# A review of the legislative year by the California AFL-CIO 

## FORCE FOR PROGRESS 1978

## ". . . the session produced laws of

significant importance for all
California workers . . ."
John F. Henning
Executive Secretary-Treasurer
California Labor Federation, AFL-CIO

# California Labor Federation, AFL-CIO Executive Council 

The California Labor Federation, AFL-CIO, represents California's 1.7 million AFL-CIO union members. The Federation's headquarters are at 995 Market Street, San Francisco, CA 94103. Phone (415) 986-3585. The Federation also maintains offices at 1127-11th Street in Sacramento, CA 95814. Phone (916) 444-3676.

John F. Henning<br>Executive Secretary-Treasurer

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The pace of legislative progress slowed in the 1978 session. Slowed, that is, from the unprecedented advances of the previous three sessions. Nonetheless, the session produced laws of significant importance for all California workers, highlighted by the historic enactment of collective bargaining procedures for employees of the University of California and the State College system.

During this session, as in the previous three years, labor drew heavily on the support and understanding of Governor Brown, of Speaker of the Assembly Leo McCarthy and of Senate President Pro-Tem James Mills.

Our survey of the session reviews advances and reversals in proposals affecting such matters as labormanagement relations, social insurance, job conditions, women's rights, prison labor, low-income housing, taxation, agricultural employment and child labor.

By the standards of California's legislative history, the 1978 session was better than average. Better certainly than when conservatives controlled the Assembly, the State Senate and the Governor's office. But it was also a session that saw the clouds of conservatism darkening once liberal skies. Clouds that suggest storms ahead.

Fraternally yours,


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## Looking at the 1978 Legislature

The 1978 session of the California Legislature topped a series of six, precedent-setting legislative years. While the 1978 gains were more modest than in the previous five years, they rounded out much of the accumulated backlog of legislation sought for more than a generation by California labor.

The past half-dozen years saw the extension of collective bargaining rights to major segments of the state's labor force: to agricultural workers after a long, bitter struggle; to employees of state government; and to employees at all levels of the state's public schools, including employees at the University of California and the California State University and College system under legislation enacted in 1978.

The job is not yet complete, but the basic legislation and enforcement machinery are in place and thousands of workers already have taken advantage of their newly-legislated rights.

We saw broad improvements in our social insurance programs. Benefits in all programs have been substantially increased. But unemployment insurance payments still lag unreasonably behind decent and adequate levels and behind the benefits paid in 36 other states. Disabilities arising from pregnancy were covered by state disability insurance in an earlier session; pregnancy itself was covered by a 1976 measure, thus fulfilling a labor demand dating back more than a quarter of a century. And in 1978 California labor won enactment of legislation prohibiting discrimination in hiring, employment or promotion on the basis of pregnancy.

Workers injured on the job have been freed from the clutches of today's "company doctor"; they now enjoy a free choice of physicians. Rehabilitation of industrially-injured workers is now mandatory. In
addition, conformity legislation extending unemployment insurance to all local government employees was enacted in 1978. Other improvements strengthened and speeded up procedures for claiming benefits.

Professional strikebreakers are barred by state law. State legislation now imposes restraints on state courts in issuing restraining orders and injunctions in labor disputes. Postcard voter registration opens the way to expanded registration and voter turnout. A new law bans industrial homework in the garment industry. The minimum wage has been raised. Labor-sponsored and labor-supported measures helped to create new jobs in California and to reduce inexcusably high levels of unemployment. The full list of legislation enacted in these six sessions is long and far-reaching, but so is the list of issues, both new and continuing, that faces us in the months and years ahead.

Increasingly, under the weight of Proposition 13, government officials and legislators are focusing their concern on public spending at the expense-to the point of exclusion-of public needs. The danger to programs supporting education, health, and welfare is real and present. The reliance on regressive and unjust taxes grows heavier and more burdensome. Old issues re-stated in the cold light of Proposition 13 as well as new issues growing from economic and political change are sure to involve Labor more deeply than ever before. Tax reform, school financing, support for necessary public services, always matters of concern to Labor, seem likely to rise to the top of the legislative agenda.

The upsurge of right-wing, anti-union measures and political forces, already witnessed in the 1978 elections, will add to the pressure on Labor's forces.

