



# CALIFORNIA COMMUNITY COLLEGE'S BILATERAL GOVERNANCE PARTNERSHIP



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OF CALIFORNIA

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# Foreword — Bilateral Governance

For locally elected trustees and boards, understanding the California Community Colleges (CCC) organizational framework is a necessary albeit insufficient condition of informed trustees. Just as a tennis or chess player requires knowledge of the rules of the activity to participate effectively, so too will CCC trustees and boards function productively only when members possess a reasonable comprehension of the structure and functions of the entities involved in the governance of the largest confederation of public colleges in the nation. And that understanding is both the rationale and goal of this publication.

*California Community College's Bilateral Governance Partnership* offers trustees and others interested in CCC's structures a convenient and comprehensive publication that features:

- A description of the bilateral governance framework.
- References to the Education Code and pertinent regulatory language.
- A brief chronology of significant laws and statutory changes affecting district governance.
- References to supplemental information for readers seeking an even greater depth of understanding.

The precursor to this publication, *Toward a State of Learning: Community College Governance – An Effective Bilateral Structure for a Diverse System* (published in February 1998), initially addressed the concerns of policymakers and others interested in and involved with higher education in California.

Following several recent initiatives from policymakers, the Board of Governors, and the Chancellor's Office affecting governance and operations at all levels of the CCCs, Community College League of California (the League) leadership and staff agreed it was the appropriate time to update and reprise this 25-year-old publication. This revised and refreshed version provides local trustees, legislators, and others a primer on the structure and functions of CCCs.

The importance of a robust bilateral governance structure to support the California Community College system cannot be overstated; it is a delicate balance between state and local input, control, and oversight. Nonetheless, the impact of community college graduates and transfer students is decidedly local: educational gains translate to increased financial opportunities. The strong partnership and working relationship between the BOG and the local boards are essential to continue meeting this dynamic state's educational and community needs.



Larry Galizio, Ph.D.  
President and CEO



# The Division of Responsibilities Between the BOG and the Local Districts

A review of the Education Code (Ed Code), provides direction for both trustees and BOG members regarding bilateral governance duties and responsibilities. Ed Code is enacted by Legislation and contains the state laws that regulate California schools and colleges.

The Ed Code declares, "There is hereby created the California Community Colleges, a post-secondary education system consisting of community college districts heretofore and hereafter established pursuant to law and the Board of Governors of the California Community Colleges. The board of governors shall carry out the functions specified in Section 70901 and local districts shall carry out the functions specified in Section 70902. This part shall be known, and may be cited, as the "Walter Stiern Act."

For clarification, it is essential to understand the differences between laws (statutes) and regulations. Laws are passed by the Legislature and signed by the Governor. Regulations, on the other hand, are developed to clarify and define expected actions required to be compliant with a given law. They are usually developed through the Consultation Process, drafted by the Chancellor's Office, approved by the BOG (and the Department of Finance), and approved by the Governor. These regulations can be found in Title 5 of the California Code of Regulations.

In short, roles and responsibilities for trustees and the BOG can be broken down as follows from the Ed Code Sections 70900, 70901 and 70902:

## **Board of Governors**

- Provide system leadership – set the direction of the system
- Review and approve local district plans
- Advise and assist local governing boards
- Establish minimum standards for academic and administrative matters
- Administer state and federal funding
- Provide a system of consultation

## **Local Boards**

- Assure academic quality, integrity, student learning and fiscal stability
- Hire and evaluate the CEO
- Establish policies for educational programs and hiring of faculty and staff
- Control operational and capital budgets
- Approve educational program changes
- Approve salaries and benefits

Below are sections divided into specific Ed Code-referenced areas for Local Boards and, if appropriate, the complementary reference for the BOG. In some cases, the Ed Code is specific to only one of the bilateral governance partners, as shown.



