

Ohio Legislative Service Commission

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S.B. 135 134th General Assembly

Final Analysis

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Primary Sponsor: Sen. Cirino

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SUMMARY HIGHER EDUCATION

Student tuition and fees

- Prohibits a state institution of higher education from charging an additional fee to a student for academic activity associated with regular coursework, such as grading student assignments.
- Prohibits a state institution from charging more in tuition and fees for an online course than for a course taught in an in-person, classroom setting.
- Requires special fees for online courses at state institutions to be based on the actual demonstrated cost incurred by the institution.

Student financial aid

- Establishes the permanent Second Chance Grant Program to provide a one-time grant of up to \$2,000 to eligible students returning to college enrollment after previously disenrolling before earning a bachelor's degree.
- Reappropriates for the program in FY 2023 the unexpended, unencumbered balance of the \$3 million appropriated for the Second Chance Pilot Program in FY 2022 by H.B. 110 of the 134th General Assembly.
- Establishes a supplemental grant for Ohio College Opportunity Grant recipients who have completed at least two years of a bachelor's degree program and are making progress toward completing their programs.

Accommodations for students unable to enroll in a course

Expands the law requiring state institutions to financially accommodate students who
are unable to register for a course needed for their bachelor's degree by (1) applying the

requirement during students' final two academic years, instead of just the final year, and (2) adding options by which an institution may accommodate the students.

Guaranteed pathways, joint programming, dual enrollment

- Establishes the Ohio Guaranteed Transfer Pathways Initiative to permit community college students to transfer credits to state universities under the existing articulation and transfer system.
- Requires state universities to enter into agreements with multiple two-year colleges to establish joint academic programming and dual enrollment opportunities.

Free speech policies

- Requires each state institution to adopt a policy that affirms prescribed principles regarding the regulation of free speech on campuses.
- Requires each state institution to establish a process under which a student, student group, or faculty member may submit a complaint about an alleged violation by an employee of its policy.

Additional reporting requirements

- Requires each state institution to issue an annual report about the institution's tuition and fees, average cost of attendance, and certain other post-graduation data.
- Requires the Chancellor of Higher Education to post each annual report online.
- Requires the Chancellor to issue a report about the mental health and wellness services and initiatives of state institutions.

Degree programs

- Requires the Chancellor, when considering approval of a new degree for a state institution, to take into account the extent to which it aligns with the state's workforce development priorities.
- Requires a state institution, upon request of the Chancellor, to conduct a viability analysis of any program it offers that the Chancellor determines meets prescribed criteria and submit its findings to the Chancellor.
- Changes from every five to every three years the frequency with which a state institution must evaluate its programs based on enrollment and duplication with other state institutions in the region.

Other higher education provisions

Prescribes due process procedures with which a state university must comply with regard to a student who is subject to disciplinary action.

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- Prohibits a state institution from entering into or renewing a contract with a company for goods or services, unless the contract declares that the company is not boycotting Israel or other jurisdictions with whom Ohio can enjoy open trade.
- Requires each state university to endeavor to avoid prioritizing admission of out-of-state applicants over in-state applicants if both applicants apply in the same general timeframe and have substantially similar qualifications.
- Requires each state institution to accept and provide credit for coursework in the same manner across all instructional methods, unless a course requires in-person observations and experiences.
- Authorizes the Director of Administrative Services to sell state-owned land that is held for the benefit of a state institution and is appraised for not more than \$10 million, provided both the institution's board and the Controlling Board approve the sale.

OTHER PROVISIONS

K-12 career advising policy

Modifies the law on K-12 career advising policies.

Statewide apprenticeship program proposal

Requires the Superintendent of Public Instruction, and other specified stakeholders, to develop a proposal for a statewide apprenticeship program for high school students and submit it to the Governor and General Assembly by June 1, 2023.

Renewable energy facility tax exemption

 Modifies the career training requirement that certain qualified renewable energy facilities must meet to obtain continuing law's property tax exemption for such facilities.

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DETAILED ANALYSIS HIGHER EDUCATION

The act revises several laws on the operation of state institutions of higher education, including those regarding degree programs, tuition and fees, student financial aid, reporting requirements, disciplinary due process, free speech on campus, and several other areas.

