MOLA

THE LAW OF HIGHER EDUCATION

1985-1990 UPDATE

William A. Kaplin Barbara A. Lee



NATIONAL ASSOCIATION OF COLLEGE AND UNIVERSITY ATTORNEYS



THE LAW OF HIGHER EDUCATION

1985-1990 UPDATE

William A. Kaplin Barbara A. Lee



NATIONAL ASSOCIATION OF COLLEGE AND UNIVERSITY ATTORNEYS William A. Kaplin is the author of the First and Second Editions of <u>The Law of Higher Education</u>. He is Professor of Law at Catholic University of America and, for the 1990-91 academic year, is Visiting Professor of Law at Wake Forest University. Professor Kaplin received his J.D. with distinction from Cornell University, where he was editor-in-chief of <u>The Cornell Law Review</u>. He is a former editor of <u>The Journal of College and University Law</u> and a former member of the Education Appeal Board, U.S. Department of Education.

Barbara A. Lee received her Ph.D. in higher education administration from Ohio State University and her J.D. from Georgetown University. She is an associate professor and director of the graduate program in the Industrial Relations and Human Resources Department, Rutgers University. She is currently a member of the NACUA Board of Directors and author of the NACUA pamphlet, Peer Review Confidentiality: Is It Still Possible?

Copyright © 1990 by: William A. Kaplin and Barbara A. Lee

All rights reserved, except that instructors adopting The Law of Higher Education, Second Edition, as a required course text for students may reproduce selected pages from this <u>Update</u> (up to but not exceeding 30 pages per course) and distribute them to students for use in conjunction with the text.

The views expressed herein are to be attributed to the authors and not the National Association of College and University Attorneys. The information appearing in this publications is presented for information purposes only and should not be considered legal advice or be used as such. For a specific legal opinion, readers should confer with their own legal counsel.

Printed in the United States of America.

PREFACE

This volume updates and supplements an earlier volume, The Law of Higher Education: A Comprehensive Guide to Legal Implications of Administrative Decision Making (Second Edition, 1985) [hereinafter: "Second Edition"], published by Jossey-Bass, Inc., Publishers, 350 Sansome Street, San Francisco, California 94104-1310. The 1985-1990 Update covers developments from publication of the Second Edition through mid-1990, as well as some late-breaking developments through early November 1990. It includes all material of continuing relevance from the 1988 Update. This new Update will keep the Second Edition current until publication by Jossey-Bass of a planned Third Edition.

We have included discussions of court opinions, statutes, regulations, and related developments, as well as cites to selected law journal articles, books, and other new resources. In selecting recent developments for inclusion, we have considered, primarily, the development's significance for higher education; the development's fit with the subject matter and themes of the Second Edition or our planned directions for the Third Edition; and the development's usefulness for filling specific gaps in, clarifying, or updating specific points in the Second Edition. When selecting cases, we have also considered the completeness and helpfulness of the court's reasoning in the case.

The <u>1985-1990 Update</u> is divided into two parts. Part I is organized, as was the earlier update, to parallel the Second Edition. Each recent development has been keyed to a particular section or subsection of the Second Edition. Whenever a development modifies or extends a

particular matter already discussed in the Second Edition, a specific page reference to the second edition is provided in brackets: e.g., "[pp. 122-123]." Similarly, whenever a development can be better understood with reference to some background material in the Second Edition, a reference to the pages or subsection of the Second Edition is provided in brackets. Internal cross-references to other sections in Part I of the <u>Update</u> are also used as appropriate: e.g., "sec. 3.7. below" or "sec. 2.3.3. above."

Part II of the 1985-1990 Update includes excerpts from a series of annual articles surveying court cases important to higher education, published in the Journal of College and University Law and authored by Professor Fernand N. Dutile, the Journal's editor. Professor Dutile's learned analysis of these cases has been included as a special feature of this Update in order to supplement and extend our own commentary. The excerpts from Professor Dutile's articles are keyed to the various sections and subsections in Part I and are preceded by citations to the particular Journal volume and pages that contain the excerpt. Internal cross-references to these Part II excerpts are included throughout Part I: e.g., "see Part II, this section, 14 JCUL at 352."

