Senator D. Chris Buttars proposes the following substitute bill:

# STUDENT CLUB AMENDMENTS 2006 GENERAL SESSION STATE OF UTAH <br> Chief Sponsor: D. Chris Buttars 

House Sponsor: Aaron Tilton

## LONG TITLE

## General Description:

This bill modifies the State System of Public Education Code's regulation of curricular and noncurricular clubs.

## Highlighted Provisions:

This bill:

- provides definitions;
- provides requirements and procedures for the authorization of curricular and noncurricular clubs;
- regulates the use of school buildings by authorized clubs;
- provides for faculty oversight of authorized clubs;
- provides requirements for club membership, including parental consent;
- requires the investigation of complaints, provides school options for violations, and establishes appeals procedures;
- allows additional rulemaking by the State Board of Education and provides additional rulemaking authority for local school governing boards;
- provides severability; and
- makes technical corrections.


## Monies Appropriated in this Bill:

1st Sub. (Green) S.B. 97

None

## Other Special Clauses:

None

## Utah Code Sections Affected:

AMENDS:
53A-3-420, as enacted by Chapter 19, Laws of Utah 1999
53A-13-101.2, as last amended by Chapter 10, Laws of Utah 1996, Second Special Session

ENACTS:
53A-11-1201, Utah Code Annotated 1953
53A-11-1202, Utah Code Annotated 1953
53A-11-1203, Utah Code Annotated 1953
53A-11-1204, Utah Code Annotated 1953
53A-11-1205, Utah Code Annotated 1953
53A-11-1206, Utah Code Annotated 1953
53A-11-1207, Utah Code Annotated 1953
53A-11-1208, Utah Code Annotated 1953
53A-11-1209, Utah Code Annotated 1953
53A-11-1210, Utah Code Annotated 1953
53A-11-1211, Utah Code Annotated 1953
53A-11-1212, Utah Code Annotated 1953
53A-11-1213, Utah Code Annotated 1953
53A-11-1214, Utah Code Annotated 1953
REPEALS:
53A-3-419, as enacted by Chapter 10, Laws of Utah 1996, Second Special Session

## Be it enacted by the Legislature of the state of Utah:

Section 1. Section 53A-3-420 is amended to read:
53A-3-420. Activity disclosure statements.
(1) A local school board shall require the development of activity disclosure statements for each school-sponsored group[,club,] or program which involves students and faculty in
grades 9 through 12 in contests, performances, events, or other activities that require them to miss normal class time or takes place outside regular school time.
(2) The activity disclosure statements shall be disseminated to the students desiring involvement in the specific activity or to the students' parents or legal guardians or to both students and their parents.
(3) An activity disclosure statement shall contain the following information:
(a) the specific name of the [elub,] team, group, or activity;
(b) the maximum number of students involved;
(c) whether or not tryouts are used to select students, specifying date and time requirements for tryouts, if applicable;
(d) beginning and ending dates of the activity;
(e) a tentative schedule of the events, performances, games, or other activities with dates, times, and places specified if available;
(f) if applicable, designation of any nonseason events or activities, including an indication of the status, required, expected, suggested, or optional, with the dates, times, and places specified;
(g) personal costs associated with the activity;
(h) the name of the school employee responsible for the activity; and
(i) any additional information considered important for the students and parents to know.

Section 2. Section 53A-11-1201 is enacted to read:

