our society.

Section 51220 cec: The adopted course of study for grades 7 though 12 shall offer courses in the following areas of study: (a) English, including knowledge of and appreciation for literature, language, and composition, and the skills of reading, listening, and speaking. (b) Social sciences, drawing upon the disciplines of anthropology, economics, geography, history, political science, psychology, and sociology, and designed to fit the maturity of the pupils. Instruction shall provide a foundation for understanding the history, resources, development, and government of California and the United States of America; instruction in our American legal system, the operation of the juvenile and adult criminal justice systems, and the rights and duties of citizens under the criminal and civil
law and the state and federal constitutions; the
development of the American economic system
including the role of the entrepreneur and labor;
man's relations to his human and natural
environment; eastern and western cultures and
civilizations; and contemporary issues. (c)
Foreign language or languages, beginning not later
than grade 7, designed to develop a facility for
understanding, speaking, reading, and writing the
particular language. (d) Physical education, with
emphasis given to such physical activities as may
be conducive to health and vigor of body and
mind. (e) Science, including the physical and
biological aspects, with emphasis on basic
concepts, theories, and processes of scientific
investigation and on man's place in ecological
systems, and with appropriate applications of the
interrelation and interdependence of the sciences.
(f) Mathematics, including instruction designed to
develop mathematical understandings, operational
skills, and insight into problem-solving
procedures. (g) Fine arts, including art, music,
or drama, with emphasis upon development of
aesthetic appreciation and the skills of creative
expression. (h) Applied arts, including
instruction in the areas of consumer and
homemaking education, industrial arts, general
business education, or general agriculture. (i)
Vocational-technical education designed and
conducted for the purpose of preparing youth for
gainful employment in such occupations and in such
numbers as appropriate to the manpower needs of
the state and the community served and relevant to
the career desires and needs of the students. (j)
Automobile driver education, designed to develop a
knowledge of the provisions of the Vehicle Code
and other laws of this state relating to the
operation of motor vehicles, a proper acceptance
of personal responsibility in traffic, a true
appreciation of the causes, seriousness and
consequences of traffic accidents, and to develop
the knowledge and attitudes necessary for the safe
operation of motor vehicles. A course in
automobile driver education shall include
education in the safe operation of motor cycles.
(k) Such other studies as may be prescribed by the
governing board.

Section 51225.3 is a product of Senate Bill No.
813. It outlines the required course of study to be
completed for the high school diploma in California. These new requirements have grown out of the need for excellence in education. It is quite clear from reading this section that the legislature overlooked the need for vocational education and in so doing missed the goal of producing well rounded high school graduates.

There are two pieces of legislation labeled 51225.3 cec. The first is operative until July 1, 1988. The second becomes operative on July 1, 1988. The two pieces of legislation are substantially the same. The one which takes effect in July 1988 will be used.

Subsection (b) of 51225.3 is of particular interest since it incorporates several methods for demonstration of knowledge and skills which are also alternatives in the proposed bill.

Section 51225.3 cec: (Second of two; operative July 1, 1988) Required course of study for high school diploma (a) Commencing with the 1988-89 school year, no pupil shall receive a diploma of graduation from high school who, while in grades 9 through 12, has not completed the following: (1) At least the following numbers of courses in the subjects specified, each course having a duration of one year, unless otherwise specified. (A) Three courses in English. (B) Two courses in mathematics. (C) Two courses in science, including biological and physical sciences. (D) Three courses in social studies, including United States history and geography; world history, culture, and geography; a one-semester course in American government and civics, and a one-semester course in economics. (E) One course in visual or
performing arts or foreign language. (F) Two courses in physical education, unless the pupil has been exempted pursuant to the provisions of this code. (2) Such other coursework as the governing board of the school district may by rules specify. (b) The governing board, with the active involvement of parents, administrators, teachers, and pupils, shall adopt alternative means for students to complete the prescribed course of study which may include practical demonstrations of skills and competencies, supervised work experience or other outside school experience, interdisciplinary study, independent study, and credit earned at a post secondary institution. Requirements for graduation and specified alternative modes for completing the prescribed course of study shall be made available to pupils, parents, and the public.

Another product of Senate Bill 813 is Section 51228 cec. This section requires schools to offer a course of study leading toward university admission and also a course of study leading toward entry level employment skills. Students who fall under subsection (b) benefit from courses in English, social studies, geography and civics. Conversely, students who fall under subsection (a) would benefit from entry level skills in nearly any field but especially in fields such as computer science and typing.