The backing of Governor Edmund G. Brown, Ir., President of the Senate Pro Tem James Mills and Speaker of the Assembly Leo McCarthy, along with that of labor-endorsed members of the Legislature, made the accomplishments of these recent sessions possible.

Behind them stands the leadership of California's unions, the central labor bodies, regional organizations, and local unions. Their help in mobilizing the support of the state's union members at election time and in critical legislative battles has been both invaluable and essential.

We shall expect to lean even more heavily on them in the battles that lie ahead.

Following are summaries of the 25 measures enacted by the 1978 session. Eight anti-worker bills that were defeated by the Federation are listed on page five. The tabulation of floor and committee votes cast by the member of both houses on critical measures begins on page six.

## LABOR RELATIONS

1. Public Employee Collective Bargaining. AB 1091 (Berman) extends collective bargaining rights to employees of the University of California and the California State University and College system.
2. Talent Agencies. AB 2535 (Fazio) transfers the regulation of booking agents from the Department of Consumer Affairs to the State Department of Industrial Relations.
3. Employee Monitoring. AB 2761 (Levine) requires investigators hired by private employers to report on their employees to be licensed and prohibits the payment of bonuses for the discovery of alleged violations of the employer's rules.

## SOCIAL INSURANCE

4. Unemployment Insurance. AB 644 (McAllister) extends unemployment insurance coverage to all employees of state and local government, certificated local public school employees, non-profit elementary, secondary and vocational school employees and domestics who work for private households which pay at least $\$ 1,000$ per quarter in wages.
5. Unemployment Disability Insurance Benefits. AB 2707 (Greene) provides for employee contributions to the disability fund so that employee tips may be treated as wages in determining disability insurance benefits for off-the-job injuries.
6. In-home Supportive Services. AB 3028 (Agnos) extends workers' compensation coverage to persons providing in-home supportive services under county programs.
7. Temporary Disability. SB 1851 (Greene) removes the 240week limitation on total temporary disability benefits under the state's workers' compensation program.

## WORKING CONDITIONS

8. Pregnancy Discrimination. AB 1960 (Berman) prohibits discrimination in hiring, employment or promotion on the basis of a female worker's pregnancy or related condition.
9. Homemaker Chore Bonding. AB 2048 (Duffy) requires providers of homemaker chore services to post a bond to secure the payment of wages to their workers in the event of bankruptcy or fraud or other factors that may prevent the payment of wage claims.
10. Retaliatory Dismissal. AB 2945 (Lockyer) provides protection under the State Labor Commissioner's office for any workers who believe they have been discharged or discriminated against because they exercised their legitimate right to file a complaint against their employer with the State Labor Commissioner.
11. Contractors' License Board. AB 3363 (Lockyer) requires the State Labor Commissioner to notify the State Contractors' License Board whenever a licensed contractor has been found to have engaged in willful or deliberate violations of any provisions of the Labor Code and requires the registrar to initiate formal disciplinary action against such licensees within 30 days of notification.
12. Toxic Substances Repository. AB 3413 (Kapiloff) sets up a research data bank relating to toxic materials and harmful physical agents in use in places of employment.
13. Occupational Health Centers. AB 3414 (Kapiloff) requires the State Department of Industrial Relations to create occupational health centers to train personnel and perform research functions in the field of occupational health and medicine.
14. Employee Records. SB 251 (Roberti) extends to the University of California employees the same access rights to their personnel files as those secured by State University and College workers and all other state employees.
15. Bar Pilots. SB 1223 (Foran) provides for increased pension contributions for bar pilots on the San Francisco, San Pablo and Suisun Bays.
16. Labor Commissioner. SB 2033 (Marks) expands the scope of the claims that the State Labor Commissioner may take upon the filing of a claim by an employee representative.