## Part 12. Student Clubs Act

## 53A-11-1201. Title.

This part is known as the "Student Clubs Act."
Section 3. Section 53A-11-1202 is enacted to read:
53A-11-1202. Definitions.
As used in this part:
(1) "Bigotry" means action or advocacy of imminent action involving:
(a) the harassment or denigration of a person or entity; or
(b) any intent to cause a person not to freely enjoy or exercise any right secured by the constitution or laws of the United States or the state, except that an evaluation or prohibition
may not be made of the truth or falsity of any religious belief or expression of conscience unless the means of expression or conduct arising therefrom violates the standards of conduct outlined in this section, Section 53A-13-101.3, or 20 U.S.C. Section 4071(f).
(2) "Club" means any student organization that meets during noninstructional time.
(3) "Conscience" means a standard based upon learned experiences, a personal philosophy or system of belief, religious teachings or doctrine, an absolute or external sense of right and wrong which is felt on an individual basis, a belief in an external absolute, or any combination of the foregoing.
(4) "Curricular club" means a club that is school sponsored and that may receive leadership, direction, and support from the school or school district beyond providing a meeting place during noninstructional time. An elementary school curricular club means a club that is organized and directed by school sponsors at the elementary school. A secondary school curricular club means a club:
(a) whose subject matter is taught or will soon be taught in a regular course;
(b) whose subject matter concerns the body of courses as a whole;
(c) in which participation is required for a particular course; or
(d) in which participation results in academic credit.
(5) (a) "Discretionary time" means school-related time for students that is not instructional time.
(b) "Discretionary time" includes free time before and after school, during lunch and between classes or on buses, and private time before athletic and other events or activities.
(6) (a) "Encourage criminal or delinquent conduct" means action or advocacy of imminent action that violates any law or administrative rule.
(b) "Encourage criminal or delinquent conduct" does not include discussions concerning changing of laws or rules, or actions taken through lawfully established channels to effectuate such change.
(7) (a) "Instructional time" means time during which a school is responsible for a student and the student is required or expected to be actively engaged in a learning activity.
(b) "Instructional time" includes instructional activities in the classroom or study hall during regularly scheduled hours, required activities outside the classroom, and counseling, private conferences, or tutoring provided by school employees or volunteers acting in their
official capacities during or outside of regular school hours.
(8) "Involve human sexuality" $\hat{\mathbf{S}} \rightarrow$ [imeturdes] means $\leftarrow \hat{\mathbf{S}}$ :
(a) presenting information in violation of laws governing sex education, including Sections 53A-13-101 and 53A-13-302;
(b) advocating or engaging in sexual activity outside of legally recognized marriage or forbidden by state law; or
(c) presenting or discussing information relating to the use of contraceptive devices or substances, regardless of whether the use is for purposes of contraception or personal health.
(9) "Limited open forum" means a forum created by a district for student expression within the constraints of Subsection 53A-13-101.3(2)(b).
(10) "Noncurricular club" is a student initiated group that may be authorized and allowed school building use during noninstructional time in secondary schools by a school and school governing board in accordance with the provisions of this part. A noncurricular club's meetings, ideas, and activities are not sponsored or endorsed in any way by a school governing board, the school, or by school or school district employees.
(11) "Noninstructional time" means time set aside by a school before instructional time begins or after instructional time ends, including discretionary time.
(12) "Religious club" means a club designated in its application as either being religiously based or based on expression or conduct mandated by conscience.
(13) "School" means a public school, including a charter school.
(14) "School building use" means access to a school facility or premises, including access to a limited open forum.
(15) "School governing board" means a local school board or charter school board.

Section 4. Section 53A-11-1203 is enacted to read:
53A-11-1203. Student clubs -- Limited open forum -- Authorization.
(1) (a) A school may establish and maintain a limited open forum for student clubs pursuant to the provisions of this part, State Board of Education rules, and school governing board policies.
(b) Notwithstanding the provisions under Subsection (1)(a), a school retains the right to create a closed forum at any time by allowing curricular clubs only.
(2) (a) A school shall review applications for authorization of clubs on a case-by-case
basis.
(b) Before granting an authorization, the school shall find:
(i) that the proposed club meets this part's respective requirements of a curricular club or a noncurricular club; and
(ii) that the proposed club's purpose and activities comply with this part.
(c) Before granting an authorization, a school may request additional information from the faculty sponsor, from students proposing the club, or from its school governing board, if desired.
(3) A school shall grant authorization and school building use to curricular and noncurricular clubs whose applications are found to meet the requirements of this part, rules of the State Board of Education, and policies of the school governing board and shall limit or deny authorization or school building use to proposed clubs that do not meet the requirements of this part, rules of the State Board of Education, and policies of the school governing board.

