

# Higher Education & Workforce Subcommittee

Monday, January 25, 2016 1:30 p.m. – 3:30 p.m. 102 HOB

**Meeting Packet** 



# **AGENDA**

Higher Education & Workforce Subcommittee Monday, January 25, 2016 1:30 p.m. – 3:30 p.m. 102 HOB

- I. Call to Order and Roll Call
- II. Opening Remarks
- III. Consideration of the following bill:
  - HB 799 Out-of-State Fee Waivers for Active Duty Service Members by Avila
  - HB 1157 Postsecondary Education for Veterans by Raburn
  - HB 1359 Vocational Rehabilitation by Fresen
- IV. Closing Remarks and Adjournment

# **HOUSE OF REPRESENTATIVES STAFF ANALYSIS**

BILL #:

HB 799

Out-of-State Fee Waivers for Active Duty Service Members

SPONSOR(S): Avila

TIED BILLS:

IDEN./SIM. BILLS: SB 944

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Higher Education & Workforce Subcommittee		Banner	Bishop HP13
2) Education Appropriations Subcommittee			
3) Education Committee			

#### **SUMMARY ANALYSIS**

Florida law provides for several tuition and fee waivers for veterans residing in the state while enrolled in a state university, Florida College System institution, career center, or charter technical career center. Currently, there are no out-of-state fee waivers authorized for individuals residing outside of the state at the time of enrollment in a postsecondary institution.

The bill creates an out-of-state fee waiver for an active duty member of the United States Armed Forces residing or stationed outside of the state at the time of enrollment at a state university, Florida College System institution, career center, or charter technical career center.

The bill requires the Board of Governors or State Board of Education to report the number and value of all fee waivers granted and authorizes the Board of Governors and State Board of Education to adopt regulations and rules to administer this fee waiver.

Significant increases in enrollment will require additional state funding in future years since tuition covers only a portion of a student's educational costs. See FISCAL ANLAYSIS & ECONOMIC IMPACT STATEMENT.

The bill is effective July 1, 2016.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h0799.HEWS.DOCX

#### **FULL ANALYSIS**

# I. SUBSTANTIVE ANALYSIS

#### A. EFFECT OF PROPOSED CHANGES:

# **Current Situation**

The United States Department of Defense (USDOD) 2015 Strength Figures indicates a total active duty military population of 1.3 million worldwide. Florida has a large military population with more than 61,000 active duty military personnel.<sup>1</sup>

Florida law defines "tuition" as "the basic fee charged to a student for instruction provided by a public postsecondary educational institution in the state". Students who are not classified as "residents for tuition purposes" are required to pay the full cost of instruction at a public postsecondary institution. The additional charge is known as the "out-of-state fee". Institutions are authorized to provide exemptions and/or waivers<sup>5</sup> of the out-of-state fee to students who meet specified criteria.

Florida law authorizes a state university, Florida College System institution, school district career center or charter technical career center to waive tuition for recipients of a Purple Heart or other superior combat decoration. Individuals must reside in the state at the time the military action occurred and while enrolled in the institution.<sup>6</sup> Additionally, the Congressman C.W. "Bill" Young Veteran Tuition Waiver Program provides a tuition and out-of-state fee waiver for honorably discharged veterans of the United States Armed Forces, the United States Reserve Forces, or the National Guard who physically resides in the state while enrolled in the institution.<sup>7</sup> There are currently no out-of-state fees waivers authorized for individuals residing outside of the state at the time of enrollment in the institution.

# Effect of Proposed Changes

The bill creates an out-of-state fee waiver for an active duty member of the Armed Forces of the United States residing or stationed outside of the state and prohibits these individuals from being charged tuition and fees higher than those charged to resident students.

The bill requires each state university, Florida College System institution, career center, and charter technical career center to report the number and value of all fee waivers granted to the Board of Governors or State Board of Education, as appropriate.

The bill authorizes the Board of Governors and the State Board of Education to adopt regulations and rules to administer this fee waiver.

#### **B. SECTION DIRECTORY:**

Section 1:

Amends s. 1009.26, F.S., to direct state universities, Florida College System institutions, and Florida career centers to waive certain fees for active duty military; require an annual report; and authorize the adoption of rules and regulations by the Board of Governors and the State Board of Education.

Section 2:

Provides an effective date of July 1, 2016.