Again in subsection (d) the Legislature lends support to several of the methods used in the proposed bill.

Section 51228 cec: Districts required to offer courses prerequisite for university admission and providing students with entry level employment skills (a) each school district maintaining any of grades 7 to 12, inclusive, shall offer to all otherwise qualified pupils in those grades a
course of study fulfilling the requirements and prerequisites for admission to the California public universities. (b) Each school district maintaining any of grades 7 to 12, inclusive, shall offer to all otherwise qualified pupils in those grades a course of study which provides an opportunity for those pupils to attain entry level employment skills in business or industry upon graduation from high school. (c) Any school district which adopts a required curriculum that meets or exceeds the model standards developed by the State Board of Education pursuant to Section 51226 shall be deemed to have fulfilled its responsibilities pursuant to this section. (d) Any school district which adopts a required curriculum pursuant to subdivision (c) that meets or exceeds the model standards developed by the State Board of Education pursuant to Section 51226, or which adopts alternative means for pupils to complete the prescribed course of study pursuant to subdivision (b) of Section 51225.3, may substitute pupil demonstration of competence in the prescribed subjects through a practical demonstration of those skills in a regional occupational center or program, work experience, interdisciplinary study, independent study, credit earned at a postsecondary institution, or other outside school experience as prescribed by section 51225.

Guidelines, standards and definitions used in implementing the work experience option of the proposed bill are outlined in Sections 51761 cec, 51762 cec, 51764 cec, 51767 cec and 51768 cec.

Section 51761 cec: The State Board of Education shall establish standards for work experience education, including but not limited to, the following: (a) Selection and approval of work stations. (b) Supervision of pupils. (c) Credit allowable for work experiences. (d) Guidance procedures related to work experience education.

Section 51762 cec: The Department of Education shall adopt such rules and regulations as are necessary to implement the standards set by the
State Board of Education, so as to maintain the educational purpose and character of work experience education.

Section 51764 cec: Work experience education as authorized by this article includes the employment of pupils in part-time jobs selected or approved as having educational value for the students employed therein and coordinated by school employees.

Section 51767 cec: The governing board of any school district which maintains one or more high schools may provide for the establishment and supervision of work experience education programs in areas outside the district, either within this state or in a contiguous state.

Section 51768 cec: The governing board of any school district providing work experience and work study education may provide for employment under such program of pupils in part-time jobs located in the areas outside the district, either within this state or in a contiguous state, and such employment may be by any public or private employer. Such districts may pay wages to persons receiving such training whether assigned within or without the district, except that no payments may be made to or for private employers, and may provide workers' compensation insurance as may be necessary.

Regional occupational centers provide another means of fulfilling the requirements of the proposed bill. They are enacted in Sections 52300 cec and 52301 cec.

Section 52300 cec: In enacting this article, it is the intent of the Legislature to provide qualified students with the opportunity to attend a technical school or enroll in a vocational or technical training program, regardless of the geographical location of their residence in a county or region. The Legislature hereby declares that a regional occupational center will serve the state and national interests in providing vocational and technical education to prepare students for an increasingly technological
society in which generalized training and skills are insufficient to prepare high school students and graduates, and out-of-school youth and adults for the many employment opportunities which require special or technical training and skills. The Legislature also declares that regional occupational centers will enable a broader curriculum in technical subjects to be offered, and will avoid unnecessary duplication of courses and expensive training equipment, and will provide a flexibility in operation which will facilitate rapid program adjustments and meeting changing training needs as they arise. It is recognized by the Legislature that vocational programs may achieve great flexibility of planning, scope and operation by the conduct of such programs in a variety of physical facilities at various training locations. It is the further intent of the Legislature that regional occupational centers and programs provide vocational and occupational instruction related to the attainment of skills so that trainees are prepared for gainful employment in the area for which training was provided, or are upgraded so they have the higher level of skills required because and changing technologies or so that they are prepared for enrollment in more advanced training programs.