Section 5. Section 53A-11-1204 is enacted to read:

## 53A-11-1204. Curricular clubs -- Authorization.

(1) Faculty members or students proposing a curricular club shall submit written application for authorization on a form approved by the school governing board no later than October 15 of the year of the club's inception.
(2) A school governing board may exempt a club whose membership is determined by student body election or a club that is governed by an association that regulates interscholastic activities from the authorization requirements under this section.
(3) An application for authorization of a curricular club shall include:
(a) the recommended club name;
(b) a statement of the club's purpose, goals, and activities;
(c) a statement of the club's categorization, which shall be included in the parental consent required under Section 53A-11-1210, indicating all of the following that may apply:
(i) athletic;
(ii) business/economic;
(iii) agriculture;
(iv) art/music/performance;
(v) science;
(vi) gaming;
(vii) religious; and (viii) other;
(d) the recommended meeting times, dates, and places;
(e) the proposed club charter, constitution, or bylaws which shall include at least:
(i) the rules of organization;
(ii) the election of officers;
(iii) objective membership criteria;
(iv) meeting rules of order;
(v) procedures for amending the rules; and
(vi) a statement that the club will comply with the provisions of this part and all other applicable laws, rules, or policies; and
(f) a budget showing the amount and source of any funding provided or to be provided to the club and its proposed use.
(4) A school shall approve the name of a curricular club consistent with the club's purposes and its school sponsorship.
(5) (a) A school shall determine curriculum relatedness by strictly applying this part's definition of curricular club to the club application.
(b) If the school finds that the proposed club is a curricular club, the school shall continue to review the application as an application for authorization of a curricular club.
(c) If the school finds that the proposed club is a noncurricular club, the school may:
(i) return the application to the faculty member or students proposing the club for amendment; or
(ii) review the application as an application for authorization of a noncurricular club.
(6) (a) Only curricular clubs may be authorized for elementary schools.
(b) A school governing body may limit, or permit a secondary school to limit, the authorization of clubs at the secondary school to only curricular clubs.

Section 6. Section 53A-11-1205 is enacted to read:
53A-11-1205. Noncurricular clubs -- Annual authorization.
$\hat{S} \rightarrow$ [(1) A minimum of seven students who would qualify as members of a noneurrieutar etub are required to submit an application for authorization of the noneurrieular elub.]
(1) A school governing board may establish a minimum number of members for all $\underline{\text { noncurricular clubs. }} \leftarrow \hat{\mathbf{S}}$
(2) Students proposing a noncurricular club shall submit a written application for authorization on a form approved by the school governing board no later than October 15 of each year.
(3) An application for authorization of a noncurricular club shall include:
(a) the recommended club name;
(b) a statement of the club's purpose, goals, and activities;
(c) a statement of the club's categorization, which shall be included in the parental consent required under Section 53A-11-1210, indicating all of the following that may apply:
(i) athletic;
(ii) business/economic;
(iii) agriculture;
(iv) art/music/performance;
(v) science;
(vi) gaming;
(vii) religious; and
(viii) other;
(d) the recommended meeting times, dates, and places;
(e) the proposed club charter, constitution, or bylaws, which shall include at least:
(i) the rules of organization;
(ii) the election of officers;
(iii) objective membership criteria;
(iv) meeting rules of order;
(v) procedures for amending the rules; and
(vi) a statement that the club will comply with the provisions of this part and all other applicable laws, rules, or policies; and
(f) a budget showing the amount and source of any funding provided or to be provided to the club and its proposed use.
(4) (a) A school governing board may provide for approval of a noncurricular club name in an action separate from that relating to authorization of the club itself.
(b) A school governing board shall require:
(i) that a noncurricular club name shall reasonably reflect the club's purpose, goals, and
activities; and
(ii) that the noncurricular club name shall be a name that would not result in or imply a violation of this part.