STORAGE NAME: h0799.HEWS.DOCX

<sup>&</sup>lt;sup>1</sup> Email correspondence with Department of Military Affairs staff. January 12, 2016. On file with Higher Education and Workforce Subcommittee.

<sup>&</sup>lt;sup>2</sup> Section 1009.01(1), F.S.

<sup>&</sup>lt;sup>3</sup> Section 1009.21(1)(g), F.S.

<sup>&</sup>lt;sup>4</sup> Section 1009.01(2), F.S.

<sup>&</sup>lt;sup>5</sup> Sections 1009.25 and 1009.26, F.S.

<sup>&</sup>lt;sup>6</sup> Section 1009.26(8), F.S.

<sup>&</sup>lt;sup>7</sup> Section 1009.26(13), F.S.

#### II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

# A. FISCAL IMPACT ON STATE GOVERNMENT:

#### 1. Revenues:

# **State University System**

The Board of Governors, based on Fall 2014 enrollment data of non-resident active duty military students, estimates an annual unrealized tuition amount for the State University System of approximately \$248,000.8

According to the Board of Governors, the fiscal impact to the State University System in calculated by using the 2014-2015 FTE enrollment data for non-resident active military students because 2015-2016 data are not yet available. Additionally, the 2015-2016 Tuition and Fee Survey is used to calculate the system average of lost revenues resulting from the exclusion of non-resident fees paid by these students.<sup>9</sup>

Of the 13.16 FTE non-resident students listed as active duty, 8.35 FTE are undergraduate students and 4.81 FTE are graduate students. The estimated fiscal impact of waiving the non-resident fee for undergraduate and graduate students is as follows:

# Undergraduate Students (8.35 FTE):

2014-2015 System Non-Resident Fee Revenue = 8.35 \* 40 credits \* \$465.59 = \$155,507

# Graduate Students (4.81 FTE):

2014-2015 System Non-Resident Fee Revenue = 4.81 \* 32 credits \* \$599.07 = \$92,257

#### Florida College System

According to the Division of Florida Colleges, the fiscal impact of the bill is indeterminate. The number of active duty servicemembers affected by the recommended changes cannot be determined with currently available data. Colleges may see a reduction of out-of-state fee revenue from currently enrolled students benefitting from the proposed changes.

For Fiscal Year 2015-2016, the weighted average in-state tuition and fees for lower level programs is \$106.74 per credit hour; the weighted average out-of-state tuition and fees is \$389.53 per credit hour, which is \$282.79 above the in-state per credit hour rate.

# 2. Expenditures:

The bill requires the Board of Governors and the State Board of Education to report the number and value of all fee waivers granted annually. The collection of these data can be included in the waiver information already collected, therefore there in an insignificant fiscal impact associated with this requirement.

# **B. FISCAL IMPACT ON LOCAL GOVERNMENTS:**

1. Revenues:

None

2. Expenditures:

<sup>9</sup> Id.

STORAGE NAME: h0799.HEWS.DOCX

<sup>&</sup>lt;sup>8</sup> State University System of Florida Board of Governor's 2016 Legislative Bill Analysis for HB 799.

# C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Specified active duty servicemembers who do not reside in Florida and would otherwise be unable to establish Florida residency would be able to pay in-state tuition rates at state universities, Florida College System institutions, career centers, and charter technical career centers. Savings are outlined below:

# In-State versus Out-of-State Tuition Per Credit/Clock Hour

	Average Tuition and Fees		Savings Per	
	In- State	Out-of- State	Credit Hour	
COLLEGES				
Associate	\$107	\$390	\$283	
Baccalaureate	\$122	\$514	\$392	
Career Certificates/Applied Technology Diploma <sup>1</sup>	\$83	\$329	\$246	
UNIVERSITIES				
Undergraduate	\$198	\$688	\$490	
Graduate <sup>2</sup>	\$437	\$1,064	\$627	
CAREER CENTERS (tuition - per clock hour)				
Career Certificates/Applied Technology Diploma <sup>1</sup>	\$2.33	\$6.99	\$4.66	

<sup>&</sup>lt;sup>1</sup> Career Centers and Charter Technical Centers offer these programs as well. These represent Florida College System institutions' conversion from clock hour to credit hour. These rates are assessed in accordance with section 1009.22, Florida Statutes.

# D. FISCAL COMMENTS:

Generally, it may be difficult for institutions to identify the number of students who will meet the criteria outlined in the bill and opt to take advantage of the expanded benefits; therefore, the full potential fiscal impact is indeterminate.

