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Bill Analysis

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SUMMARY

Transfer of State K-12 Governance

- Renames the Department of Education as the Department of Education and Workforce (DEW).
- Creates the position of the Director of Education and Workforce, who is appointed by the Governor, with the advice and consent of the Senate, and is the head of DEW.
- Establishes within DEW the Division of Primary and Secondary Education and the Division of Career-Technical Education, each of which is headed by a Deputy Director appointed by the Director with the advice and consent of the Senate.
- Transfers most of the powers and duties of the State Board of Education and the Superintendent of Public Instruction to DEW.
- Retains the State Board's and state Superintendent's powers and duties regarding educator licensure, licensee disciplinary actions, school district territory transfers, and certain other areas.

Workforce Development

- Requires DEW to develop informational materials for seventh and eighth graders about available career opportunities.
- Requires DEW to participate in the process to identify in-demand jobs.
- Requires the Governor to appoint the Deputy Directors to the Governor's Executive Workforce Board.

Nonchartered nonpublic schools

- Codifies an administrative rule that sets minimum requirements for nonchartered nonpublic schools, including hours of instruction, educational requirements for teachers and administrators, curriculum, promotion, and safety requirements.
- Prohibits the Director of Education and Workforce from adopting any additional rules for nonchartered nonpublic schools.

Home education and school attendance

- Excuses a child from attending school if the child is receiving home education in core subject areas supervised and directed by the child’s parent, instead of if the child is receiving education from a “qualified” person.
- In the event of cessation of proper home instruction, removes the district superintendent’s explicit power to recall previously excused absences and pursue truancy charges.
- Prohibits the Director of Education and Workforce from adopting any additional rules regarding home education.

TABLE OF CONTENTS

TRANSFER OF STATE K-12 GOVERNANCE	3
Department of Education and Workforce	3
Organization of the Department.....	4
General Assembly oversight.....	4
Rescission or invalidation of rule by concurrent resolution	4
Limits on interim Director and Deputy Directors.....	4
State Board of Education	5
Duties and powers.....	5
Administration.....	5
Implementation deadline	6
Background – State Board of Education	6
WORKFORCE DEVELOPMENT	6
Career opportunity informational materials	6
In-demand jobs list	7
Governor’s Executive Workforce Board	7
NONCHARTERED NONPUBLIC SCHOOLS.....	8
Minimum education standards compliance report.....	8
Hours of instruction	8
Attendance report	8

Teachers and administrators – educational requirements	9
Curriculum requirements.....	9
Grade promotion	9
Health and safety	10
Transportation, auxiliary services, and administrative cost reimbursement.....	10
HOME EDUCATION AND SCHOOL ATTENDANCE.....	10
Home education.....	10
Home educator qualification	10
Home instruction cessation	11
Administrative rules.....	11

DETAILED ANALYSIS

TRANSFER OF STATE K-12 GOVERNANCE

Department of Education and Workforce

The bill renames the Department of Education as the Department of Education and Workforce (DEW). It also creates the position of Director of Education and Workforce, who is appointed by the Governor with the advice and consent of the Senate, to oversee DEW and primary and secondary education in Ohio. To that end, the bill transfers to DEW, or where applicable the Director, most of the powers and duties assigned to the State Board of Education and the Superintendent of Public Instruction.

Examples of the powers and duties transferred include:

1. Adopting minimum education standards for elementary and secondary schools, and minimum operating standards for school districts;
2. Issuing and revoking state charters to school districts, school buildings operated by districts, and nonpublic schools that elect to seek a charter;
3. Developing state academic standards and model curricula;
4. Establishing the statewide program for assessing student achievement through standardized assessments;
5. Establishing the state report card system for school districts, community schools, STEM schools, and college-preparatory boarding schools;
6. Administering state scholarship programs;
7. Performing prescribed functions regarding the creation and operation joint vocational school districts;
8. Providing oversight to, and performing functions regarding, community schools, community school sponsors, and STEM schools; and
9. Calculating and distributing all foundation funding payments.

The State Board and the state Superintendent retain duties and broad powers regarding educator licensure, licensee disciplinary actions, school district territory transfers, and certain other areas. The bill transfers from the Department to the State Board any employees and assets necessary for the State Board to perform its retained powers and duties.¹

For more information about the role of the State Board and the state Superintendent under the bill, see “**State Board of Education**,” below.

Organization of the Department

Under the bill, DEW consists of the Division of Primary and Secondary Education and the Division of Career-Technical Education. Each division is headed by a Deputy Director appointed by the Director with the advice and consent of the Senate. However, the bill does not prescribe specific functions for either division.