Instructors wishing to order multiple copies of this <u>Update</u> for use as a classroom text should contact Linda Henderson, NACUA, Suite 620, One Dupont Circle, Washington, D.C. 20036, for information on quantity discounts. An instructional supplement (<u>Cases, Problems, and Materials: An Instructional Supplement to The Law of Higher Education (2nd ed. 1989)) is also available for instructor and student use in conjunction with the Second Edition and this <u>Update</u>; inquiries may be made with either of the authors.</u>

As with the Second Edition itself [p. xii], the <u>1985-1990 Update</u> is not intended as a substitute for the advice of legal counsel. Nor, in a problem-solving context, is it intended as a substitute for research into the primary legal resources or for individualized study of each legal problem's specific circumstances.

November 1990

William A. Kaplin

The Catholic University of America and Wake Forest University

Barbara A. Lee

Rutgers University

ACKNOWLEDGMENTS

The authors extend their appreciation to the publishers of <u>The Law of Higher Education</u>, Jossey-Bass, Inc., Publishers, for its support of and cooperation in the publication of this <u>1985-1990 Update</u>. The National Association of College and University Attorneys (NACUA) joins us in thanking Jossey-Bass.

We also thank Professor Fernand N. Dutile and NACUA for their kind permission to use the material contained in Part II of this <u>Update</u>, and for their assistance in facilitating the format we have created for these materials.

In addition, we extend our thanks to Mary Quealy, formerly of the law faculty office at Catholic University, for her expert assistance in preparing the predecessor 1988 <u>Update</u>; to Anne Church at the School of Law, Wake Forest University and Dorothy Friedman at the Institute of Management and Labor Relations, Rutgers University, for their equally expert and helpful work in preparing the manuscript for this <u>Update</u>; to Barbara Kaplin, patient spouse of one of the authors, for her conscientious proofreading assistance down the homestretch; to Sally Irvin, Associate Director of Computer Services, Wake Forest, for other "homestretch" assistance assembling the final Wordperfect documents; and to Kevin Lynch, Douglas Snyder, and Kelly Breuer, former law students at Catholic University, and Barbara Allen and Jesse Bone, law students at Wake Forest, for their research assistance with this <u>Update</u>. Special thanks are due Linda Henderson of NACUA, who shepherded the project through to completion in a consistently professional manner.

TABLE OF CONTENTS

| Pref | ace | | |
|------|----------|--|----|
| Ackı | nowledgi | ments | iv |
| I. | Over | view of Postsecondary Education Law | 1 |
| | 1.1. | How Far the Law Reaches and How Loud It Speaks: Some Illustrative Cases | 1 |
| | 1.2. | Evolution of the Law Relating to Postsecondary Education | 4 |
| | 1.4. | The Public-Private Dichotomy | 7 |
| | | 1.4.2. The state action doctrine | 7 |
| | 1.5. | Religion and the Public-Private Dichotomy | 9 |
| | 1.6. | Organizing the Postsecondary Institution's Legal Affairs | 12 |
| II. | The C | College and Trustees, Administrators, and Agents . | 13 |
| | 2.2. | Sources and Scope of Authority | 13 |
| | | 2.2.1. Trustees | 13 |
| | | 2.2.2. Other officers and administrators | 15 |
| | 2.3. | | 15 |
| | | | 15 |
| | | | 16 |
| | | | 21 |
| | | 2.3.3. Institutional federal civil rights | 22 |