Institutions may incur losses in out-of-state fee revenues for current students who become eligible as a result of this legislation. Currently, for both the Florida colleges and state universities, state funding provides approximately 57 percent of the cost of student's education, while student tuition provides 43 percent. Significant increases in enrollment will require additional state funding. Since there is no way to determine potential enrollment increases, the fiscal impact is indeterminate.

#### III. COMMENTS

#### A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. This bill does not appear to affect county or municipal governments.

STORAGE NAME: h0799.HEWS.DOCX DATE: 1/21/2016

<sup>&</sup>lt;sup>2</sup> Graduate program tuition and fee comparisons do not include Law, Medical, Vet Medicine, Dentistry, Pharmacy, Physical Therapy, Master Public Health, or Nurse Anesthetist programs, which have higher tuition and fees.

2. Other:

None

B. RULE-MAKING AUTHORITY:

The State board of Education and Board of Governors may be required to amend any rules or regulations inconsistent with the provisions of the bill.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

# IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

Not applicable.

STORAGE NAME: h0799.HEWS.DOCX

HB 799 2016

A bill to be entitled 1 2 An act relating to out-of-state fee waivers for active 3 duty service members; amending s. 1009.26, F.S.; 4 providing that active duty members of the Armed Forces 5 of the United States residing or stationed outside of 6 this state may receive out-of-state fee waivers; 7 requiring that tuition and fees charged to such 8 students be below a specified amount; requiring an 9 annual report of all out-of-state fee waivers for such 10 individuals; providing for regulations and rules to administer such provisions; providing an effective 11 12 date. 13 14 Be It Enacted by the Legislature of the State of Florida: 15 Section 1. Subsection (14) is added to section 1009.26, 16 17 Florida Statutes, to read: 18 1009.26 Fee waivers.-19 (14)(a) A state university, Florida College System 20 institution, career center operated by a school district under 21 s. 1001.44, or charter technical career center shall waive out-22 of-state fees for a person who is an active duty member of the 23 Armed Forces of the United States residing or stationed outside 24 of this state. 25 (b) Tuition and fees charged to a student who qualifies

Page 1 of 2

for the out-of-state fee waiver under this subsection may not

CODING: Words stricken are deletions; words underlined are additions.

26

HB 799 2016

(c) Each state university, Florida College System
(c) Each state university, Fibrida College System
institution, career center operated by a school district under
s. 1001.44, and charter technical career center shall report to
the Board of Governors and the State Board of Education,
respectively, the number and value of all fee waivers granted
annually under this subsection.
(d) The Board of Governors and the State Board of

exceed the tuition and fees charged to a resident student.

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- (d) The Board of Governors and the State Board of Education shall respectively adopt regulations and rules to administer this subsection.
  - Section 2. This act shall take effect July 1, 2016.

Page 2 of 2

# **HOUSE OF REPRESENTATIVES STAFF ANALYSIS**

BILL #:

HB 1157

Postsecondary Education for Veterans

SPONSOR(S): Raburn

TIED BILLS:

IDEN./SIM. BILLS: SB 1638

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF	
1) Higher Education & Workforce Subcommittee		Banner (45)	Bishop HP5	
2) Education Appropriations Subcommittee				
3) Education Committee				

#### **SUMMARY ANALYSIS**

Florida law allows eligible members of the United State Armed Forces to earn college credit at public postsecondary institutions for college-level training and education acquired in the military. The bill expands this benefit to include honorably discharged veterans.

The bill requires the Department of Education to include the Excelsior College subject examination, Defense Activity for Non-Traditional Education Support (DANTES) subject standardized test, and Defense Language Proficiency Test (DLPT) on the list of acceleration mechanisms for which credit may be awarded.

The bill authorizes a tuition and fee waiver for any eligible recipient of a Purple Heart, or superior combat decoration, who physically resides in Florida while enrolled in a public postsecondary institution. Currently, an individual is eligible for the waiver only if he or she resided in Florida at the time of the military action that led to the combat decoration and resides in Florida while enrolled in a postsecondary institution.

The bill also requires the Department of Education to include successful completion of a United State Defense Language Institute Foreign Language Center program or passing score on the Defense Language Proficiency Test (DLPT) to the documentation an individual may provide to demonstrate mastery of subject area knowledge.