VS



**GENERAL ROLES**

<p><b>BOG</b></p> <p>The Board of Governors of the California Community Colleges shall provide leadership and direction in the continuing development of the California Community Colleges as an integral and effective element in the structure of public higher education in the state. 70901. (a)</p>		<p><b>LOCAL BOARD</b></p> <p>Every community college district shall be under the control of a board of trustees, which is referred to herein as the "governing board." The governing board of each community college district shall establish, maintain, operate, and govern one or more community colleges in accordance with law.</p>
<p><b>BOG</b></p> <p>The work of the board of governors shall at all times be directed to maintaining and continuing, to the maximum degree permissible, local authority and control in the administration of the California Community Colleges. 70901. (a)</p>		
<p><b>BOG</b></p> <p>The Board of Governors to "provide general supervision" over community college districts "in consultation with" districts and their institutional representatives, to allow college organizations and interested individuals and parties an opportunity to review and comment on proposed policy before it is adopted by the Board (Ed. Code, Section 70901, subs. (b), (e)).</p>		<p><b>LOCAL BOARD</b></p> <p>The governing board may initiate and carry on any program, activity, or may otherwise act in any manner that is not in conflict with or inconsistent with, or preempted by, any law and that is not in conflict with the purposes for which community college districts are established.</p>
<p><b>BOG</b></p> <p>Review and approve comprehensive plans for each community college district. The plans shall be submitted to the board of governors by the governing board of each community college district. A. (i) 9.</p>		<p><b>LOCAL BOARD</b></p> <p>The governing board of each community college district shall... Establish policies for, and approve, current and long-range academic and facilities plans and programs and promote orderly growth and development of the community colleges within the district. In so doing, the governing board shall, as required by law, establish policies for, develop, and approve, comprehensive plans.</p>
<p><b>BOG</b></p> <p>The board of governors shall establish procedures for the adoption of rules and regulations governing the California Community Colleges...shall ensure that all proposed regulations of the board meet the standards of "necessity," "authority," "clarity," "consistency," "reference," and "nonduplication," as those terms are defined in Section 11349 of the Government Code.</p>		<p><b>LOCAL BOARD</b></p> <p>A district governing board or any other interested party may challenge any proposed regulatory action regarding the application of these standards.</p>

## GENERAL ROLES [CONTINUED]

### BOG

Written notice of a proposed action shall be provided to each community college district and to all other interested parties and individuals, including the educational policy and fiscal committees of the Legislature and the Department of Finance, at least 45 days in advance of adoption. The regulations shall become effective no earlier than 30 days after adoption. 70901.5. (a)



### LOCAL BOARD

The effective date for a regulation shall be suspended if, within 30 days after adoption by the board of governors, at least two-thirds of all governing boards vote, in open session, to disapprove the regulation. With respect to any regulation so disapproved, the board of governors shall provide at least 45 additional days for review, comment, and hearing, including at least one hearing before the board itself.

## ACADEMIC STANDARDS

### BOG

Minimum standards to govern student academic standards relating to graduation requirements and probation, dismissal, and readmission policies.



### LOCAL BOARD

Establish academic standards, probation and dismissal and readmission policies, and graduation requirements not inconsistent with the minimum standards adopted by the board of governors.



### LOCAL BOARD

Establish rules and regulations governing student conduct.

## ADVOCACY

### BOG

Provide representation, advocacy, and accountability for the California Community Colleges before state and national legislative and executive agencies.



## COORDINATION/ARTICULATION

### BOG

Coordinate and encourage interdistrict, regional, and statewide development of community college programs, facilities, and services.



### BOG

Facilitate articulation with other segments of higher education with secondary education.



### BOG

Establish policies regarding interdistrict attendance of students.



# CONSULTATION

## BOG

Ensure minimum standards governing procedures established by governing boards of community college districts to ensure faculty, staff, and students the right to participate effectively in district and college governance, and the opportunity to express their opinions at the campus level and to ensure that these opinions are given every reasonable consideration, and the right of academic senates to assume primary responsibility for making recommendations in the areas of curriculum and academic standards.



## LOCAL BOARD

Establish procedures that are consistent with minimum standards established by the board of governors to ensure faculty, staff, and students the opportunity to express their opinions at the campus level, to ensure that these opinions are given every reasonable consideration, to ensure the right to participate effectively in district and college governance, and to ensure the right of academic senates to assume primary responsibility for making recommendations in the areas of curriculum and academic standards.

## BOG

In performing the functions...the board of governors shall establish and carry out a process for consultation with institutional representatives of community college districts so as to ensure their participation in the development and review of policy proposals.



## BOG

The consultation process shall also afford community college organizations, as well as interested individuals and parties, an opportunity to review and comment on proposed policy before it is adopted by the board of governors.