## GENERAL

17. Directory Assistance. AB 43 (Robinson) continues with certain exceptions the limitation against the assessment of a separate charge for telephone directory assistance.
18. Rape Prevention. AB 2807 (M. Waters) requires the state to set up a rape prevention educational and training program for state workers.
19. Solar Energy. AB 2984 (Bates) gives the Public Utilities Commission a mandate to regulate the involvement of privatelyowned public utilities in solar energy development and to ensure that the solar energy industry develops in a competitive manner "free from the dominance of regulated electrical and gas corporations."
20. Solar Easements. AB 3250 (Levine) provides that the right of receiving sunlight upon and over land may be attached to other lands as an easement and would define a solar easement and a solar energy system.
21. Income Tax. AB 3802 (Kapiloff) increases for the 1978 tax year, the amount of individual credits for personal exemptions from $\$ 25$ to $\$ 100$ for single persons and from $\$ 50$ to $\$ 200$ for heads of households and married persons filing joint returns. It
also authorizes a credit for the elderly against their personal income tax liability, revises the assistance schedule for renters; and extends the assistance benefits for the totally disabled.
22. Low Income Housing. ACA 47 (Brown) places on the June, 1980 ballot a constitutional amendment to ease the current requirements for local referenda on low-rent housing projects.
23. Alcoholic Beverage Liability. SB 1645 (Ayala) protects the culinary workers from civil liability in cases where an intoxicated customer inflicts injury upon a third party.
24. Maritime Emissions. SB 2198 (Marks) exempts from existing prohibitions emissions from vessels using steam boilers during emergency boiler shutdowns for safety reasons and for specified tests in maneuvering.
25. Occupational Disease. Senate Resolution 53 (Behr) calls on existing state agencies to coordinate and systematically identify sources of occupational exposure to hazardous substances and to develop and implement programs fo drastically reduce the incidence of occupational disease.

## DEFEATED MEASURES

ACA 74 (Gage) would have placed on the ballot a measure to eliminate the 100 -year-old constitutional prohibition against the use of convict labor by private industry.

AB 2598 (Gage) would have permitted private employers, subject to the passage of ACA 74, to set up shops of various kinds on prison grounds and profit from the products of convict labor.

AB 2689 (Suitt) attempted to allow agricultural employers to judge for themselves the fairness of the terms and conditions of a union's membership requirements under the Agricultural Labor Relations Act.

AB 2979 (Roos) tried to deprive local governments of the right to institute rent controls.

AB 3381 (Thurman) would have permitted agricultural employers to bypass existing Agricultural Labor Relations Act procedures for redressing unfair labor practices by permitting mass picketing, trespass and certain other cases to be taken directly to the courts.

AB 3587 (Hart) tried to lower the protective age standard for child labor from 14 years to 12 years of age.

SB 418 (Behr) would have allowed employers and insurance carriers greater legal access to personnel medical records of employees.

SB 1466 (D. Carpenter) attempted to eliminate unemployment compensation coverage for individuals under the age of 13 years of age, primarily child actors.


## R: right $W$ : wrong

 Presley, Robert B. (D-Riverside) Rains, Omer L. (D-Oxnard). . . . . . . Robbins, Alan (D-North Hollywood)Roberti, David A. (D-Hollywood)... Rodda, Albert S. (D-Sacramento).
Russell, Newton R. (R-Glendale) .
Sieroty, Alan (D-Los Angeles)...
Smith, Jerome A. (D-San Jose)...
Song, Alfred H. (D-Monterey Park) Stiern, Walter W. (D-Bakersfield). Stull, John (R-Escondido). Vuich, Rose Ann (D-Dinuba).
 Zenovich, George N. (D-Fresno)

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 Alquist, Alfred E. (D-San Jose) Alquist, Alred E. (D-San Bernardino) Behr, Peter H. (R-San Rafael). . . . . . . . . Beverly, Robert G. (R-Manhattan Beach) Briggs, John V. (R-Fullerton). Campbell, William (R-Hacienda Heights) Carpenter, Dennis E. (R-Newport Beach) Carpenter, Paul B. (D-Cypress). . . . . . . . Cusanovich, Lou (R-Woodland Hills) Deukmejian, George (R-Long Beach) Dills, Ralph C. (D-Gardena) Dunlap, John F. (D-Napa)........ Hill) Garamendi, John (D-Mokelumne Garcia, Alex P. (D-Los Angeles) Greene, Bill (D-Los Angeles) Gregorio, Arlen (D-Menlo Park) Holden, Nate (D-Los Angeles). Holmdahl, John W. (D-Oakland) Johnson, Ray (R-Chico)