As used in this analysis, a **state institution of higher education** is any of the 14 state universities, a community college, state community college, university branch, or technical college. The 14 state universities are the University of Akron, Bowling Green State University, Central State University, University of Cincinnati, Cleveland State University, Kent State University, Miami University, Northeast Ohio Medical University, Ohio University, Ohio State University, Shawnee State University, University of Toledo, Wright State University, and Youngstown State University.¹

¹ R.C. 3345.011, not in the act.

Student tuition and fees

Prohibit additional fees for academic activities

The act prohibits a state institution of higher education from charging an additional fee to a student for an employee or an entity contracting with the institution to complete any academic activity associated with regular coursework, including grading student assignments.²

Tuition and fees for online courses

The act prohibits a state institution from charging more in tuition and fees for an online course than for a course taught in an in-person, classroom setting. It further requires that special fees charged for an online course, if applicable, be based on the actual demonstrated cost incurred by the state institution to provide it.³

Second Chance Grant Program

Operations

The act makes the Second Chance Grant Pilot Program created in H.B. 110 of the 134th General Assembly a permanent one. Specifically, it requires the Chancellor of Higher Education to establish and operate the Second Chance Grant Program and to adopt rules to administer it. The program serves students who previously disenrolled from a public or private "qualifying institution" in Ohio while in good standing and, after some time off, again enroll in a public or private qualifying institution in Ohio.⁴ (See "**Student eligibility**," below.)

The Chancellor must award a one-time grant of up to \$2,000 to each approved eligible student. To be approved, the student must enroll in a qualifying Ohio institution and have a remaining cost of attendance, as defined under federal law, after all other financial aid for which the applicant qualifies has been applied to the applicant's account. The Chancellor must approve applications in the order in which they are received.⁵

The Chancellor must pay grants to the institution in which a participating student is enrolled in the academic year in which the student's application is approved. The institution must apply the grant to the participant's cost of attendance for that year. If any amount of the grant remains after it is applied to the student's cost of attendance for that year, the institution must apply the remainder to the student's cost of attendance for any other academic year in which the student is enrolled. The institution must return to the Chancellor any grant amount remaining after the participant graduates or disenrolls.⁶

³ R.C. 3345.461.

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² R.C. 3345.028.

⁴ R.C. 3333.127(A)(2) and (G).

⁵ R.C. 3333.127(A), (B), and (C); conforming changes in Section 381.480 of H.B. 110 of the 134th General Assembly, as amended in sections 4 and 5.

⁶ R.C. 3333.127(D).

For purposes of the program, a "qualifying institution" is a state university or branch campus, community college, state community college, or technical college, a private nonprofit college or university, a private for-profit career college, or an Ohio Technical Center.⁷

Student eligibility

A student is eligible for the program if the student:

- 1. Is an Ohio resident;
- 2. Has not attained a bachelor's degree;
- 3. Disenrolled from a "qualifying institution," while being in good standing including with respect to academics and the student's disciplinary record, and did not transfer to a "qualifying institution" or an institution of higher education in another state in the two semesters immediately following disenrollment;
- 4. Enrolls in a "qualifying institution" within five years of disenrollment;
- 5. Is not enrolled in the College Credit Plus Program; and
- 6. Meets any other eligibility criteria determined necessary by the Chancellor.8

Annual report

In each academic year, the Chancellor must submit to the General Assembly a report that contains:

- 1. The number of eligible students participating in the program who received a grant in that academic year;
- 2. The "qualifying institutions" from which participants disenrolled;
- 3. The types of academic programs in which participants were enrolled prior to disenrolling from "qualifying institutions";
- 4. The types of academic programs in which participants were enrolled when they received grants under the program;
- 5. Information regarding how the grants were used; and
- 6. If the participant completed a degree program with the grant.9

Second Chance Grant Program Fund

The act establishes the Second Chance Grant Program Fund in the state treasury to consist of amounts designated for it by the General Assembly. The fund must be administered

⁷ R.C. 3333.127(A)(3).

⁸ R.C. 3333.127(A)(2).