## LOCAL BOARD

Participate in the consultation process established by the board of governors for the development and review of policy proposals.

# DISTRICT FORMATION/REORGANIZATION/NEW COLLEGE OR EDUCATIONAL CENTERS

## BOG

Minimum standards for the formation of community colleges and districts.



## BOG

Exercise general supervision over the formation of new community college districts and the reorganization of existing community college districts, including the approval or disapproval of plans therefor.



## LOCAL BOARD

The governing board of a community college district planning the formation of a new college or educational center shall obtain approval for such college or educational center from the Board of Governors. Approval shall be obtained before classes begin at the new college or educational center.

# EDUCATION PROGRAMS

## BOG

Minimum standards for credit and noncredit classes.



## EDUCATION PROGRAMS [CONTINUED]

### BOG

Review and approve all educational programs offered by community college districts, and all courses that are not offered as part of an educational program approved by the board of governors.



### LOCAL BOARD

Establish policies for and approve courses of instruction and educational programs. The educational programs shall be submitted to the board of governors for approval. Courses of instruction that are not offered in approved educational programs shall be submitted to the board of governors for approval.

### LOCAL BOARD

The governing board shall establish policies for, and approve, individual courses that are offered in approved educational programs, without referral to the board of governors. (3) Establish academic standards, probation and dismissal and readmission policies, and graduation requirements not inconsistent with the minimum standards adopted by the board of governors



### LOCAL BOARD

Within the framework provided by law, determine the district's academic calendar, including the holidays it will observe.



## EMPLOYMENT/EMPLOYEES

### BOG

Minimum standards for the employment of academic and administrative staff in community colleges.



### LOCAL BOARD

Employ and assign all personnel not inconsistent with the minimum standards adopted by the board of governors and establish employment practices, salaries, and benefits for all employees not inconsistent with the laws of this state.

## FISCAL

### BOG

Annually prepare and adopt a proposed budget for the California Community Colleges. The proposed budget shall, at a minimum, identify the total revenue needs for serving educational needs within the mission, the amount to be expended for the state general apportionment, the amounts requested for various categorical programs established by law, the amounts requested for new programs and budget improvements, and the amount requested for systemwide administration.



### LOCAL BOARD

To the extent authorized by law, determine and control the district's operational and capital outlay budgets.... In its discretion, receive and administer gifts, grants, and scholarships.

# FISCAL [CONTINUED]

## BOG

Establish minimum conditions entitling districts to receive state aid for support of community colleges. In so doing, the board of governors shall establish and carry out a periodic review of each community college district to determine whether it has met the minimum conditions prescribed by the board of governors.



## LOCAL BOARD

Establish student fees as it is required to establish by law, and, in its discretion, fees as it is authorized to establish by law.

## BOG

Administer state support programs, both operational and capital outlay, and those federally supported programs for which the board of governors has responsibility pursuant to state or federal law.



## BOG

Notwithstanding any other provision of law, be solely responsible for establishing, maintaining, revising, and updating, as necessary, the uniform budgeting and accounting structures and procedures for the California Community Colleges.



## BOG

Any regulation which the Department of Finance determines would create a state-mandated local program cost, the board of governors shall not adopt the regulation until the Department of Finance has certified to the board of governors and to the Legislature that a source of funds is available to reimburse that cost.



## LOCAL BOARD

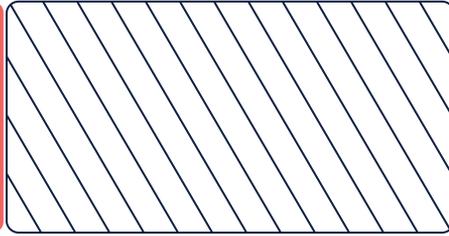
The district governing board shall determine the need for elections for override tax levies and bond measures and request that those elections be called.



# LEGAL ASSISTANCE

## BOG

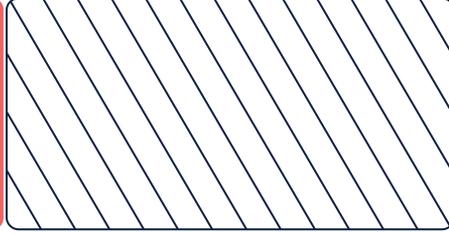
Advise and assist governing boards of community college districts on the implementation and interpretation of state and federal laws affecting community colleges.