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1. Low and Moderate Income Housing (AB 848-Kapiloff). 7. Retaliatory Dismissal (AB 2945-Lockyer). Prohibits an employer from firing or threatening to fire a worker who exercises the basic right to appeal to the Labor Commissioner for enforcement of state labor laws. Passed 24-2, August 28, 1978.
2. Solar Energy (AB 2984-Bates). Brings the development of solar energy systems by gas and electrical corporations under the jurisdiction of the state Public Utilities Commission. Passed 21-10, August 25, 1978. 9. In-home Supportive Services (AB 3028-Agnos). Extends Workers' Compensation coverage to persons providing in-home supportive service workers under county programs. Passed 27-5, July 4, 1978.
3. Toxic Substances Repository (AB 3413-Kapiloff). Requires the Department of Industrial Relations to develop and maintain a repository of research information and data relating to toxic materials and harmful physical agents in use in places of employment. Passed 2115, August 30, 1978.
4. Employee Records (SB 251—Roberti). Allows employees of the University of California the same access to personnel files as currently provided for all other state employees. Passed 22-10, August 22, 1978.
5. Consumer Protection (SB 774-Sieroty). Would have provided for the creation of consumer protection agencies within city and county governments and consumer fraud units within district attorneys' offices. Passed 28 7, January 30, 1978.
6. Sundesert (SB 1015-Russell). Would have exempted the Sundesert nuclear project from the state's spent fuel processing and waste storage laws in order to Would have stimulated the construction of low and moderate-income housing by permitting local govern ments to require inclusion of a specifed. Failed 12-23, such unis 1978.
7. Housing Discrimination (AB 1032-Berman). Attempted to expand existing provisions of Rumford Fair Housing Act to make unlawful any acts of discrimination against buyers or tenants who are students. Passed 21-15, August 31, 1978.
8. Public Employee Collective Bargaining (AB 1091-Berman). Provides collective bargaining rights for California State College and University employees. Passed 2413, August 30, 1978.
9. Pregnancy Discrimination (AB 1960-Berman). Prevents discrimination against women in employment, layoffs or promotion on the basis of a female employee's pregnancy, childbirth, or other related condition. Passed 21-11, August 28, 1978.
10. Agency Shop (AB 2744-Berman). Would have expanded local public employee collective bargaining law to permit local employers and unions to negotiate an agency shop clause in contracts. Failed 14-20, August 17, 1978.
11. Employee Monitoring (AB 2761-Levine). Provides that an employer who disciplines or fires a worker on the basis of information obtained from a licensed investigator must make the information available to the worker prior to the disciplinary action. Passed 22-6, August 29, 1978.

12. Child Labor (AB 3587-Hart). Lowers the protective age standard for child labor from 14 years to 12 years
of age. Passed 7-1, August 16, 1978 .
FINANCE
13. Printing and Binding (AB 358-Rosenthal). Would have required all state agencies to include prevailing wage and fringe benefits in all contracts for printing and binding, and also required that printing for state agencies be performed within a 550 -mile radius of the agencies' headquarters. Passed 7-5, August 17, 1978.
14. Public Employee Collective Bargaining (AB 1091 Berman). Provides collective bargaining rights for California State College and University employees. Passed
$7-6$, August 21, 1978 . 7. In-home Supportive
15. In-home Supportive Services (AB 3028-Agnos). Extends Workers' Compensation coverage to persons pro-
viding in-home supportive service workers under county programs. Passed 7-1, July 3, 1978.
16. Solar Easements (AB 3250-Levine).

Solar Easements (AB 3250-Levine). Facilitates the
development of solar energy systems by legally defining solar easements. Passed 9-2, August 21, 1978. 9. Toxic Substances Repository (AB 3413-Kapiloff). Requires the Department of Industrial Relations to de-
velop and maintain a repository of research information and data relating to toxic materials and harmful physical agents in use in places of employment. Passed 7-5, August 17, 1978.
10. Consumer Protection (SB 774-Sieroty). Would have provided for the creation of consumer protection agencies within city and county governments and consumer 7-3, January 23, 1978.
11. Solar Energy (SB 1731—Rains). Would have provided

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Finance

Alquist (D)
Beverly (R) Campbell (R)
 Dills (D) .... Dunlap (D)
Foran (D). Greene (D) Gregorio (D) Marks (R)

Industrial









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 Carpenter, D. Holden (D) Robbins (D) Robbins (D)
Russell (R) Sieroty (D)
12. Agency Shop (AB 2744 - Berman). Would have expanded local public employee bargaining law to permit local employers and unions to negotiate an agency
shop clause in contracts. Passed $6-2$, May 23,1978 . 13. Housing Discrimination (SB 1688 - Roberti). Would
 peן!ej "eбe do s!seq euł uo bu!snou u! uo!peu!u!los!p 2-4, May 9, 1978.
14. State Bank (SB 1820-Dunlap). Would have created a state bank for the purposes of making loans for low and moderate-income housing, transportation and other socially-needed projects. Failed 2-8, April 25, 1978.

