

Abstract of the Dissertation

Workforce Diversity in California Community Colleges, 1988-2007

By

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James Wilson hypothesizes, “Government management tends to be driven by the constraints on the organization, not the tasks of the organization” (115). Anthony Downs theorizes, “When events suddenly render a bureau’s ideology outmoded, its top leaders face three alternatives” (244). This study relies on the historical approach, interviews, participant observation, and grounded theory. A longitudinal investigation proceeds through implementation of the *Community College Reform Act*. Proposition 209, the *Connerly* opinion, and regulatory reform are examined.

The dissertation thesis: due to policy advocacy based on a belief system, rather than non-partisan advice founded on a body of settled jurisprudence, the Legal Affairs Division has cause the expenditure of large sums of taxpayer dollars in duplicative and ill-considered ways. This research underscores the unity and continuity of the pre-*Connerly* and post-*Connerly* belief system held by counsel in the Legal Affairs Division and its impact on local governing boards. Despite 30-unfilled positions for Superintendent/Presidents and 139-vacancies in management in early 2008 for 109-colleges statewide, General Counsel Ralph Black has managed to play a decisive and important role in crafting the legal means to attain workforce diversity, even after voter approval of Proposition 209. State Attorney General Bill Lockyer argued unsuccessfully for the defense in the *Connerly* case. In a 1998 survey, the Pacific Legal Foundation

“found many egregious violations of Proposition 209 in contracting, employment, or education policies in nearly one-fourth of the city and county programs; half of the special districts; and more than half of public school districts that responded to PLF’s information request.” By failing to uphold Proposition 209 or not bringing a single legal challenge, the Attorney General condoned “official discrimination in California.” A governance structure akin to the operation of states under the Articles of Confederation ensures that the Chancellor’s office has weak powers, with legal authority and funding residing chiefly in the state legislature, and ability to act residing primarily with governing boards at the local level. A decentralized governance structure facilitates “local authority and control in the administration of California Community Colleges” and results in the duplicative expenditure of taxpayer dollars for legal counsel.