# PLANNING/ACCOUNTABILITY

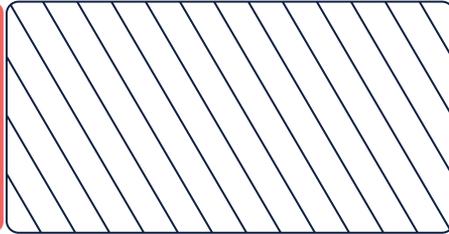
## BOG

Conduct necessary systemwide research on community colleges and provide appropriate information services, including, but not limited to, definitions for the purpose of uniform reporting, collection, compilation, and analysis of data for effective planning and coordination, and dissemination of information.



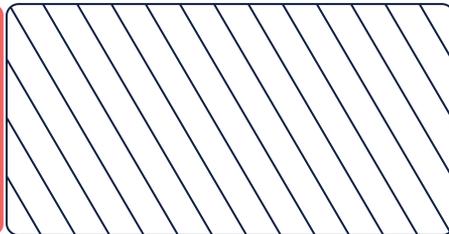
## BOG

Review and approve comprehensive plans for each community college district. The plans shall be submitted to the board of governors by the governing board of each community college district.



## BOG

Evaluate and issue annual reports on the fiscal and educational effectiveness of community college districts according to outcome measures developed cooperatively with those districts, and provide assistance when districts encounter severe management difficulties.



# Opportunities and Protocol

The California Community College system's size and complexity presents a number of governance challenges and opportunities. Critics of the bilateral governance structure abound

both inside and outside the system. However, even with the challenges of balancing state expectations, financial fluctuations, political differences and internal and external pressure, districts perform with a student-centered focus delivering programs and transferring and graduating tens of thousands of students each year.

While the bilateral governance structure is not perfect, it's not going away. Still, there are opportunities to explore strengthening the relationship for the benefit of the CCC's 1.9 million students and the communities served.



*A "bilateral agreement" involves two parties each promising to do something.*



Given an understanding that the bilateral system is influenced by the BOG, the CCC Chancellor, and local board members, it's important that each of these players learns how to work together to address statewide and local challenges. And as with any relationship, good communication is essential for understanding, clarity, building trust and reducing conflict. **Developing strategies to improve communications between the BOG and local boards will strengthen the partnership, benefiting students, their families, neighborhoods, and communities.**

BOG members are appointed by the Governor from cities and counties throughout the state and they come from backgrounds in education, business, non-profit organizations and government. Trustees can find out more about each member through the Chancellor's Office website. Inviting BOG members to visit colleges and attend local board meetings in their area can strengthen understanding about specific local issues and concerns. In turn, trustees can attend BOG meetings virtually to learn more about how BOG members interact and how statewide issues are addressed.



*Invite BOG members from your area to visit your district and attend a local board meeting.*

In addition to existing Chancellor's Office statewide working groups, the BOG is required to maintain a consultation process at the State level to ensure local community college district participation in system wide policy decisions. The Consultation Council is comprised of 18 representatives of institutional groups such as trustees; executive officers; students; administrators; business officers; student services officers; instructional officers; and representative organizations such as faculty and staff unions and associations.

The Consultation Council is community college districts' primary participation body for the development of statewide community college policy. Chaired by the Deputy Chancellor, it meets once a month to review and evaluate new policy proposals, and to provide feedback on the work of standing committees which develop annual system proposals. This statewide consultation process is used to advise the Chancellor, who makes recommendations to the BOG on matters of policy.



The League is represented on the Council by participation from both the Chief Executive Officers of the California Community Colleges (CEOCCC) and California Community College Trustee (CCCT) boards, as well as by the League president. Districts can contact their CCCT board member representative or the League president with ideas or concerns that should be shared with the BOG.

The CCCT Board has 21 members elected statewide by the 73 district boards, and a student-member elected by the student trustees. The CCCT Board meets to discuss education policy issues that come before the BOG, the Legislature and other relevant state-level boards and commissions. CCCT Board members are encouraged to seek input from districts they represent regarding issues and concerns, particularly in relation to statewide policies and actions.