⁹ R.C. 3333.127(E).

by the Chancellor and used to pay grants under the program. The Chancellor also may use the fund to implement and administer the program.¹⁰

Appropriation

H.B. 110 of the 134th General Assembly, the main operating budget of the biennium, appropriated \$3 million in FY 2022 for the Second Chance Grant Pilot Program. This act now requires the Chancellor to certify to the Director of Budget and Management an amount up to the unexpended, unencumbered balance of that appropriation at the end of FY 2022 to be reappropriated for FY 2023.

Supplemental OCOG awards

If sufficient funds remain after awarding need-based Ohio College Opportunity Grants (OCOG) in accordance with continuing law, the act requires the Chancellor to use those funds to award eligible students a supplemental grant. To be eligible, a student must receive an OCOG award, have completed at least two years of a bachelor's degree program, and be making progress toward completing that program. Supplemental grants are subject to the same requirements prescribed for OCOG. The Chancellor must adopt rules to implement this provision, including a method to calculate supplemental grant amounts.¹¹

Accommodations for students unable to enroll in a course

The act expands the law, which took effect in early 2021, requiring state institutions to financially accommodate students who are unable to register for a course needed for their bachelor's degree. That law originally applied when a student was unable to register for a necessary course during the student's final academic year. The act expands the law, first, by applying the mandate during students' final two academic years and, second, by adding options for an institution to accommodate the students. Under the act, when a student is unable to register for a requisite course during the student's final two academic years, the institution must offer either to:

- 1. Waive the student's general and instructional fees for the course if the student registers for it in the next academic year it is offered (continues the original law);
- 2. Reimburse the student for general and instructional fees paid for an equivalent course taken at a different institution of equivalent accreditation during the same academic year in which the student was unable to register for the course; or
- 3. Permit the student to complete an independent study that meets specified guidelines in lieu of the requisite course.¹²

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¹⁰ R.C. 3333.127(F).

¹¹ R.C. 3333.126; conforming change in R.C. 3333.122.

¹² R.C. 3345.481.

Guaranteed pathways, joint programming, dual enrollment Ohio Guaranteed Transfer Pathways Initiative

The act requires the Chancellor, using the transfer and articulation system prescribed under continuing law, to establish the Ohio Guaranteed Transfer Pathways Initiative. Each state university must participate.

Under the initiative, a student must be permitted to complete an associate's degree at a community college, state community college, or technical college and transfer those credits to a state university to continue making progress toward a bachelor's degree. Similarly, a student must be permitted to transfer *any* credits from one of those colleges to a state university, regardless of the geographic proximity between the college and university.¹³

Joint academic programming, dual enrollment opportunities

The act requires each state university to enter into agreements with multiple community, state community, or technical colleges to establish both joint academic programming and dual enrollment opportunities to assist students in completing their degrees in a timely and cost-effective manner.¹⁴

Annual reporting

The act requires each state university, community college, state community college, and technical college to annually report to the Ohio Articulation and Transfer Network Oversight Board the number of guaranteed pathways and joint academic programming or dual enrollment opportunities the university or college offers.

The Oversight Board must compile that information and provide a summary of it to the Chancellor. The summary must include a confirmation that each college and university is in compliance with the provision's requirements and any recommendations necessary to enhance and strengthen the guaranteed pathways and joint academic programming or dual enrollment opportunities.¹⁵

Rules

The Chancellor must adopt rules regarding the Ohio Guaranteed Transfer Pathways Initiative and the act's joint academic programming and dual enrollment requirements.¹⁶

¹⁴ R.C. 3333.168(C).

¹³ R.C. 3333.168(B).

¹⁵ R.C. 3333.168(D).

¹⁶ R.C. 3333.168(E).