Rather, except for those duties and powers retained by the State Board and state Superintendent, the bill vests responsibility for primary, secondary, special, and career-technical education in the Director. The Director may delegate duties and powers to either division as the Director determines appropriate. The Director also is responsible for adopting DEW’s administrative rules and for employing personnel to carry out the Department’s powers and duties. However, the Director does not adopt rules regarding the State Board’s and state Superintendent’s retained powers.

The bill expressly states that DEW is subject to all provisions of law pertaining to departments, offices, or institutions established for the exercise of any function of state government. It also subjects DEW to the Administrative Procedure Act.²

General Assembly oversight

Rescission or invalidation of rule by concurrent resolution

The bill permits the General Assembly, in accordance with continuing law, to adopt a concurrent resolution to rescind or invalidate any administrative rule adopted by the Director.³

Limits on interim Director and Deputy Directors

The bill expressly prohibits any individual from holding the office of, or serving on an interim basis for more than 45 days as, Director or Deputy Director without being appointed with the advice and consent of the Senate.⁴

¹ R.C. 3301.07 and 3301.13, and Section 9; conforming changes in numerous R.C. sections.

² R.C. 3301.13.

³ R.C. 3301.13(E)(2) and R.C. 106.042, not in the bill.

⁴ R.C. 3301.13(G).

State Board of Education

Duties and powers

As noted above, the State Board and the state Superintendent retain their duties and broad powers under continuing law regarding:

1. Educator licensure and licensee disciplinary actions;⁵
2. School district territory transfer determinations;⁶
3. The teacher and school counselor evaluation systems;⁷
4. The annual teacher recognition program;⁸ and
5. The Educator Standards Board (ESB).⁹

However, the bill designates the Director of Education and Workforce, or the Director's designee, as a nonvoting, ex officio member of the ESB and its subcommittees.¹⁰

The bill expressly reserves responsibility for the adoption of requirements for educator licensure and licensee disciplinary actions with the State Board, and largely excludes the Director and DEW from that process. The bill requires the State Board to adopt those requirements as rules in accordance with the Administrative Procedure Act.

Finally, the bill requires the State Board to make recommendations to the Director regarding priorities for primary and secondary education. It also requires the state Superintendent to serve as an adviser to the Director.¹¹

Administration

Under current law, the Department of Education is the organizational unit through which the state Superintendent administers the policies and statutorily prescribed powers and duties of the State Board and the state Superintendent.¹² With the transfer of control over the Department from the State Board to the Director, the bill establishes a separate administrative structure for the State Board and state Superintendent's powers and duties. That structure is similar to current law.

⁵ R.C. 3301.071, 3301.074, 3301.28(C)(6), 3302.151(B)(3), 3319.22 to 3319.317, 3319.361, and 3319.51, most of which are not in the bill.

⁶ R.C. Chapter 3311, most of which is not in the bill.

⁷ R.C. 3319.111 to 3319.113.

⁸ R.C. 3319.67, not in the bill.

⁹ R.C. 3319.60 to 3319.613.

¹⁰ R.C. 3319.60 to 3319.613.

¹¹ R.C. 3301.111(A) and (B).

¹² R.C. 3301.13, repealed.

Specifically, the bill expressly states that, in accordance with the Ohio Constitution, the state Superintendent remains an appointee of the State Board. It further states that, in accordance with continuing law, the state Superintendent remains the State Board's secretary and executive officer.

The State Board remains subject to all provisions of law regarding state departments, offices, or institutions. The State Board must employ personnel to carry out its duties and powers. Subject to the State Board's policies, rules, and regulations, the state Superintendent exercises general supervision of those employees and may appoint them, fix their salary, and terminate their employment.

Finally, the State Board may request DEW's assistance in exercising the State Board's powers and duties. To the extent the Director determines that assistance necessary and practicable, DEW must provide the requested assistance.¹³

Implementation deadline

The bill requires the Director, Department, State Board, and state Superintendent to complete any action necessary to implement the transfer of powers by June 30, 2023.¹⁴

Background – State Board of Education

The Ohio Constitution provides that there must be a State Board of Education and a Superintendent of Public Instruction appointed by the State Board. The selection and terms of members of the State Board, as well as the powers and duties of the State Board and the Superintendent, must be prescribed by law.¹⁵

Under law unaffected by the bill, the voting membership of the State Board is 19 members, 11 of whom are elected from specified electoral districts (each consisting of three state Senate districts) and 8 of whom are appointed by the Governor. The chairpersons of the Senate and House Education committees serve as nonvoting ex officio members.¹⁶

WORKFORCE DEVELOPMENT

Career opportunity informational materials

The bill requires DEW to develop and make available informational materials for seventh and eighth graders about career opportunities available to them, including in-demand jobs. The materials also must address how a career-technical education may help those students satisfy state high school graduation requirements.¹⁷

¹³ R.C. 3301.111.