Section 7. Section 53A-11-1206 is enacted to read:
53A-11-1206. Clubs -- Limitations and denials.
(1) A school shall limit or deny authorization or school building use to a club or require changes prior to granting authorization or school building use:
(a) as the school determines it to be necessary to:
(i) protect the physical, emotional, psychological, or moral well-being of students and faculty;
(ii) maintain order and discipline on school premises;
(iii) prevent a material and substantial interference with the orderly conduct of a school's educational activities;
(iv) protect the rights of parents or guardians and students;
(v) maintain the boundaries of socially appropriate behavior; or
(vi) ensure compliance with all applicable laws, rules, regulations, and policies; or
(b) whose proposed charter and proposed activities indicate students or advisors in club related activities would as a substantial, material, or significant part of their conduct or means of expression:
(i) encourage criminal or delinquent conduct;
(ii) promote bigotry;
(iii) involve human sexuality; or
(iv) involve any effort to engage in or conduct mental health therapy, counseling, or psychological services for which a license would be required under state law.
(2) A school governing board has the authority to determine whether any club meets the criteria of Subsection (1).
(3) A student's spontaneous expression of sentiments or opinions otherwise identified in Subsection 53A-13-302(1) is not prohibited.

Section 8. Section 53A-11-1207 is enacted to read:

## 53A-11-1207. Faculty oversight of authorized clubs.

(1) A school shall make faculty assignments for each authorized curricular and
noncurricular club to provide oversight consistent with this part and the needs of the school to ensure that the methods of expression, religious practices, or other conduct of the students or advisors involved do not:
(a) unreasonably interfere with the ability of school officials to maintain order and discipline;
(b) unreasonably endanger or threaten the well-being of persons or property;
(c) violate concepts of civility or propriety appropriate to a school setting; or
(d) $\hat{\mathbf{S}} \rightarrow$ [have as anintended effect the revealing of information identified in-Subsection

## 53A-13-302(1)] violate applicable laws, rules, regulations, and policies $\leftarrow \hat{\mathbf{S}}$.

(2) (a) A school employee assigned to provide oversight to a club may not be required to do so if the assignment would violate the conscience of the employee.
(b) The decision of the employee in accordance with Subsection (2)(a) is not subject to review nor may it be used as a basis for any negative evaluation of the employee.
(3) (a) A school shall annually assign faculty members as sponsors of curricular clubs.
(b) Faculty sponsors shall organize and direct the purpose and activities of a curricular club.
(4) (a) A school shall assign faculty members to serve as supervisors for authorized noncurricular clubs.
(b) A faculty supervisor shall provide oversight to ensure compliance with the approved club charter, constitution, or bylaws and with the provisions of this part and other applicable laws, rules, and policies.
(c) The assignment of a faculty supervisor does not constitute school sponsorship of the club.
(d) A faculty supervisor assigned to a religious club may not participate in the activities of the religious club, except to perform the supervisory role required by this section.

Section 9. Section 53A-11-1208 is enacted to read:
53A-11-1208. Use of school facilities by clubs.
(1) A school shall determine and assign school building use for curricular and noncurricular clubs consistent with the needs of the school.
(2) The following rules apply to curricular clubs:
(a) in assigning school building use, the administrator may give priority to curricular
clubs over noncurricular clubs; and
(b) the school may provide financial or other support to curricular clubs.
(3) The following rules apply to noncurricular clubs:
(a) a preference or priority may not be given among noncurricular clubs;
(b) (i) a school shall only provide the space for noncurricular club meetings; and
(ii) a school may not spend public funds for noncurricular clubs $\hat{\mathbf{S}} \rightarrow$, except as required to

## implement the provisions of this part, including providing space and faculty oversight for

 $\underline{\text { noncurricular clubs }} \boldsymbol{\leftarrow} \hat{\mathbf{S}}$;(c) a school shall establish the noninstructional times during which noncurricular clubs may meet;
(d) a school may establish the places that noncurricular clubs may meet;
(e) a school may set the number of hours noncurricular clubs may meet per month, provided that all noncurricular clubs shall be treated equally; and
(f) a school shall determine what access noncurricular clubs shall be given to the school newspaper, yearbook, bulletin boards, or public address system.