Each local board is unique, and the ways trustees interact often evolve the longer they work together. However, board protocols are similar, and any concerns should always be directed to the board president and CEO. Through these protocols, college or district issues that specifically relate to the BOG, the Chancellor's Office or the Legislature can be directed to the CCCT area representative or the League.



Periodically, the League sends out surveys or requests for input or support directly to local boards, which are encouraged to participate. Many of these League requests direct boards to contact local state representatives regarding legislative issues. Again, it is the cumulation of local boards as a body of voices that often have a dramatic impact on the outcome of legislation and funding.

Additionally, the League offers a number of professional development opportunities for trustees to connect with each other, at times with elected officials, and even directly with BOG members—to discuss specific issues or concerns in their neighborhoods, cities, communities, and colleges. These conferences offer a variety of workshops designed to offer the opportunity to develop a shared understanding of statewide and local challenges.

The League has a history of carrying the voices of districts to the state level through the CEOCCC, CCCT and policy boards. Additionally, a robust advocacy group works with legislators on all issues affecting districts. This charge has been part of the League's mission from the beginning, as the organization has supported community college trustees and worked with the Legislature on issues affecting colleges and districts. Presently, League committees include the Advisory Committee on Education Services (ACES); CEO Strategic Leadership Program (CSLP) Advisory Committee; and the Advisory Committee on Legislation (ACL).

As a system, the 116 colleges serve one in four community college students in the country. The 444 trustees are the voices of residents of a state that has been a national leader in educational innovation. These locally elected officials have a combined voice that represents the 73 districts and as that voice gains a better understanding and working relationship with the BOG, community colleges will continue to lead the state and the nation in higher education innovation.

# History



For over 100 years, locally elected trustees have governed California's community colleges (universally referred to as junior colleges for many years), ensuring that residents in their respective areas are supported by higher education and career-ready training that reflects the workforce needs of individuals, families, neighborhoods, towns, cities, and regions.

This 100-plus-year history follows dramatic changes to the state in every way imaginable, reflective of world and national challenges, crises, and opportunities. Through some of America's most trying and significant moments, including two economically-debilitating stock market crashes (1929 and 2007, respectively); two world wars; the Vietnam War; economic ebbs and flows; tremendous population growth with marked demographic shifts; and two worldwide pandemics (the Great Influenza and COVID-19, bookended approximately 100 years apart)—California's community colleges have evolved and grown to become the largest provider of higher education in the nation.

Until 1967, the (then 76 colleges) were overseen by the California Department of Education (CDE) and governed by their respective district boards (with a few earlier years of oversight by the University of California). That year, the Chancellor's Office, and the California Community College Board of Governors (BOG) were established, removing the CDE from the equation. The new framework created a new bilateral governance structure between the trustee boards and the BOG. Each of the two parties involved agreed to provide colleges and districts with specific roles: The BOG's function was to set statewide policy and provide guidance to colleges. At the same time, the local trustee boards were charged with developing policies to govern their college operations and provide class offerings to address the needs of their districts.



*The BOC's function was to set statewide policy and provide guidance to colleges. At the same time, the local trustee boards were charged with developing policies to govern their college operations and provide class offerings addressing the needs of their districts. (1967)*

Here is an overview of significant laws and governance affecting California Community Colleges in general, and trustees' roles and responsibilities, throughout the years, including:

## 1907-1930

The **California Upward Extension Act of 1907** was the first state law in the nation to authorize high schools to offer post-graduate programs. **Fresno High School was the first to take advantage of the new law by establishing Fresno Junior College in 1910.** Soon after, the principal of Fresno High School transferred to Santa Barbara High School and established Santa Barbara Junior College in 1911. High school boards and the California Department of Education (CDE) provided governance in the early years.

Even in the early years, community college funding was a challenge; however, the passage of the **Ballard Junior College Act in 1917** mandated county and State support for the newly established delivery of post-secondary education. The law introduced "junior college courses" as phrasing for the previously stated "post-high school or post-graduate courses."

**In 1921, the District Junior College Law was passed, establishing community college districts with governance falling to locally elected trustees accountable to local voters and the state's applicable laws.** Modesto Junior College was the first community college district formed under the new law.