¹⁴ Section 9(G).

¹⁵ Article VI, Section 4, Ohio Constitution.

¹⁶ R.C. 3301.01.

¹⁷ R.C. 3313.6020(D)(3).

In-demand jobs list

The bill requires DEW to participate in the process established under continuing law to identify and publicize in-demand jobs. Specifically, the bill:

1. Adds DEW to the entities required to develop a methodology to identify in-demand jobs and use that methodology to create an in-demand jobs list;
2. Requires DEW to post the in-demand jobs list on its website;
3. Adds DEW to the entities required to conduct a survey of employers about in-demand jobs and use the survey's results to update the in-demand jobs list; and
4. Adds DEW to the entities required to establish the OhioMeansJobs website.¹⁸

Continuing law requires the Governor's Executive Workforce Board, in connection with the Department of Job and Family Services and higher education institutions, to develop a methodology for identifying in-demand jobs. The Department of Job and Family Services and higher education institutions, in consultation with the Board, must use that methodology to create a list of in-demand jobs, which the Department must post that list on its website.¹⁹

In addition, the Governor's Office of Workforce Transformation, in conjunction with the Department of Job and Family Services, must conduct a survey of employers regarding in-demand jobs every two years and update the in-demand jobs list with the survey's results. The Office of Workforce Transformation, in collaboration with the Department of Job and Family Services and the Department of Higher Education, also must create and publish an OhioMeansJobs website that includes the in-demand jobs list.²⁰

Governor's Executive Workforce Board

The bill requires the Governor to appoint the Deputy Director of Primary and Secondary Education and the Deputy Director of Career-Technical Education to the Governor's Executive Workforce Board.²¹

The federal Workforce Innovation and Opportunity Act (WIOA) requires the Governor to establish a state workforce development board to carry out prescribed functions. WIOA prescribes specific requirements for the board's composition, but it permits the Governor to appoint state agency officials responsible for education programs to it.²²

¹⁸ R.C. 6301.11, 6301.111, and 6301.112.

¹⁹ R.C. 6301.11.

²⁰ R.C. 6301.111 and 6301.112.

²¹ R.C. 6301.04(A)(5).

²² See 29 United States Code 3111(b)(1)(C)(iii)(II)(dd), not in the bill.

NONCHARTERED NONPUBLIC SCHOOLS

As discussed above, the bill transfers the responsibility for adopting minimum education standards from the State Board of Education to the Director of Education and Workforce. However, the bill also codifies the State Board's administrative rule establishing standards for nonchartered nonpublic schools and expressly requires the Director to comply with it. Furthermore, the bill prohibits the Director from adopting any additional rules for nonchartered nonpublic schools after the bill's effective date.²³

Nonchartered nonpublic schools, which are also referred to as nonchartered nontax-supported schools, are private schools that choose not to seek a state charter because of truly held religious belief. They do not receive any state funds. Students enrolled in them though may participate in extracurricular activities offered by their resident school district and the College Credit Plus Program.²⁴

Minimum education standards compliance report

The bill requires each nonchartered nonpublic school to annually certify in a report to the parents of its students that the school meets the minimum education standards for nonchartered nonpublic schools. The school must file a copy of that report with DEW by September 30 of each year.²⁵

Hours of instruction

A nonchartered nonpublic school must be open for instruction the same number of hours as schools operated by a school district, with students in attendance for:

1. 455 hours for students in half-day kindergarten;
2. 910 hours for students in full-day kindergarten through grade 6;
3. 1,001 hours for students in grades 7-12.²⁶

Attendance report

The bill requires the parent of a student to report to the student's resident school district the student's enrollment or withdrawal from a nonchartered nonpublic school. The bill permits but does not require the nonchartered nonpublic school, as a matter of convenience, to report to the treasurer on behalf of the parents.

Each attendance report must include the name, age, and place of residence of each student below 18 years of age. The report must be made within the first two weeks of the

²³ R.C. 3301.07(D)(2), 3301.0731, and 3301.132. See also Ohio Administrative Code Rule 3301-35-08.

²⁴ R.C. 3365.03. See also R.C. 3313.5311, not in the bill.