| | 2.4. | | - | Trustees, Administrators, | 29 |
|------|-------|-----------|-------------------------------|-------------------------------------|----|
| | | 2.4.1. | Personal tort l | iability | 29 |
| | | 2.4.3. | Personal feder | al civil rights liability | 32 |
| | 2.5. | Institut | tional Managen | nent of Liability Risks | 32 |
| | | 2.5.2. | Risk transfer | | 32 |
| | | 2.5.4. | Legal limits o | n authority to transfer risk | 33 |
| III. | The C | College a | and the Facult | y | 37 |
| | 3.1. | The Co | ontract of Emp | loyment | 37 |
| | | 3.1.1. | Scope and ter | ms of the contract | 37 |
| | 3.2. | Collec | tive Bargaining | ; | 44 |
| | | 3.2.1. | | ivate dichotomy in gaining | 44 |
| | | 3.2.2. | Organization, | recognition, and certification . | 44 |
| | | 3.2.3. | | nnit eligibility of full-time | 49 |
| | | 3.2.4. | Bargainable s | ubjects | 51 |
| | | 3.2.7. | Collective bar antidiscrimina | gaining and tion laws | 52 |
| | 3.3. | Nondi | scrimination in | Employment | 52 |
| | | 3.3.2. | | ation under federal statutes orders | 52 |
| | | | 3.3.2.1. | Title VII | 52 |
| | | | 3.3.2.3. | Title IX | 67 |
| | | | 3.3.2.4. | Equal Pay Act | 68 |
| | | | 3.3.2.5. | Age Discrimination in | 70 |

| | | 3.3.2.6. | Rehabilitation Act of 1973, as amended by the Rehabilitation Act Amendments of 1974 (handicapped) | 73 | | | | |
|------|--|-----------------------------------|---|-----|--|--|--|--|
| | | 3.3.2.7. | Section 1981 | 75 | | | | |
| | 3.3.4. | Affirmative a | ction in employment | 76 | | | | |
| 3.4. | | ards and Criter anel Decisions | ia for Faculty | 80 | | | | |
| | 3.4.1. | General princ | iples | 80 | | | | |
| | 3.4.2. | Terminations | of tenure for cause | 81 | | | | |
| 3.5. | Proced | dures for Facul | ty Personnel Decisions | 82 | | | | |
| | 3.5.2. | - | culty member's right nal due process | 82 | | | | |
| | | 3.5.2.1. | Nonrenewal of contracts | 83 | | | | |
| | | 3.5.2.2. | Denial of tenure | 84 | | | | |
| | | 3.5.2.3. | Termination of tenure | 85 | | | | |
| 3.6. | Facult | y Academic Fr | reedom | 86 | | | | |
| | 3.6.1. | Background a | and general principles | 86 | | | | |
| | 3.6.2. Academic freedom in the classroom 8 | | | | | | | |
| | 3.6.3. Academic freedom in institutional affairs | | | | | | | |
| | 3.6.4. Academic freedom in private life | | | | | | | |
| | 3.6.5. | | es' authority over faculty | 94 | | | | |
| | 3.6.6. | | of confidential academic "Academic freedom privilege . | 95 | | | | |
| 3.7. | | | to Financial Exigency | 101 | | | | |

| IV. | The C | College and the Students |
|-----|-------|---|
| | 4.1. | The Legal Status of Students |
| | | 4.1.3. The contractual rights of students 103 |
| | 4.2. | Admissions |
| | | 4.2.1. Basic legal requirements 106 |
| | | 4.2.2. Arbitrariness |
| | | 4.2.4. The principle of nondiscrimination 107 |
| | | 4.2.4.1. Race 107 |
| | | 4.2.4.2. Sex |
| | | 4.2.4.3. Handicap |
| | | 4.2.4.4. Age |
| | | 4.2.5. Affirmative action programs 116 |
| | | 4.2.6. Readmission |
| | 4.3. | Financial Aid |
| | | 4.3.1. General principles |
| | | 4.3.2. Federal programs |
| | | 4.3.3. Nondiscrimination |
| | | 4.3.4. Discrimination against nonresidents 124 |
| | | 4.3.5. Discrimination against aliens 125 |
| | | 4.3.6. Collection of student debts 125 |
| | | 4.3.6.1. Federal bankruptcy law 125 |
| | | 4.3.6.3. Debt collection requirements in federal student loan |
| | | programs 127 |
| | | 4.3.7. Related support services 129 |
| | 4.4. | |
| | 4.5. | Grades, Credits, and Degrees 140 |