*Passage of the **District Junior College Law (1921)** created local community college districts governed by locally elected trustees.*

## 1931-1959

In 1931, district governing boards were given authorization by the Legislature for the first time to levy a tax of \$.20 on each \$100 of assessed valuation in the district. In addition, that year, the law repealed authorizing accreditation by the University of California, and for the next 22 years, accreditation was handled by the CDE.

During World War II, California's community colleges saw a decline in enrollment, as over 800,000 Californians (mostly college-age men) served in the U.S. Armed Forces. However, the post-war era saw significant economic and population growth in the state, requiring additional colleges, as many students received aid with the introduction of the G.I. Bill and various State programs implemented for retraining opportunities.

The 1947 *Truman Commission Report* advocated for expanding community colleges, and once again, California answered the call. That same year, the **California Junior College Federation changed its name to the California Junior College Association (today, the Community College League of California).** In 1948, the *Strayer Report of a Survey of the Needs of California in Higher Education*, initiated by **AB 2273**, was released, recommending the establishment of more community colleges.

The 1950s saw even more changes to community colleges, including the addition to elections of community college trustees by "wards, if desired," from the district at large (1951); the establishment of the California Junior College Faculty Council (known now as the Faculty Association of California Community Colleges, FACCC) and the addition of the Western College Association accrediting the state's community colleges (1953); the U.S. Supreme Court ruling on *Brown v. the Board of Education of Topeka*, ending public school segregation (1954); and finally, the rewriting of California's Education Code to include laws that reflected governance practices (1959).

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## 1960-2000

Arguably, the most significant legislation affecting California public higher education occurred in 1960 with the passage of **the *Master Plan for Higher Education (the 1960 Donahue Act)***, assigning each segment of post-secondary public education its distinctive mission and pool of students. The plan reaffirmed the community college mission, establishing them as open-admission institutions.

Over the next five years, community colleges experienced the following changes:

- The introduction of the 50 percent law (Ed Code sec. 84362) (1961).
- A process for colleges funded under K-12 school districts to form their independent districts, preventing additional unified school districts from forming community colleges within them (AB 2804, 1961).
- The establishment of the Accrediting Commission for Community and Junior Colleges (ACCJC) (1962).
- The creation of academic senates in community and junior colleges (ACR 48, 1963).

**The next significant change for community colleges, specifically for the governance structure, came in 1967 with the creation of the Chancellor's Office and Board of Governors. SB 669 transferred statewide responsibility of community colleges from the State Department of Education to the newly created Chancellor's Office. This legislation granted the BOG the same responsibilities as the California Department of Education.**

The following decade saw even more change, including the establishment of the Academic Senate for California Community Colleges (ASCCC) (1969); the formation of collective bargaining units in K-12 and community colleges (**SB 160, the RODDA Act**, 1975); and the establishment of the Association for California Community College Administrators (ACCCA) (1975).

**Proposition 13 (1978)** reduced property taxes and eliminated local community college board taxation authority. Ending the power of local district boards to raise property taxes to provide revenue, Proposition 13 gave the Legislature a more significant role in overseeing community colleges. The state became the primary source of community (junior) college funding.

Arguably, the most significant community college legislation in the 1980s was **AB 1725, the California Community College Reform Act (1988)**, designating California Community Colleges as a post-secondary system of higher education. Academic senate oversight of

academic matters strengthened, and the Chancellor's Office and the BOG received additional financial responsibilities. The bill further outlined the roles of locally elected boards and the State-appointed BOG. Since its passage, there has been an ongoing debate about local control versus state control.



*AB 1725 (1988) enhanced the role of the academic senate and the BOG. The governance roles of local boards and the BOG were outlined.*

Additional significant legislation during the next decade included: the passage of **Proposition 98** (1988), intended to provide a minimal level of funding for K-14; the introduction of the 75/25 percent ratio (1988); establishment of the Consultation Council to provide feedback and recommendations to the BOG (1988); the introduction of the Faculty Obligation Number (FON) (1989); and passage of Proposition 209 prohibiting discrimination based on race, sex or ethnicity.

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## 2001-PRESENT

The past two decades have seen significant legislation affecting community colleges and trustees.

Many of these bills have created additional challenges for trustees in light of financial stresses colleges have faced with budgets—and most recently, the worldwide pandemic and its effects on higher education enrollments. The most significant legislation for community colleges has included:

**SB 361** (2006) changed the funding formula for community colleges, providing equalization of funding and increased financial support for low revenue districts.