Free speech policies

In addition to complying with other state laws regarding the regulation of free speech on campuses, ¹⁷ the act requires each state institution of higher education to adopt a policy that affirms certain prescribed principles, which the act specifies are the public policy of this state.¹⁸

The act states that those principles are:

- 1. Students have a fundamental constitutional right to free speech.
- 2. A state institution must be committed to giving students broad latitude to speak, write, listen, challenge, learn, and discuss any issue.
- 3. A state institution must be committed to maintaining a campus as marketplace of ideas for students and faculty in which the free exchange of ideas is not suppressed because the ideas put forth are thought by some or most members of the institution's community to be offensive, unwise, immoral, indecent, disagreeable, conservative, liberal, traditional, radical, or wrong-headed.
- 4. It is for individual students and faculty to make judgements about ideas for themselves, and to act on those judgements by openly and vigorously contesting the ideas they oppose and not by seeking to suppress free speech.
- 5. It is not the proper role of a state institution to attempt to shield individuals from free speech, including ideas and opinions they find offensive, unwise, immoral, indecent, disagreeable, conservative, liberal, traditional, radical, or wrong-headed.
- 6. Although a state institution should greatly value civility and mutual respect, concerns about civility and respect must not be used by an institution as a justification for closing off the discussion of ideas, however offensive, unwise, immoral, indecent, disagreeable, conservative, liberal, traditional, radical, or wrong-headed those ideas may be to some students or faculty.
- 7. Although students and faculty are free to state their views about and contest the views expressed on campus, and to state their views about and contest speakers who are invited to express their views on campus, they may not substantially obstruct or otherwise substantially interfere with the freedom of others to express views they reject or even loathe. To that end, a state institution has a responsibility to promote lively and fearless freedom of debate and deliberation and protect that freedom.
- 8. A state institution must be committed to providing an atmosphere that is most conducive to speculation, experimentation, and creation by students and faculty, who must remain free to inquire, study, evaluate, and gain new understanding.

¹⁷ See R.C. 3345.0212 to 3345.0214 (as enacted by S.B. 40 of the 133rd General Assembly, effective March 24, 2021), none in the act.

¹⁸ R.C. 3345.0215; conforming change in R.C. 3345.21.

9. The primary responsibility of faculty is to engage an honest, courageous, and persistent effort to search out and communicate the truth that lies in areas of their competence.¹⁹

The policy affirming those principles must be included in the institution's handbook, on its website, and in its orientation programs for students.²⁰

The act also requires each state institution to establish a process under which a student, student group, or faculty member may submit a complaint about an alleged violation by an employee of the institution of its policy, including any penalty imposed on a student's grade for an assignment or coursework that is unrelated to ordinary academic standards of substance and relevance, and is instead based on the contents of the student's free speech. That process must comply with standards adopted by the Chancellor. Under the process, the state institution must investigate the alleged violation and conduct a fair and impartial hearing about it. If the hearing determines the policy was violated, the state institution must determine a resolution to address the violation and prevent any further violation of the policy.²¹

Each state institution must annually report to the Chancellor the total number of complaints submitted under the process and, for each submitted complaint, a description of:

- 1. The state institution's investigation regarding the complaint;
- 2. The outcome of the hearing conducted by the state institution regarding the complaint; and
- 3. If the hearing determines the complaint included a violation of the state institution's policy, the resolution determined by the institution to address the violation.²²

The act specifies that the free speech policies must not be construed as prohibiting a state institution from imposing measures that do not violate the U.S. Constitution or the Ohio Constitution, such as:

- 1. Constitutional time, place, and manner restrictions;
- 2. Reasonable viewpoint-neutral restrictions in nonpublic forums;
- Restrictions on the use of the institution's property to protect the free speech rights of students and teachers and preserve the use of property for the advancement of the institution's mission;
- 4. Prohibitions or limitations on speech, expression, or assemblies that are not protected under the U.S. or Ohio constitutions;

²⁰ R.C. 3345.0212(C)(2).

¹⁹ R.C. 3345.0215(B).

²¹ R.C. 3345.0215(C).

²² R.C. 3345.0215(D).

5. Content restrictions on speech that are reasonably related to legitimate pedagogical purpose, such as classroom rules enacted by teachers.²³

Finally, the act states that it must not be construed to grant students the right to disrupt previously scheduled or reserved activities occurring in a traditional public forum.²⁴

Additional reporting requirements

Posting of cost and postgraduate data

Beginning in the 2023-2024 academic year, each state institution annually must prepare and post on its public website a report that, to the extent practicable, includes at least:

- 1. An itemized list of the estimated or actual charges of the tuition, general fees, special fees, service charges, fines, and other fees or surcharges for enrolled students;
- 2. The estimated or actual average cost of attendance;
- Student degree completion rates;
- 4. Post-graduation student debt rates;
- 5. Post-graduation student loan default rates; and
- 6. Post-graduation employment rates.