| 4.6. | Proced and Ot | lures for ther San | Suspe ctions | nsion, | Dism | issai, | | | | | 147 |
|-------|------------------------------|-----------------------|---------------------|------------------|----------|--------------|-------|-----|--|---|-----|
| | 4.6.2. | Public Discipl | institut inary s | ions: anctior | ıs | | | | | | 147 |
| | | 4.6.2.1 | • | Notice | e | | | | | | 147 |
| | | 4.6.2.2 | . . | Heari | ng | | | | | | 147 |
| | 4.6.3. | Public | institut | ions: A | Acade | mic s | ancti | ons | | | 148 |
| | 4.6.4. | Private | institu | tions | | | | | | • | 149 |
| 4.7. | Studen | t Protes | t and I | Demon | stratio | ns . | | | | | 150 |
| | 4.7.2. | Regula | tion of | studen | t prot | est . | | | | | 150 |
| 4.8. | Studer | nt Organ | ization | s | | | | | | | 154 |
| | 4.8.1. Right to organize | | | | | | | | | | 154 |
| | 4.8.2. Right not to organize | | | | | | | | | | 157 |
| | 4.8.3. | Princip | ole of n | ondisc | rimin | ation | | | | | 158 |
| 4.9. | Studer | nt Press | | | | | | | | | 160 |
| | 4.9.2. | Permis | sible so | cope of | f regu | lation | ı. | | | | 160 |
| | 4.9.3. Obscenity | | | | | | | | | | 161 |
| 4.10. | Stude | nt Hous | ing . | | | | | | | | 161 |
| | 4.10.1 | l. | Housin | ng regu | ılatior | ıs | | | | | 161 |
| | 4.10.2 | 2. | Search | es and | seizu | ires . | | | | | 163 |
| 4.11. | Athlet | ics | | | | | | | | | 163 |
| | 4.11.1 | ι. | Genera | al prin | ciples | | | | | | 163 |
| | 4.11.2 | 2. | Sex di | scrimi | nation | . . . | | | | | 165 |
| | 4.11.4 | 1. | Athle | | | | | | | | 167 |
| 4.12. | Stude | nt Files | and Re | cords | | | | | | | 167 |
| | 4.12. | ۱. | The B | uckley | Ame | ndme | nt . | | | | 167 |

| | 4.13. | Disciplinary a | nd Grievance Systems | 169 |
|-----|-------|-----------------|--|-----|
| | | 4.13.1. | Establishment of systems | 169 |
| | | 4.13.2. | Codes of student conduct | 169 |
| | 4.14. | Campus Secu | rity | 170 |
| | | 4.14.1. | Security officers | 170 |
| | | 4.14.2. | Protection against violent crime on campus | 172 |
| v. | The C | College and the | e Community | 175 |
| | 5.2. | Zoning and L | and Use Regulation | 175 |
| | | 5.2.1. Overv | iew | 175 |
| | 5.3. | Local Govern | ment Taxation | 176 |
| | | 5.3.2. Proper | rty taxes | 176 |
| | | 5.3.3. Sales | and admission taxes | 177 |
| | 5.4. | Student Votin | g in the Community | 177 |
| | | 5.4.1. Regist | ering to vote | 177 |
| | 5.5. | Relations with | h Local Police | 178 |
| | 5.6. | Community A | Access to Institutional Property | 178 |
| | | 5.6.4. Solicit | ing and canvassing | 178 |
| | | 5.6.4. | 1. Commercial solicitation | 178 |
| | 5.7. | • | Activities of Faculty Students | 179 |
| VI. | The C | College and the | e State Government | 181 |
| | 6.1. | General Back | ground | 181 |
| | 6.2. | State Provision | | 181 |

| | | 6.2.2. Constitutionally based institutions 181 |
|------|-------|--|
| | 6.3. | State Chartering and Licensure of Private Postsecondary Institutions |
| | | 6.3.1. Scope of state authority 183 |
| | 6.4. | State Regulation of Out-of-State Institutions 184 |
| | 6.5. | Other State Regulatory Laws Affecting Postsecondary Education Programs |
| | | 6.5.1. Open meetings and public disclosure 189 |
| | | 6.5.3. Unemployment compensation laws 193 |
| | | 6.5.4. Workers' compensation laws 194 |
| VII. | The C | College and the Federal Government 197 |
| | 7.1. | Federal Constitutional Powers over Education 197 |
| | 7.2. | Federal Regulation of Postsecondary Education 197 |
| | | 7.2.3. Fair Labor Standards Act 201 |
| | | 7.2.4. Employee Retirement Income Security Act . 201 |
| | | 7.2.5. Employment discrimination laws 203 |
| | | 7.2.5.2. Applicability to religious institutions 203 |
| | | 7.2.6. Immigration laws 205 |
| | | 7.2.7. Laws governing research on human subjects |
| | | 7.2.8. Copyright laws |
| | | 7.2.9. Patent laws |
| | | 7.2.10. Antitrust laws 214 |
| | 7.3. | Federal Taxation of Postsecondary Education 214 |
| | | 7.3.1. Income tax laws |
| | | 7.3.2. Social Security taxes 217 |