**SB 1440** (2010), the Student Transfer Achievement Reform Act, simplified the process for community college students to transfer to a CSU and established the Associate Degree for Transfer (ADT); the passage of Proposition 30 (2012) raised the statewide sales tax, providing additional funding for community colleges; the introduction of *The Student Success Act of 2012* (**SB 1456**), required community colleges receiving student support funds to post student success scorecards identifying completion rates and improvement(s); and **SB 440**, which strengthened transfer reform—by setting deadlines for institutional compliance.

Of particular note, in 2015, **SB 850** passed, focusing on serving students and local communities. This legislation authorized the BOG— in consultation with the CSUs and UCs— to establish a pilot baccalaureate program at “no more than” 15 community college districts, with one bachelor’s degree program each.

In 2016, **AB 1741**, the California College Promise Innovation Grant Program, provided financial support to districts interested in creating or expanding Promise programs. The following year, **AB 19** established the California College Promise, administered by the Chancellor’s Office, and intended to make college affordable to all students, support the goals in the *Vision for Success*, and strengthen Guided Pathways.

In 2017, the BOG adopted the initial version of the *Vision for Success*, focusing on simplifying educational paths for students; it was updated in 2021. **AB 705** was also implemented in 2017, requiring colleges to use high school transcripts as a factor to determine college-level English and math placement.

**AB 928** (2021) streamlined transfer time and degree attainment. The bill had three objectives:

- Reboot the California post-secondary Education Commission to streamline and improve coordination among the state's higher education systems.
- Create a single transfer pattern from community colleges.
- Mandate automatic placement into Associate Degree for Transfer programs.

Most recently, in 2022, two bills of note were passed: AB927 and AB 1705. **AB 927** permits the BOG to approve up to 30 bachelor's degree programs annually. While this legislation continues the legacy of higher education innovation in the state, CSU and UC objections have proven challenging for districts and the BOG. Finally, **AB 1705** builds on AB705, requiring community colleges to expand efforts to enroll and support students in transfer-level math and English courses.



# A Timeline Of Significant Events, Legislation, And Changes For Trustees



## 1910

First community college opens in Fresno – Fresno Junior College.

## 1907

California Upward Extension Act is the first state law in the nation to authorize high schools to offer post-graduate programs.

## 1910

Founding of the Collegiate Department of Fresno High School (later Fresno City College).

## 1917

The Ballard Junior College Act provided county and state support.

## 1921

The District Junior College Law created local community college districts and local boards.

The University of California begins to accredit

## 1930

The California Junior College Federation (today, the Community College League of California) was established to "represent junior colleges as institutions."

The American Association of Junior Colleges (later AACC) held its annual meeting in Berkeley for the first time in a Western state.

## 1931

District governing boards were authorized to levy taxes.

## 1947

Release of the *Truman Commission Report* advocating for the expansion of community colleges.



**1960**

**Master Plan for Higher Education, the 1960 Donahue Act was approved.**

**1947**

**The California Junior College Federation's name is changed to the California Junior College Association (today, the Community College League of California).**

**1948**

*The Strayer Report of a Survey of the Needs of California in Higher Education*, initiated by AB 2273, is released.

**1951**

Change to the election of trustees by "wards," if desired, instead of from the district.

**1953**

Establishment of the California Junior College Faculty Council (now the Faculty Association of California Community Colleges, FACCC).

Western College Association started accrediting California's community colleges.

**1959**

**Education Code was rewritten to include laws that reflect governance practices.**

**1960**

**Master Plan for Higher Education, the 1960 Donahue Act was approved.**

**1961**

AB 2804 created a process for colleges founded under K-12 school districts to form independent junior college districts.



## 1964

Cuesta College's first full-time faculty and staff in front of a classroom in an old barrack in 1964.

### 1962

Accrediting Commission for Community and Junior Colleges (ACCJC) was established.

### 1963

Assembly Concurrent Resolution 48 (ACR 48) established academic senates in the community and junior colleges.

### 1967

**SB 669 created the Chancellor's Office and Board of Governors.**

The Legislature transferred statewide responsibility of community colleges from the State Department of Education to the Chancellor's Office.

The Board of Governors is granted the same responsibilities as the Department of Education.