²⁵ R.C. 3301.0731(A).

²⁶ R.C. 3301.0731(B)

beginning of each school year. When a student withdraws or enrolls during the school year, that notice must be given within the first week of the next school month.²⁷

Teachers and administrators – educational requirements

The bill requires teachers and administrators at nonchartered nonpublic schools to hold at least a bachelor's degree, or the equivalent, from a recognized college or university.²⁸

Continuing law, unchanged by the bill, requires teachers, supervisors, and administrators in nonchartered nonpublic schools to receive a certificate from the State Board. The State Board must issue a certificate to any individual who has received:

1. A bachelor's degree from an accredited college or university in the United States;
2. At the State Board's discretion, a degree from a foreign college or university that is equivalent to a bachelor's degree from an accredited U.S. college or university;
3. A diploma from a bible college or bible institute.²⁹

Curriculum requirements

Each nonchartered nonpublic school must include in its curriculum the study of:

1. Language Arts;
2. Geography, U.S. history, and national, state, and local government;
3. Mathematics;
4. Science;
5. Health;
6. Physical Education;
7. The fine arts, including music;
8. First aid, safety, and fire prevention;
9. Other subjects as determined by the school.³⁰

Grade promotion

Each chartered nonpublic school must also follow regular procedures for promotion from grade to grade for students who have met the school's educational requirements.³¹

²⁷ R.C. 3301.0731(C).

²⁸ R.C. 3301.0731(D).

²⁹ R.C. 3301.071(A)(1) and (2).

³⁰ R.C. 3301.0731(E).

³¹ R.C. 3301.0731(F).

Health and safety

The bill specifies that each nonchartered nonpublic school must comply with all applicable health, fire, and safety laws.³²

Transportation, auxiliary services, and administrative cost reimbursement

Finally, the bill clarifies that students attending nonchartered nonpublic schools are not entitled to transportation or auxiliary services, and that nonchartered nonpublic schools are not entitled to reimbursement for administrative costs.³³

HOME EDUCATION AND SCHOOL ATTENDANCE

Home education

Current law refers to students who are home schooled as receiving “home instruction.” The bill changes those references to receiving “home education.”³⁴

Home educator qualification

Current law authorizes a school district superintendent to excuse a child from attendance upon a satisfactory showing that the child is being instructed at home by a person qualified to teach. It also requires the filing of papers with the superintendent that show how the qualifications of the child’s home educator were determined.³⁵

The bill removes those requirements and the exempting authority of the school district superintendent, and instead directly exempts from school attendance students who receive home education under the supervision and direction of a parent on requisite subject areas. Under the bill, the school district superintendent is not required to receive any proof of qualification for home educators. Rather, parents annually must notify the superintendent within five days of the start of school in the district. The notice must include the parent’s name and address, the child’s name, and an assurance that the child will receive instruction in required subjects. The superintendent must send a letter of acknowledgement upon receipt of notification.

³² R.C. 3301.0731(G).

³³ R.C. 3301.0731(G).

³⁴ R.C. 3310.70, 3313.5312, 3313.5314, 3313.618, 3313.6114, 3365.01, 3365.02, 3365.03, 3365.033, 5709.07, and 5747.72.

³⁵ R.C. 3321.04(A)(2).

Finally, the bill requires students that enroll in a public school following any period of home education be placed in the appropriate grade level based on the policies of the student's resident school district.³⁶

Home instruction cessation

Current law voids a child's excused absences for home education and allows the superintendent to recall the excuse and proceed against a child or child's parents for such absences in the event of the cessation of "proper" home education.

The bill no longer explicitly subjects home educated students to that provision. Thus, the bill does not directly address whether excused absences can be voided and subject to recall if proper home education ceases. Further, the bill gives no explicit authority to the superintendent to proceed against a child or a child's parents for such school absences, nor does it specifically rescind that authority.³⁷

Administrative rules

The bill prohibits the Director and Department of Education and Workforce from adopting any additional rules regarding home education.³⁸

HISTORY

Action	Date
Introduced	02-15-23

ANHB0012IN-135/ts

³⁶ R.C. 3321.042; conforming changes in R.C. 2151.011, 3301.0712, 3310.70, 3310.70, 3313.5312, 3313.6110, 3321.03, 3321.13, 3331.02, 3331.08, 3333.31, 3333.86, 3345.06, 3365.01, 3365.02, 3365.03, 3365.033, 5103.55, 5107.281, 5709.07, and 5747.72.

³⁷ R.C. 3321.04(A)(2).

³⁸ R.C. 3301.132.