Each state institution annually must submit its report to the Chancellor, and the Chancellor must post it on the Chancellor's website. The Chancellor also may adopt rules to implement the report.²⁵

Mental health and wellness report

The act requires the Chancellor, to the extent practicable, to issue an annual report about the mental health and wellness services and initiatives of state institutions. The report must include:

- A description of each institution's mental health and wellness services and initiatives;
- 2. A summary of how much funding each institution dedicates to mental health and wellness services and initiatives, including the percentage of that funding that is used for administrative costs; and
- 3. Any other information the Chancellor determines appropriate.

²⁴ R.C. 3345.0215(F).

²³ R.C. 3345.0215(E).

²⁵ R.C. 3345.024.

Each state institution must submit to the Chancellor any information or data the Chancellor requires to issue the reports. The Chancellor must submit the reports to the General Assembly and may adopt rules to implement this provision.²⁶

Program approval and evaluation

Chancellor approval of degree programs

The act requires the Chancellor, when considering approval of a new degree or degree program for a state institution of higher education, to take into account the extent to which that degree or program aligns with the state's workforce development priorities.

Under continuing law, the Chancellor must approve or disapprove all new degrees or degree programs at state institutions. Those institutions are prohibited from offering a new degree or degree program without the Chancellor's approval.²⁷

Viability analysis of programs

The act authorizes the Chancellor to require a state institution to conduct a viability analysis of any program it offers if the Chancellor determines the program:

- 1. Has a low completion rate;
- 2. Has a low enrollment rate; or
- 3. Meets other criteria the Chancellor determines relevant.

The state institution must submit the findings of the analysis to the Chancellor. The Chancellor may adopt rules to implement the provision.²⁸

Evaluation and report regarding courses and programs

The act changes from every five to every three years the frequency with which a state institution must, in accordance with continuing law, evaluate its courses and programs based on enrollment and duplication with other state institutions in the geographic region. Continuing law requires each state institution to submit its findings to the Chancellor within 30 days after completing its evaluations or as part of its annual efficiency report.²⁹

Due process for disciplinary actions

The act expressly requires a state university to provide a student who is subject to a disciplinary action by the university with a notice of the action, the reasons for it, and the student's right to appeal it. If the student chooses to appeal the action, the state university

²⁶ R.C. 3333.0418.

²⁷ R.C. 3333.04(N). See also R.C. 3333.07(C), not in the act.

²⁸ R.C. 3333.073.

²⁹ R.C. 3345.35.

must afford the student with a fair and impartial hearing within a reasonable time under the university's regular procedures.³⁰

The act does not affect provisions of continuing law that establish specific due process procedures for students, faculty, and staff members who have been arrested for certain criminal offenses.³¹

Contracts without nonboycott declaration are prohibited

The act expressly states that, for purposes of the Non-Boycott Law prescribed under continuing law, a "state agency" includes a state institution of higher education. Under the Non-Boycott Law, a state agency may not enter into or renew a contract with a company for the acquisition or provision of supplies, equipment, or services, or for construction services, unless the contract declares that it is not boycotting any jurisdiction with whom Ohio can enjoy open trade, including Israel, and will not do so during the contract period.³²

Admissions and Ohio residents

The act requires each state university to endeavor to avoid prioritizing admission of an out-of-state applicant over an in-state applicant if both applicants:

- 1. Apply in the same general timeframe, as determined by the university; and
- 2. Have substantially similar qualifications that satisfy the university's admissions criteria.

To the extent practicable, a state university must ensure that in-state applicants are given ample and sufficient opportunity to be admitted, as compared to out-of-state applicants, if the in-state applicants satisfy the university's admissions criteria.³³

Credit for online coursework

The act generally requires each state institution to accept and provide credit for coursework in the same manner across all instructional models. However, it exempts courses that require in-person observations and experiences, such as laboratories and clinicals.³⁴

State institution – land sales

The act explicitly authorizes the Department of Administrative Services to sell real estate on behalf of state institutions of higher education. Under continuing law, the Department is authorized to sell *any* state-owned real estate, so long as it is appraised at not more than \$100,000. Under the act, the Department is authorized to sell property held for the benefit of a

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³⁰ R.C. 3345.241.