Section 52301 cec: The county superintendent of schools of each county, with the consent of the State Board of Education, may establish and maintain, or with one or more counties may establish and maintain, at least one regional occupational center, or regional occupational program, in the county to provide education and training in vocational courses. The governing boards of any school districts maintaining high schools in the county may, with the consent of the State Board of Education and of the county superintendent of schools, cooperate in the establishment and maintenance of a regional occupational center, or a regional occupational program, except that if such a school district also maintains * * * 500 or more schools its governing board may establish and maintain one or more regional occupational centers, or regional occupational programs, without such restrictions. A regional occupational center or regional occupational program may be established by two or more school districts maintaining high schools through the use of the staff and facilities of a
community college or community colleges serving the same geographic area as the school districts maintaining the high schools, with the consent of the State Board of Education and the county superintendent of schools. The establishment and maintenance of a regional occupational center, or regional occupational program, by two or more school districts may be undertaken pursuant to Article 1 (commencing with Section 6500) of Chapter 5 of Division 7 of Title 1 of the Government Code. In such a regional occupational center or program, the functions of the county auditor undertaken pursuant to Article 1 (commencing with Section 6500) of Chapter 5 of Division 7 of Title 1 of the Government Code shall be performed by the county superintendent of schools in a county in which the board of supervisors has transferred educational functions from the county auditor to the county superintendent of schools pursuant to Sections X2649, as added by Chapter 533 of the Statutes of 1977, and 85266.5. If a school district or school districts establish and maintain such a regional occupational center, or regional occupational program, pursuant to this chapter, the county superintendent of schools may, with the consent of the State Board of Education, establish and maintain a separate regional occupational center or centers, or regional occupational program or programs.

The Legislature has shown insight into another use for vocational education by enacting Section 52381 cec. In this section the Legislature sees vocational education not only as a means of support but as a means to enable students to continue with their academic education.

Section 52381 cec: The Legislature finds that it is urgently necessary to reduce the continuing high level of unemployment among the youth and young adults by broadening and strengthening the existing vocational education programs to provide them with the necessary work skills in order that they will be equipped to participate in a meaningful manner in our ever increasingly
technical society. It is the intent of the Legislature by the provisions of this article to afford a means whereby school districts may broaden and strengthen the existing vocational education programs and to provide the districts with necessary financial support to enable them to implement vocational training and work programs during the summer months for the unemployed youth and young adults so that they may be trained in marketable work skills and earn such funds as may be necessary to enable them to continue their education.

The definition of competency based education or individualized instruction required by the proposed bill is found in Section 58401 cec.

Section 58401 cec: As used in this chapter 'individualized instruction based upon performance criteria' means an educational method in which (a) aptitudes, interests, motivations, and other characteristics of each student play a major role in the selection of educational objectives and the determination of the sequence of study and choice of materials and procedures; (b) the time spent by each student in a given subject area is determined by his performance; and (c) the progress of each student is measured by comparing his performance with a specific objective, rather than with the performance of other students.

The Legislature further demonstrates its support for vocational education with several sections in the California Administrative Code. It begins by giving semester credits for work experience education in Sections 1635 cac and 10073 cac.

Section 1635 cac: The governing board shall grant to a pupil for the satisfactory completion or work experience education established under Education Code Section 51760 credit in an amount not to exceed a total of 40 semester periods made up on one or a combination of two or more of the following types: (a) For exploratory Work Experience Education: Ten (10) semester periods
for each semester, with a maximum of twenty (20) semester periods earned in two semesters. (b) For General Work Experience Education: Ten (10) semester periods for each semester with a maximum of forty (40) semester periods. (c) For Vocational Work Experience Education: Ten (10) semester periods for each semester with a maximum of forty (40) periods.

Section 10073 cac: School Credit. The district shall grant to a pupil for the satisfactory completion of work experience education the credit toward graduation specified in Section 1635.

In the California Administrative Code the Legislature defines several elements of the proposed bill. "Trade and technical education" is defined in Section 6355 cac. In Section 10070 (a) "Job" is defined. Section 10070 (b) defines "work station." "Section 10071 cac lists types of work experience education. Criteria for selection of work training stations are listed in Section 10107 cac. Section 10501 defines "vocational education." Requirements for schools offering summer work experience are outlined in Section 11475 and Section 11501 defines a regional occupational center.

Section 6355 cac: Definition. Trade technical education includes general and specific courses and programs in trade, technical, industrial, preprofessional, semiprofessional, public service, and agricultural occupations.