Section 10. Section 53A-11-1209 is enacted to read:

## 53A-11-1209. Club membership.

(1) A school shall require written parental or guardian consent for student participation in all curricular and noncurricular clubs at the school.
(2) Membership in curricular clubs is governed by the following rules:
(a) student membership in a curricular club is voluntary;
(b) (i) membership may be limited to students who are currently attending the sponsoring school or school district; and
(ii) members who attend a school other than the sponsoring school shall have, in addition to the consent required under Section 53A-11-1210, specific parental or guardian permission for membership in a curricular club at another school;
(c) (i) clubs may require that prospective members try out based on objective criteria outlined in the application materials; and
(ii) try-outs may not require activities that violate the provisions of this part and other applicable laws, rules, and policies;
(d) membership may not be limited on the basis of race, gender, ethnicity, national origin, or disability; and
(e) other rules as determined by the State Board of Education, school district, or
school.
(3) Membership in noncurricular clubs is governed by the following rules:
(a) student membership in a noncurricular club is voluntary;
(b) membership shall be limited to students who are currently attending the school;
(c) (i) clubs may require that prospective members try out based on objective criteria outlined in the application materials; and
(ii) try-outs may not require activities that violate the provisions of this part and other applicable laws, rules, and policies;
(d) membership may not be limited on the basis of race, gender, ethnicity, national origin, or disability;
(e) (i) attendance or participation in club meetings or activities is limited to members, except that nonschool persons may attend on occasion to make presentations if approved in advance by a school administrator; and
(ii) nonschool persons may not direct, conduct, control, or regularly attend meetings or activities of clubs; and
(f) other rules as determined by the State Board of Education, school district, or school.

Section 11. Section 53A-11-1210 is enacted to read:
53A-11-1210. Parental consent.
(1) A school shall require written parental or guardian consent for student participation in all curricular and noncurricular clubs at the school.
(2) The consent described in Subsection (1) shall include an activity disclosure statement containing the following information:
(a) the specific name of the club;
(b) a statement of the club's purpose, goals, and activities;
(c) a statement of the club's categorization, which shall be obtained from the application for authorization of a club in accordance with the provisions of Section 53A-11-1204 or 53A-11-1205, indicating all of the following that may apply:
(i) athletic;
(ii) business/economic;
(iii) agriculture;
(iv) art/music/performance;
(v) science;
(vi) gaming;
(vii) religious; and
(viii) other;
(d) the maximum number of students involved;
(e) beginning and ending dates of the activity;
(f) a tentative schedule of the club activities with dates, times, and places specified;
(g) personal costs associated with the club, if any;
(h) the name of the school employee responsible for the club; and
(i) any additional information considered important for the students and parents to know.
(3) All completed forms shall be filed with the school's principal, the chief administrative officer of a charter school, or their designee.

Section 12. Section 53A-11-1211 is enacted to read:
53A-11-1211. Violations -- Investigations -- School responses.
(1) A school shall investigate any report or allegation that an authorized curricular or noncurricular club is:
(a) participating in activities beyond the scope of its charter, constitution, or bylaws; or
(b) in violation of a provision of this part or another applicable law, rule, regulation, or policy.
(2) After meeting with the faculty sponsor, faculty supervisor, or faculty monitor and the students involved, if a violation is substantiated, the school may do any of the following:
(a) allow the club's original charter, constitution, or bylaws to be modified to include the activities if they are in compliance with the provisions of this part and other applicable laws, rules, regulations, or policies;
(b) instruct the sponsor, supervisor, or monitor not to allow similar violations in the future;
(c) limit or suspend the club's authorization or school building use pending further corrective action as determined by the school; or
(d) terminate the club's authorization and dissolve the club.
(3) Any limitation on expression, practice, or conduct of any student, advisor, or guest
in a meeting of a curricular or noncurricular club, or limitation on school building use, shall be by the least restrictive means necessary to satisfy the school's interests as identified in this part.
(4) A club that has been terminated in accordance with Subsection (2)(d) may not reapply for authorization until the following school year.