## industrial relations

15. Printing and Binding (AB 358-Rosenthal). Would have required all state agencies to include prevailing wage and fringe benefits in all contracts for printing and binding, and also required that printing for state agencies be performed within a 550 -mile radius of the agencies' headquarters. Passed 4-3, May 17, 1978.
16. Forced Overtime (AB 1295-Bates). Would have prevented major employers from forcing employees to
 2-4, May 17, 1978.
17. Pregnancy Discrimination (AB 1960-Berman). Prevents discrimination against women in employment, layoffs or promotion on the basis of a female employee's pregnancy, childbirth, or other related condition. Passed 4-0, June 28, 1978.







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PUBLIC UTILITIES, TRANSIT AND ENERGY
29. Solar Energy (AB 2984-Bates). Brings the development of solar energy systems by gas and elecical corporations under the jurisdiction of the state 30. Solar Easements (AB 3250-Levine). Facilitates the development of solar energy systems by legally defining solar easements. Passed 7-1, August 8, 1978.
31. Sundesert (SB 1015-Russell). Would have exempted the Sundesert nuclear project from the state's spent fuel processing and waste storage laws in order to permit its development. Passed 6-2, January 17, 1978.
32. Solar Energy (SB 1731-Rains). Would have provided state funds for construction, installation and retrofitting of solar energy heating and cooling systems in residential housing. Passed 5-1, April 18, 1978.
REVENUE AND TAXATION At and industrial property from the property tax relief afforded by Proposition 13. Passed 6-3, August 9, 1978. 6-0, January 10, 1978 .
25. Alcoholic Beverage Liability (SB 1645-Ayala). Protects
culinary workers from civil liability in cases where an
intoxicated customer inflicts injury upon a third party.
Passed 5-2, May 9, 1978 .
LOCAL GOVERNMENT
26. Low and Moderate-Income Housing (SB 2040 - Ro-
berti). Would have provided state funds for the con-
struction of low and moderate-income housing. Passed
4-3, May 1, 1978.
27. Martime Emissions (SB 2198-Marks). Exempts from
existing prohibitions emissions from vessels using
steam boilers during emergency boiler shutdown for
safety reasons and for specified maneuvering tests.
Passed 5-0, May 22, 1978.
PUBLIC EMPLOYMENT AND RETIREMENT
28. Rape Prevention (AB 2807-M. Waters). Requires the
state to set up a rape-prevention educational and train-
ing program for state public employees. Passed 3-0,
August 7, 1978.





## the Assembly voted on:

1. Printing and Binding (AB 358-Rosenthal). Would have
 and fringe benefits in all contracts for printing and binding, and also required that printing for state agencies be performed within a 550 -mile radius of the agencies' headquarters. Passed 41-33, January 30, 1978.
 private employers to set up shops of various kinds on prison grounds and make profits from the products of convict labor. Passed 52-21, June 22, 1978.
2. Agency Shop (AB 2744-Berman). Would have expanded local public employee collective bargaining law to
 agency shop clause in contracts. Passed 55-16, April
27, 1978. 27, 1978.




3. Pesticides (AB 3249-Torres). Attempted to eliminate the use of pesticides which present substantial risk to the health of agricultural workers, as well as any other persons or the environment. Passed 45-29, June 23, 1978.



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4. Solar Easements (AB 3250-Levine). Facilitates the de-
velopment of solar energy systems by legally defining
solar easements. Passed 46-33, June 22, 1978.
5. Property Tax (ACA 2-McCarthy). Attempted to place
on the ballot a constitutional amendment to eliminate
the homeowner property tax and restore business prop-
erty taxes to 90 percent of their pre - Proposition 13
level. Passed 63-15, August 16, 1978.
6. Prison Labor (ACA 74-Gage). Would have placed on
the ballot a measure to eliminate the 100-year-old con-
stitutional prohibition against the use of convict labor
by private industry. Passed 54-20, June 22, 1978.
7. Alcoholic Beverage Liability (SB 1645-Ayala). Protects
the culinary workers from civil liability in cases where
an intoxicated customer inflicts injury upon a third
party. Passed 49-21, August 28,1978 .