Section 10070 cac: Definitions. For the purpose of this article: (a) "Job" means the paid or nonpaid employment experiences received by pupils. (b) "Work Station" means the business establishment where a pupil acquires paid or nonpaid employment experiences.
Section 10071 cac: Types of Work Experience Education. Work experience education consists of one or more of the following types: (a) Exploratory Work Experience Education. Exploratory work experience education has as its general purpose the vocational guidance of the pupil through affording him opportunities to observe and sample systematically a variety of conditions of work for the purpose of ascertaining his suitability for the occupation he is exploring. There is no intent to teach production skills of any kind. (b) General Work Experience Education. General work experience education has as its purpose the supervised part-time paid employment of pupils with the intent of assisting them to acquire desirable work habits and attitudes in real jobs. The part-time job held by a pupil need not be related to the the occupational goal of the pupil. (c) Vocational Work Experience Education. Vocational work experience education has as its purpose the extension of vocational learning opportunities for the pupil through part-time paid employment in the occupation for which his course in school is preparing him. (d) The employer has adequate equipment, materials, and other facilities to provide an appropriate learning opportunity. (e) Overall desirable working conditions prevail which will not endanger the health, safety, welfare, or morals of the pupil. (f) The employer will provide adequate supervision to ensure a planned program of the pupil's job activities in order that the student may receive maximum educational benefit. (g) The employer, as required by law, will provide adequate compensation insurance whenever the pupil is being paid a cash salary or wage. (h) The employer will maintain accurate records of the pupil's attendance.

Section 10107 cac: Training Stations. The following criteria shall be used to select and approve a training station. The employer shall: (a) Have a clear understanding of program objectives and a willingness to participate in the program. (b) Provide immediate student supervision and instruction to the student. (c) Cooperate in evaluating the student's on-the-job achievement. (d) Participate with the teacher coordinator, the student, and parents in preparing a written training agreement and plan of training. (e) Provide a sufficient number of hours of
regularly scheduled paid, part-time employment to accomplish the goals of the program and the objectives of the student.

Section 10501 cac: Definitions. (a) "Vocational education." means educational programs (at less than an baccalaureate degree) and supportive services directly related to the preparation of individuals for employment, including the occupation of homemaking. Any vocational education program shall also include the following components: (1) Vocational/occupational guidance and counseling, (2) Staff development, and (3) Student placement.

Section 11475 cac: Work Experience Education. (a) Summer schools offering work experience education shall: (1) Comply with the provisions of Article 5 (commencing with Section 10070) of Chapter 1 of Division 10 of this code. (2) Conduct the program concurrently with the rest of the district's summer school program. (3) Maintain a student-certified coordinator ratio of not more than 25 students per certificated coordinator hour. (4) Provide for a minimum of 180 minutes of group and individualized related instruction each week in work experience education. (5) Grant a maximum of 10 units of credit. (b) No pupil, including those also enrolled in other summer school classes, in a summer school work experience education program or class shall be credited with more than one day of attendance in any calendar day.

Section 11501 cac: Definitions. (a) A regional occupational center is a vocational or technical training program established and maintained in a separate, identifiable physical facility pursuant to Article 1, Chapter 9, Part 28, Division 4, Title 2 * of the Education Code. (b) "Regions served" means the area of a county or counties which constitutes the attendance area of the high school district or districts that form the membership of a Regional Occupational Center and Program. (c) A "school unit" within a participating district includes but is not limited to, a community college, a high school, a continuation school, or adult school in a high school attendance area. (d) "Course/class" means any credit or noncredit instructional unit in a subject area of organized knowledge, usually
provided on a semester, year, or other prescribed length-of-time basis. (e) "Section" means a multiple of identical classes in a specific subject having the same goals, objectives, and outcomes. (f) "Curriculum" means courses of study, courses, subjects, classes, sections, and organized group activities provided by a school and/or Regional Occupational Center or Regional Occupational Program. (g) "Unnecessary duplication of courses and programs" means that two local educational agencies or programs, including Regional Occupational Centers or Regional Occupational Programs offer the same vocational or adult course or program to the same type of student population using similar occupational characteristics as to prerequisites unless one agency reports that it cannot meet the needs of all students requiring such courses and programs. (h) "Supplanting" occurs when a course, class, or a section has been dropped by a school unit and is replaced by another educational agency, including a Regional Occupational Center or Regional Occupational Program, without major revision of the curriculum, student population served and/or projected course outcomes. (i) "Regional adult and vocational education councils" are those councils described in Article 2 (commencing with Section 8020), Chapter 1, Part 6, Division 1, Title 1 * of the Education Code. (j) "Individual vocational counseling and guidance services" means services designed to: (1) Identify and encourage the enrollment of individuals in courses offered by a Regional Occupational Center or Regional Occupational Program. (2) Provide the individuals with information necessary to make meaningful and informed occupational choices. (3) Assist students pursuing a program of vocational instruction in the Regional Occupational Center or Regional Occupational Program. (k) A "county labor council, as used in subsection (a) (4) of Section 52306 * of the Education Code," means the Central Labor Council or the Central Buildings and Trades Council having jurisdiction in the area served by the Regional Occupational Center or Regional Occupational Program.