Section 13. Section 53A-11-1212 is enacted to read:

## 53A-11-1212. Appeals -- Procedures.

(1) A student directly affected by a decision made in accordance with the provisions of this part may appeal the decision by writing to a person designated by the school governing board.
(2) (a) Each completed application or complaint shall be approved, denied, or investigated within five school days.
(b) If an application or complaint is denied, written reasons for the denial or results of the investigation shall be stated and, if appropriate, suggested corrections shall be made to remedy the deficiency.
(3) Each student who is denied participation in a club or school building use shall be informed at the time of the denial of the factual or legal basis for the denial, and, if appropriate, how the basis for the denial could be corrected.
(4) (a) If denied, suspended, or terminated, a club, student desirous of participating or speaking, or a complaining parent or guardian, has ten school days from the date of the action to file a written appeal from the denial, suspension, or termination to a designee authorized by the school governing board.
(b) The designee shall issue a determination within five school days from receipt of the appeal, which decision is final and constitutes satisfaction of all administrative remedies unless the time for evaluation is extended by agreement of all parties.

Section 14. Section 53A-11-1213 is enacted to read:
53A-11-1213. Rulemaking -- State Board of Education -- School governing boards.

The State Board of Education may adopt additional rules and school governing boards may adopt additional rules or policies governing clubs that do not conflict with the provisions of this part.

Section 15. Section 53A-11-1214 is enacted to read:

## 53A-11-1214. Severability.

If any provision of this part or the application of any provision to any person or circumstance, is held invalid, the remainder of this part shall be given effect without the invalid provision or application.

Section 16. Section 53A-13-101.2 is amended to read:

## 53A-13-101.2. Waivers of participation.

(1) If a parent with legal custody or other legal guardian of a student, or a secondary student, determines that the student's participation in a portion of the curriculum or in an activity would require the student to affirm or deny a religious belief or right of conscience, or engage or refrain from engaging in a practice forbidden or required in the exercise of a religious right or right of conscience, the parent, guardian, or student may request:
(a) a waiver of the requirement to participate; or
(b) a reasonable alternative that requires reasonably equivalent performance by the student of the secular objectives of the curriculum or activity in question.
(2) The school shall promptly notify a student's parent or guardian if the student makes a request under Subsection (1).
(3) If a request is made under Subsection (1), the school shall:
(a) waive the participation requirement;
(b) provide a reasonable alternative to the requirement; or
(c) notify the requesting party that participation is required.
(4) The school shall ensure that the provisions of Subsection 53A-13-101.3(3) are met in connection with any required participation under Subsection (3)(c).
(5) A student's academic or citizenship performance may not be penalized by school officials for the exercise of a religious right or right of conscience in accordance with the provisions of this section.
[(6) (a) As a condition for partieipation in a student elub or organization that meets on sehool premises, regardless of the organization's relationship to sehool eurrieulum, a loeal sehool distriet may require every student to obtain written permission from either a parent with fegaleustody or other legal guardian:]
[(b) If a loeal sehool distriet requires written permission under Subsection (a), that sehool distriet shall require written permission for:]
[(i) every elub or organization that meets on sehool premises in that sehool distriet, and]
[(ii) every student participating in a elub or organization deseribed in Subseetion (i).]
[(e) The loeal sehool distriet shall supply the permission form, and all eompleted forms shall be filed with the sehool's prineipal or the prineipal's designee.]

Section 17. Repealer.
This bill repeals:
Section 53A-3-419, Limitations regarding access for student clubs and organizations.

| Fiscal Note | Student Club Amendments | $23-F e b-06$ |
| :--- | :---: | :---: |
| Bill Number SB0097S01 |  | $2: 39 P M$ |

## State Impact

No Fiscal Impact

Individual and Business Impact
No Fiscal Impact