| | 7.3.3. | Unemployme | nt compensation taxes 217 |
|-------|------------------|--|--|
| 7.4. | Federa | al Aid to Educ | ation Programs 218 |
| | 7.4.1. | | etween federal aid and rement |
| | 7.4.2. | Legal structu | re of aid programs 218 |
| | 7.4.3. | Enforcing co | mpliance with aid conditions 227 |
| 7.5. | Civil 1 | Rights Compli | ance 229 |
| | 7.5.2. | Title VI | |
| | 7.5.3. | Title IX | |
| | 7.5.4. | Section 504 | |
| | 7.5.7. | Scope and co | overage problems 233 |
| | | 7.5.7.2. | Coverage of unintentional discriminatory acts 233 |
| | | 7.5.7.4. | Scope of the phrase "program or activity." 233 |
| | 7.5.8. | Administrativ | ve enforcement 234 |
| | 7.5.9. | Other enforce | ement remedies 235 |
| 7.6. | Dealir | ng with the Fe | deral Government 236 |
| | 7.6.1. | Handling fed | eral regulations 236 |
| The C | College | and the Accre | editing Agencies 239 |
| 8.2. | Accre | ditation and th | e Courts 239 |
| | 8.2.2. | State action of | doctrine 240 |
| | 8.2.3. | Antitrust law | |
| 8.3. | | | e U.S. Department |
| 8.4. | Dealir | ng with Accred | liting Agencies 242 |
| | 7.5. The C 8.2. | 7.4. Federa 7.4.1. 7.4.2. 7.4.3. 7.5. Civil 3 7.5.2. 7.5.3. 7.5.4. 7.5.7. 7.5.8. 7.5.9. 7.6. Dealir 7.6.1. The College 8.2. Accre 8.2.2. 8.2.3. 8.3. Accre of Education of Education in the second in | 7.4.1. Distinction be federal procus 7.4.2. Legal structus 7.4.3. Enforcing con 7.5.2. Title VI 7.5.3. Title IX 7.5.4. Section 504 7.5.7. Scope and con 7.5.7.2. 7.5.8. Administrative 7.5.9. Other enforce 7.6. Dealing with the Federal Procus 7.6.1. Handling federal Procus 8.2. Accreditation and the second secon |

| PART II | | • • • | • • • | • • • | • • | • • | • • | • • | • • | . 243 |
|----------|----------|-------|-----------|-------|---------|-----|-----|-----|---------|-------|
| TABLE OF | CASES | | | | | | | • | | . 341 |
| TABLE OF | STATUTES | | | | | | | | | . 363 |

I

Overview

of

Postsecondary Education Law

Sec. 1.1. How Far the Law Reaches and How Loud It Speaks: Some Illustrative Cases

A plethora of legal and policy issues has confronted colleges and universities since 1985. Not only are institutions of higher education increasingly vulnerable to legal challenge for actions taken (or not taken), but new legal claims are being created by statutes and regulations or being recognized by the courts, and old claims are being given new interpretations.

Campus traditions are being modified, partly in response to legal challenges when such traditions have resulted in serious injury, death, or other illegal conduct such as discrimination. Hazing by fraternities and at military academies, for instance, has been challenged in court and addressed in new state statutes. All-male bastions, such as Virginia Military Institute and the Citadel, are being asked to admit women; litigation may force these military colleges to become co-educational.

The spread of AIDS has challenged institutions in numerous ways and has raised a variety of new legal issues, from tort liability to privacy rights to non-discrimination. Drug abuse problems also continue to affect