The California Labor Code provides protection for minors under the age of 16 in Sections 1292 clc, 1293 clc and 1294 clc. However, Section 1295 clc states
that these sections shall not apply to courses of training, apprenticeship programs or work experience educational programs.

Section 1292 clc: No minor under the age of 16 years shall be employed or permitted to work in any capacity in: (a) Adjusting any belt to any machinery. (b) Sewing or lacing machine belts in any workshop or factory. (c) Oiling, wiping, or cleaning machinery, or assisting therein.

Section 1293: No minor under the age of 16 years shall be employed, or permitted, to work in any capacity in operating or assisting in operating any of the following machines: (a) Circular band saws; wood shapers; wood-jointers; planers; sandpaper or wood-polishing machinery; wood turning or boring machinery. (b) Picker machines; leather-burnishing machines; laundry machinery. (c) Printing-presses of all kinds; boring or drill presses; stamping machines used in sheet-metal and tinware, in paper and leather manufacturing, or in washer and nut factories; metal or papercutting machines; paper-lace machines. (d) Corner-staying machines in paper-box factories; corrugating rolls, such as are used in corrugated paper, roofing or washboard factories. (e) Dough brakes or cracker machinery of any description. (f) Wire or iron straightening or drawing or mixing machinery; calendar rolls in paper and rubber manufacturing; steam-boilers; in proximity to any hazardous or unguarded belts, machinery or gearing.

Section 1294 clc: No minor under the age of 16 years shall be employed or permitted to work in any capacity: (a) Upon any railroad, whether steam, electric, or hydraulic. (b) Upon any vessel or boat engaged in navigation or commerce within the jurisdiction of this state. (c) In, about, or in connection with any process in which dangerous or poisonous acids are used, in the manufacture of packing of paints, colors, white or red lead, or in soldering. (d) In occupations causing dust in injurious quantities, in the manufacture or use of dangerous or poisonous dyes, in the manufacture of preparation of compositions with dangerous or poisonous gases, or in the manufacture or use of compositions of lye in which
the quantity thereof is injurious to health. (e) On scaffolding, in heavy work in the building trades, in any tunnel or excavation, or in, about or in connection with any mine, coal breaker, coke oven or quarry. (f) In assorting, manufacturing or packing tobacco. (g) In operating any automobile, motor car or truck. (h) In any pool or billiard room. (i) In or about a gasoline service station. (j) In any occupation dangerous to the life or limb, or injurious to the health or morals of such minor.

Section 1295 clc: The provisions of Sections 1292, 1293, and 1294 shall not apply to ***(a) Courses of training in vocational or manual training schools or in state institutions. (b) Apprenticeship training provided in an apprenticeship training program established pursuant to Chapter 4 (commencing with Section 3070) of Division 3. (c) Work experience education programs conducted pursuant to either or both Section 29007.5 and Article 5.5 (commencing with Section 5985) of Chapter 6 of Division 6 of the Education Code provided that the work experience coordinator determines that the students have been sufficiently trained in the employment or work otherwise prohibited by such sections, if parental approval is obtained, and the principal or the counselor of the student has determined that the progress of the student toward graduation will not be impaired.

The Legislature's insight into the need for our schools to develop well-rounded graduates is best demonstrated in Section 51220 cec. Subsection (a) requires English; (b) requires social science; (c) requires a foreign language to be offered. Physical education is required to be offered in Subsection (d); (e) provides for a strong education in natural and physical science; and the need for mathematics is met in Subsection (f). The need for fine and applied arts is recognized in Subsections (g) and (h). Subsection
(i) places vocational education, as it should be, among the basic student needs which are outlined in this section. The last specific need listed is that of driver education in Subsection (j). Most of the above listed areas of study are required for graduation from high school and clearly all are required to produce well-rounded graduates. Throughout the 769 codes which have been reviewed support for vocational education in the Legislature is obvious. There are hundreds of sections written and passed into law to develop and promote vocational education. The value of vocational education for some students is not disputed. The importance of a well-rounded education including vocational education for all students is, however, not recognized by the graduation requirements in this state.
California Code Provisions for Vocational Education

This list of provisions was updated by the California Advisory Council on Vocational Education in 1983. The council stated that there would be no further updates due to financial limits. Each section listed was reviewed to determine its applicability to this project. Those sections which were useful to the proposed legislation were incorporated into the bill. The codes are listed alphabetically with the sections and titles listed numerically under each code.