³¹ See R.C. 3345.22 to 3345.24, none in the act.

³² R.C. 9.76.

³³ R.C. 3345.064.

³⁴ R.C. 3345.381.

state institution valued up to \$10 million if the sale is approved by both the institution's board of trustees and the Ohio Controlling Board.³⁵

OTHER PROVISIONS

K-12 career advising policies

Continuing law requires each school district, community school, and STEM school to adopt a career advising policy that meets prescribed requirements. As a new requirement, the act requires the policy to include information regarding career fields that require an industryrecognized credential, certificate, associate's degree, bachelor's degree, graduate degree, or professional degree. The policy also must provide students with information about ways to offset the costs of a post-secondary education, including:

- 1. The Reserve Officer Training Corps;
- 2. The College Credit Plus Program;
- 3. The Ohio Guaranteed Transfer Pathways Initiative; and
- 4. Joint academic programming or dual enrollment opportunities.

The Chancellor must develop informational materials that illustrate cost saving estimates for each of those options. The Chancellor also must develop a list of individual college courses that are transferable under the transfer and articulation system prescribed under continuing law.36

Statewide apprenticeship program proposal

The act requires the Superintendent of Public Instruction, in consultation with the Chancellor and the Director of Job and Family Services, to develop a proposal to implement a statewide apprenticeship program for high school students on a pathway to either employment upon graduation or enrollment in a post-secondary educational institution. The state Superintendent, the Chancellor, and the Director must include appropriate stakeholders in developing the proposal. They must consider the following when developing the proposal:

- 1. Eligibility requirements for students participating in an apprenticeship, including a minimum grade point average or its equivalent;
- 2. A process by which a student may secure an apprenticeship;
- 3. A process for approval of each student's apprenticeship, including a method for evaluating the educational benefits of an apprenticeship, and giving consideration to:
 - a. Any apprenticeship that is certified or registered by the U. S. Department of Labor; or

³⁵ R.C. 123.01(A)(18)(a) and R.C. 3345.12, not in the act.

³⁶ R.C. 3313.6020.

- b. A preapprenticeship that is aligned with state standards.
- 4. A limitation on the number of hours per week a student may work in an apprenticeship;
- 5. A method for determining actual costs of a business participating in an apprenticeship, including workers' compensation and other insurance and training costs;
- 6. Funding formulas for students enrolled in either public or chartered nonpublic schools, including maximum amounts, to pay businesses for costs associated with employing students under an apprenticeship;
- 7. A method for making payments to participating businesses; and
- 8. A method by which college credit for a certificate or certificates earn in an apprenticeship may transfer to an institution of higher education. Though, the bill requires that, under that method, an institution must determine whether to accept work after completing an apprenticeship as eligible college credit for admission purposes.

The act requires the state Superintendent, the Chancellor, and the Director to submit the proposal to the Governor and the General Assembly for consideration by June 1, 2023.³⁷

Renewable energy facility tax exemption qualifications

The act modifies one of the qualifications for continuing law's property tax exemption for qualified renewable energy facilities.

Under continuing law, a renewable energy facility may qualify for a real and tangible personal property (TPP) tax exemption. When an exemption is approved, the owner or lessee of the facility is required to make "payments-in-lieu-of-taxes" (PILOTs) to the local governments in whose territory the facility is located.

A facility must meet several requirements to qualify for exemption. One of these requirements is that the owner or lessee of a facility with a nameplate capacity of more than 20 megawatts must coordinate with a state institution of higher education or certified apprenticeship program to train individuals for careers in wind or solar energy. The act expands the entities with which a facility owner or lessee may coordinate to include career-technical centers, joint vocational school districts, and for-profit or nonprofit training centers.³⁸

³⁷ Section 3.

³⁸ R.C. 5727.75(F)(7).

HISTORY

Action	Date
Introduced	03-17-21
Reported, S. Workforce & Higher Education	06-16-21
Passed Senate (31-2)	06-16-21
Reported, H. Higher Education & Career Readiness	04-06-22
Passed House (96-0)	04-06-22
Senate concurred in House amendments (31-1)	04-06-22