### 1969

Establishment of the Academic Senate for California Community Colleges (ASCCC).

### 1975

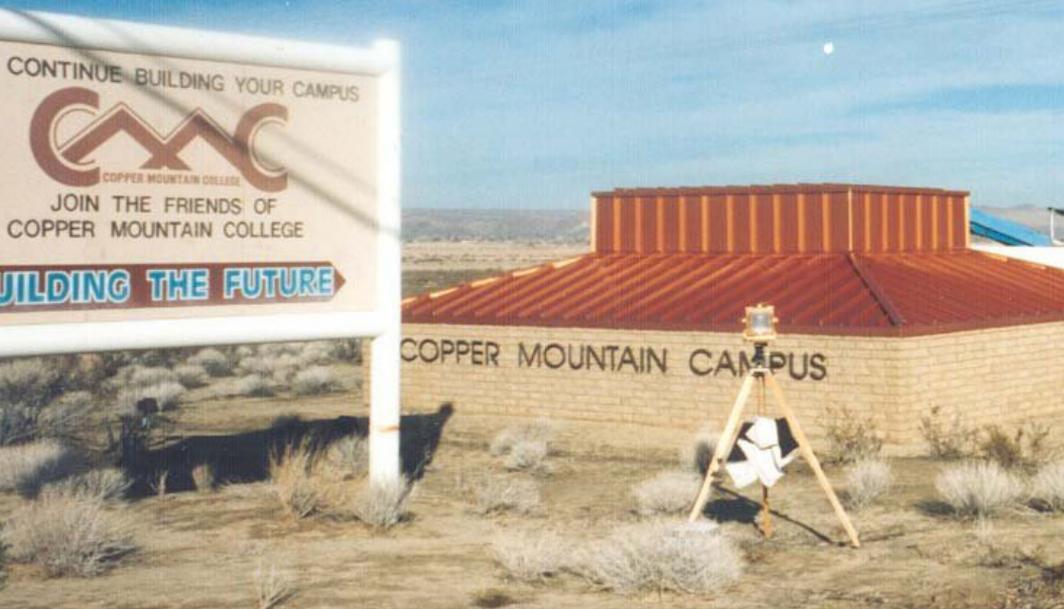
SB 160, the **RODDA Act**, authorized the formation of collective bargaining units in K-12 and community colleges.

### 1978

**Passage of Proposition 13, the property tax limitation initiative, limiting local funding and centralizing major governance of community colleges in Sacramento.**

### 1983

SB 1204 provided two seats on the BOG for Academic Senate representatives.



## 2001

Copper Mountain College was accredited in 2001 as the 108th community college in the state.

### 1984

For the first time, fees of \$5 per credit unit were collected.

### 1986

Masterplan for Higher Education reviewed; **no recommendations were made to change the community college governance structure.**

### 1988

Passage of AB 1725, the *California Community College Reform Act*.

**Establishment of the Consultation Council to provide feedback and recommendations to the BOG.**

Passage of Proposition 98, providing a minimum level of funding for K-14 education.

### 1996

Proposition 209 prohibited discrimination based on race, sex, or ethnicity.

### 2000

The Little Hoover Commission issued recommendations for community colleges to improve student learning outcomes and access.

### 2006

SB 361 changed the funding formula for community colleges, providing equalization of funding and increasing financial support for low-revenue districts.

### 2010

SB 1440, the Student Transfer Achievement Reform Act, simplified community college transfers to CSUs and established the Associate Degree for Transfer (ADT) degree.



## 2015

SB 850 Bill Author Senator Marty Block Presents Funding Check for first 15 Baccalaureate Degree Programs.

## 2012

**Proposition 30 passed, raising the statewide sales tax, and providing additional funding for community colleges.**

SB 1456, The Student Success Act of 2012, required community colleges to post student success scorecards.

## 2013

SB 440 strengthened transfer reform, setting deadlines for institutional compliance.

## 2015

**SB 850 established a baccalaureate pilot program at no more than 15 community college districts.**

## 2017

BOG adopts the *Vision for Success*.

AB 705 required colleges to use high school transcripts (instead of only placement tests) as a factor in determining course placement for college-level math and English.

## 2021

**AB 927 permits the BOG to approve up to 30 bachelor's degree programs annually.**

The *Vision for Success* is updated.



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