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METHODOLOGY

Introduction

This section will describe how the proposed project was carried out. First the plan was outlined followed by a time table for completing the project.

Design

A rough draft of the bill was produced after a comprehensive review of 770 California Code sections pertaining to vocational education or graduation requirements. Mr. Frank Modoki of the San Bernardino County District Attorney's office was contacted for technical advice on the proper legal wording of the bill. After Mr. Modoki lent his expertise a second draft was produced. The second draft was reviewed by Mr. Ed Silverbrand of the Education Lobbying firm Silverbrand and Associates in Sacramento. Mr. Silverbrand's comments and criticisms were incorporated into the final draft of the bill. The finished product was offered to Silverbrand and Associates to find an author for the bill either in the Senate or in the Assembly.
Calendar of Events

The events of this project proposal occurred on the following dates in the following order:

- **August - October 87**: Review of Literature
- **November 87**: Produce rough draft
- **December 87**: Submit rough draft to Mr. Modoki for review
- **December 87**: Produce second draft
- **January 88**: Submit second draft to Mr. Silverbrand for review
- **January 88**: Incorporate Mr. Silverbrand's comments
A ***PROPOSED LEGISLATION***

An act to add Section 51225.5 to the Education Code relating to high school graduation requirements.

Existing law prescribes the requirements for graduation from high school.

This bill would include demonstration of an entry level job skill as a graduation requirement.

This bill would authorize five methods of skill demonstration including course work at the pupil's high school, course work at another high school or junior college, a course of instruction at an accredited trade school or academy, through a Regional Occupational Center/Program or through work experience education at a training station.

This bill would appropriate no funds. However, some funds for tuition and transportation authorized by existing law could be utilized.
The people of the State of California do enact as follows:

Notwithstanding any other provision of law and in addition to the requirements in Section 51225.3 of the Education Code,

(a) no pupil shall receive a diploma of graduation from high school who has not demonstrated a competency based proficiency in the practical application of an entry level job skill.

(b) No funds shall be allocated for student transportation to or from any trade school, academy, regional occupational center/program, or training station in order to fulfill the requirements of this section, except those funds provided by Sections 41852, 41852.2 and 41881 of the Education Code.

(c) No funds for tuition shall be incurred by the State in order to fulfill the requirements of this section, except those funds provided by Sections 8091, 8092, 8092.5, and 52301 of the Education Code.

(d) There shall be five ways in which the entry level job skill may be demonstrated. (1) Completion of a course of instruction at the high school the student attends as provided for in Section 51220 (i) of the Education Code, using individualized instruction as defined in Section 58401 of the Education Code. (2) Completion of a course of instruction at any other high school or junior college
as provided for in Section 48800 of the Education Code, using individualized instruction as defined in Section 58401 of the Education Code. (3) Completion of a course of instruction at an accredited trade school or academy as provided for in Sections 8191 and 8192 of the Education Code, using individualized instruction as defined in Section 58401 of the Education Code. (4) Through a regional occupational center/program as defined in Section 52303 of the Education Code and Section 11501 of the Administrative Code and enacted by Sections 52300 and 52301 of the Education Code, with a letter from the director of the regional occupational center/program stating that the pupil has the skills which will be demanded by employers as stated in Section 8120 of the Education Code. (5) Through work experience education of the pupils' choice as provided for by Sections 51764, 51767, 51768 of the Education Code and defined by Section 10071 of the Administrative Code at a location which meets the standards set forth in Section 51761 of the Education Code. The owner, manager or personnel director of the training station as defined in Section 10107 of the Administrative Code providing the work experience education, after demonstration by the pupil, shall write a letter stating that the pupil has the skills which will be demanded by employers as stated in Section 8120 of the Education Code.
BIBLIOGRAPHY