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Perino（D） Priolo（R） ㅁ
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둔 등㿥茞 Statham（R） Stirling（R） Suitt（D）$\ldots$ ．${ }^{\text {Thomas，}} \mathbf{V}$（D）
 Thurman（D） Torres（D）
$\begin{aligned} & \text { Tucker（D）} \\ & \text { Vasconcellos }\end{aligned}$
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Waters，M．（D）$\ldots \ldots$
Waters，$N$ ．（D）$\ldots \ldots$
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Wray（D）$\ldots \ldots \ldots$
Young（D）$\ldots \ldots \ldots$.

## The voting record

## in Assembly committees




## test bils Assembly <br> and the

## committees voted on：

CRIMINAL JUSTICE
 the ballot a measure to eliminate the 100－year－old con－ stitutional prohibition against the use of convict labor by private industry．Passed 6－2，May 1， 1978.

 prison grounds and profit from the products of convict labor．Passed 6－2，May 1， 1978.

FINANCE，INSURANCE AND COMMERCE
3．Directory Assistance（AB 43－Robinson）．Continues the

 ary 18， 1978.
4. Temporary Disability (SB 1851-Greene). Removes the 240-week limitation on total temporary disability benefits under the state's Workers' Compensation program. Passed 9-0, August 9, 1978.
HEALTH
5. Medical Information (SB 418-Behr). Would have allowed employers and insurance carriers greater legal access to personnel medical records of employees.
Passed 6-2, August 7, 1978. HOUSING AND COMMUNITY DEVELOPMENT
6. Rent Control (AB 2979-Roos). Tried to deprive local Failed 2-3, May 3, 1978. HUMAN RESOURCES 7. In-home Supportive Services (AB 3028-Agnos). Extends Workers' Compensation coverage to persons providing in-home supportive services under county programs. Passed 4-0, May 2, 1978. JUDICIARY
8. Alcoholic
Alcoholic Beverage Liability (SB 1645-Ayala). Protects
culinary workers from civil liability in cases where an
intoxicated customer inflicts injury upon a third party. Passed 6-2, August 17, 1978.
9. Employee Records (SB 251—Roberti). Allows employees of the University of California the same access to personnel files as currently provided for all other state employees. Passed 8-1, June 1, 1978. 10. Pregnancy Discrimination (AB 1960-Berman). Prevents discrimination against women in employment, layoffs or promotion on the basis of a female employee's preg-








 22, 1978.

| Housing, Commun Development |
| :---: |
| Chacon (D) |
| Hughes (D) |
| Imbrecht (R) |
| Mangers (D) |
| Roos (D) |
| Statham (R) |
| Wray (D) |



Human
Labor, Employment and Cons. Affairs Agnos (D) ... Cullen (D) Dannemeyer ( R ) Fenton (D) 3. Resigned March







Revenue and


TRANSPORTATION
22．Maritime Emissions（SB 2198－Marks）．Exempts from
existing prohibitions emissions from vessels using
steam boilers during emergency boiler shutdown for
safety reasons and for specified maneuvering tests．
Passed 10－0，August 15，1978．

23．Pregnancy Discrimination（AB 1960－Berman）．Prevents

 nancy，childbirth，or other related condition．Passed 17－0，January 23， 1978.

24．Prison Labor（AB 2598－Gage）．Would have permitted private employers to set up shops of various kinds on prison grounds and make profits from the products of convict labor．Passed 11－5，June 7， 1978.

25．Employee Monitoring（AB 2761－Levine）．Provides that
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 er prior to the disciplinary action．Passed 12－5，June 9，
1978． 1978.

26．Solar Energy（AB 2984－Bates）．Brings the development of solar energy systems by gas and electrical corpora－ tions under the jurisdiction of the state Public Utilities Commission．Passed 12－7，June 14， 1978.

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 the ballot a measure to eliminate the 100－year－old con－



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    Government
    