Increases in enrollment by students who qualify for a waiver of tuition and fees will require additional state funding in future years to cover a student's educational costs. See FISCAL ANLAYSIS & ECONOMIC IMPACT STATEMENT.

The bill is effective July 1, 2016.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h1157,HEWS.DOCX DATE: 1/21/2016

#### **FULL ANALYSIS**

#### I. SUBSTANTIVE ANALYSIS

#### A. EFFECT OF PROPOSED CHANGES:

**Current Situation** 

# **College Credit for Military Training**

The Board of Governors and the State Board of Education are authorized to adopt regulations and rules, respectively, to enable eligible members of the United States Armed Forces to earn academic college credit at public postsecondary education institutions for college-level training and education acquired in the military.<sup>1</sup>

Board of Governors Regulation directs each state university board of trustees to "adopt a policy and process that enables students who are or were eligible members of the United States Armed Forces to earn appropriate academic college credit for college-level training and education acquired in the military." State Board of Education Rule directs each Florida College System institution to adopt a similar policy.<sup>3</sup>

Current law also allows for a variety of articulated acceleration mechanisms in order to shorten the time necessary for a student to complete the requirements associated with the completion of a high school diploma and a postsecondary degree. The Department of Education (DOE) is required to identify and publish the minimum scores, maximum credit and course(s) for which credit is to be awarded for each College Level Examination Program (CLEP) subject examination, College Board Advanced Placement (AP) Program examination, Advanced International Certificate of Education (AICE) examination, and International Baccalaureate (IB) examination. Each state university and Florida College System institution must award credit for specific courses for which competency has been demonstrated by successful passage of one the examinations identified. The Articulation Coordinating Committee (ACC) also establishes passing scores and course and credit equivalents for the DSST (DANTES) and Excelsior College examinations. Public colleges and universities in Florida are not required to award the minimum recommended credit for DANTES and Excelsior exams as designated, but if a public institution awards credit consistent with ACC recommendations, all other public institutions must accept that credit in transfer.

# **Fee Waivers**

Florida law authorizes a state university, Florida College System institution, school district career center or charter technical career center to waive tuition for recipients of a Purple Heart or other superior combat decoration. Individuals must be enrolled as a degree or certificate seeking student, reside in the state while enrolled in the institution and have been a resident at the time the military action occurred.<sup>8</sup>

Accordingly, any veteran or active duty member who is a recipient of a Purple Heart or superior combat decoration and lives in Florida may receive this waiver. This would include any veteran or active duty

STORAGE NAME: h1157.HEWS.DOCX

<sup>&</sup>lt;sup>1</sup> Section 1004.096, F.S.

<sup>&</sup>lt;sup>2</sup> Board of Governors Regulation 6.013, Military Veterans and Active Duty

<sup>&</sup>lt;sup>3</sup> Rule 6A-14.0302, F.A.C.

<sup>&</sup>lt;sup>4</sup> Section 1007.27(1), F.S.

<sup>&</sup>lt;sup>5</sup> Section 1007.27(2), F.S.

<sup>&</sup>lt;sup>6</sup> Section 1007.27(3), F.S. Florida Department of Education, *Articulation Coordinating Committee Credit-By-Exam Equivalencies Guidelines*, available at <a href="https://www.fldoe.org/core/fileparse.php/5421/urlt/0078391-acc-cbe.pdf">www.fldoe.org/core/fileparse.php/5421/urlt/0078391-acc-cbe.pdf</a> (lasted updated December 2014).

<sup>&</sup>lt;sup>7</sup> Rule 6A-10.024(7), F.A.C. and Board of Governors Regulation 6.006.

<sup>&</sup>lt;sup>8</sup> Section 1009.26(8), F.S. and Board of Governors Regulation 7.008.

member whose home of record was Florida at the time of the military action and who has maintained Florida residency, regardless of where he or she is physically residing.

Data provided by the Board of Governors indicates that 46 Purple Heart waivers were given during the 2012-2013 academic year.<sup>9</sup>

# **Educator Certification Requirements**

In order for a person to serve as an educator in a traditional public school, charter school, virtual school, or other publicly operated school, the person must hold a certificate issued by the Florida Department of Education. Persons seeking employment at a public school as a school supervisor, school principal, teacher, library media specialist, school counselor, athletic coach, or in another instructional capacity must be certified. The purpose of certification is to require school-based personnel to "possess the credentials, knowledge, and skills necessary to allow the opportunity for a high-quality education in the public schools."

To be eligible for an educator certificate, a person must: 13

- Be at least 18 years of age;
- Sign an affidavit attesting that the applicant will uphold the U.S. and State Constitutions:
- Earn a bachelor's or higher degree from an accredited institution of higher learning<sup>14</sup> or from a nonaccredited institution identified by the department as having a quality program resulting in a bachelor's or higher degree:<sup>15</sup>
- Submit to fingerprinting and background screening and not have a criminal history that requires the applicant's disqualification from certification or employment;
- · Be of good moral character; and
- Be competent and capable of performing the duties, functions, and responsibilities of a teacher.

In addition, each applicant must submit an application and the required fee to the department. 16

An applicant seeking a professional certificate must:

- Meet the basic eligibility requirements for certification;<sup>17</sup>
- Demonstrate mastery of general knowledge;<sup>18</sup>
- Demonstrate mastery of subject area knowledge; 19 and
- Demonstrate mastery of professional preparation and education competence.<sup>20</sup>

PAGE: 3

STORAGE NAME: DATE: 1/21/2016

<sup>&</sup>lt;sup>9</sup> Board of Governors analysis

<sup>&</sup>lt;sup>10</sup> Sections 1012.55(1) and 1002.33(12)(f), F.S.

<sup>&</sup>lt;sup>11</sup> Sections 1002.33(12)(f) (charter school teachers) and 1012.55(1), F.S.

<sup>&</sup>lt;sup>12</sup> Section 1012.54, F.S.; see rule 6A-4.001(1), F.A.C.

<sup>&</sup>lt;sup>13</sup> Section 1012.56(2)(a)-(f), F.S.

<sup>&</sup>lt;sup>14</sup> Section 1012.56(2)(c), F.S.; rule 6A-4.003(1), F.A.C. (approved accrediting agencies); see also 34 C.F.R. ss. 602.1-602.50; U.S. Department of Education, Regional and National Institutional Accrediting Agencies,

http://www2.ed.gov/admins/finaid/accred/accreditation\_pg6.html#NationallyRecognized (last visited Nov. 23, 2015) (list of accrediting agencies approved by the U.S. Department of Education).

<sup>&</sup>lt;sup>15</sup> Section 1012.56(2)(c), F.S.; rule 6A-4.003(2), F.A.C. (criteria for approval of nonaccredited institutions of higher learning). For initial certification, an applicant must attain at least a 2.5 overall grade point average on a 4.0 scale in the applicant's major field of study. Section 1012.56(2)(c), F.S.

<sup>&</sup>lt;sup>16</sup> Section 1012.56(1), F.S.; see s. 1012.59, F.S. The fee for initial certification is \$75 per subject area. Rule 6A-4.0012(1)(a)1. and 2., F.A.C.

<sup>&</sup>lt;sup>17</sup> Section 1012.56(2)(a)-(f), F.S.

<sup>&</sup>lt;sup>18</sup> Section 1012.56(2)(g) and (3), F.S.; Florida Department of Education, *General Knowledge*, <a href="http://www.fldoe.org/edcert/mast\_gen.asp">http://www.fldoe.org/edcert/mast\_gen.asp</a> (last visited Nov. 23, 2015).

<sup>&</sup>lt;sup>19</sup> Section 1012.56(2)(h) and (5), F.S. **STORAGE NAME**: h1157.HEWS.DOCX

Mastery of subject area knowledge may be demonstrated by earning a qualifying bachelor's or higher degree and passing the Florida-developed subject area examination specified in state board rule<sup>21</sup> or, if a Florida subject area examination has not been developed, achieving a passing score on a standardized examination specified in state board rule. An applicant may also demonstrate mastery of subject area knowledge by providing documentation of a valid professional standard teaching certificate issued for a subject area by another U.S. state or territory, by NBPTS, or by ABCTE, if the certificate is comparable to the Florida certificate issued for the same subject area.<sup>22</sup>

# Effect of Proposed Changes

Currently, eligible members of the United State Armed Forces are able to earn college credit at public postsecondary institutions for college-level training and education acquired in the military. The bill expands this benefit to include honorably discharged veterans.

The bill requires DOE to include the Excelsior College subject examination, Defense Activity for Non-Traditional Education Support (DANTES) subject standardized test, and Defense Language Proficiency Test (DLPT) to the list of acceleration mechanisms for which college credit may be awarded. The Articulation Coordinating Committee (ACC) already identifies passing scores and course and credit equivalents for the DSST (DANTES) and Excelsior College examinations, but does not currently do so for the Defense language Proficiency Test (DLPT). The bill will require the ACC to convene faculty committees to review the DLPT examinations.

The bill authorizes a tuition and fee waiver for any eligible recipient of a Purple Heart, or superior combat decoration, who physically resides in Florida while enrolled in a public postsecondary institution. Currently, individuals are only eligible for the waiver if he or she resided in Florida at the time of the military action that led to the combat decoration as well as while enrolled in a postsecondary institution.

The bill also requires DOE to include successful completion of a United State Defense Language Institute Foreign Language Center program or passing score on the Defense Language Proficiency Test (DLPT) to the documentation an individual may provide to demonstrate mastery of subject area knowledge for purposes of meeting teacher certification requirements.

#### B. SECTION DIRECTORY:

Section 1. Amends s.1004.096, F.S., to clarify that both active duty and honorably discharged veterans are able to earn academic college credit for college-level training and education acquired in the military and add specific subject examinations to be used for the demonstration of subject area knowledge.

Section 2. Amends s. 1009.26, F.S., to modify tuition waiver eligibility requirements for Purple Heart recipients.

Section 3. Amends s. 1012.56, F.S., to provide additional means by which an individual can verify subject area mastery in order to achieve teacher certification.

**Section 4.** Provides an effective date of July 1, 2016.

<sup>22</sup> Section 1012.56(5)(e) and (f), F.S.; rule 6A-4.002(1)(i)-(j), F.A.C.

STORAGE NAME: h1157,HEWS.DOCX **DATE: 1/21/2016** 

<sup>&</sup>lt;sup>20</sup> Section 1012.56(2)(i) and (6), F.S.; Florida Department of Education, Professional Preparation and Education Competence, http://www.fldoe.org/edcert/mast\_prof.asp (last visited Nov. 23, 2015).

Section 1012.56(5)(a), F.S. The Florida Teacher Certification Examinations include 44 subject area tests. Florida Department of Education, Florida Teacher Certification Examinations, http://www.fl.nesinc.com/FL TIGS.asp (last visited Nov. 23, 2015).

# II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

# A. FISCAL IMPACT ON STATE GOVERNMENT:

#### 1. Revenues:

# **State University System**

The Board of Governors, based on 2012-2013 enrollment data of recipients of Purple Heart or other combat decoration receiving a tuition and fee waiver, estimates an annual unrealized tuition amount for the State University System of approximately \$270,000.23

According to the Board of Governors, the fiscal impact to the State University System is calculated by using the 2012-2013 FTE enrollment data for recipients of Purple Heart or other combat decoration because more current data is not available. Additionally, the 2015-2016 Tuition and Fee Survey is used to calculate the system average of lost revenues resulting from the exclusion of tuition and fees paid by these students.24

2014-2015 System Tuition and Fee Revenue = 46 \* 40 credits \* \$146.55 = \$269.652

# 2. Expenditures:

The bill may require modification of rules and regulations by the State Board of Education and Board of Governors, respectively. Additionally, the bill requires the DOE and ACC to review additional examinations proposed as articulated acceleration mechanisms. The fiscal impact of these requirements is insignificant.

# **B. FISCAL IMPACT ON LOCAL GOVERNMENTS:**

Revenues:

None.

2. Expenditures:

None.

# C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Specified recipients of the Purple Heart or other superior combat decoration who reside in Florida but may not be classified as a Florida resident would be able to qualify for a tuition and fee waiver at state universities, Florida College System institutions, career centers, and charter technical career centers. Currently, these individuals would be charged as a non-resident student, paying the out-of-state fee in addition to standard tuition and fee amounts. Savings are outlined below:

STORAGE NAME: h1157.HEWS.DOCX DATE: 1/21/2016

<sup>&</sup>lt;sup>23</sup> State University System of Florida Board of Governor's 2016 Legislative Bill Analysis for HB 1157.

	Average Tuition and Fees		
	In- State	Out-of- State	
COLLEGES		13 Mary	
Associate	\$107	\$390	
Baccalaureate	\$122	\$514	
Career Certificates/Applied Technology Diploma <sup>1</sup>	\$83	\$329	
UNIVERSITIES	The state of		
Undergraduate	\$198	\$688	
CAREER CENTERS (tuition - per clock hour)			
Career Certificates/Applied Technology Diploma <sup>1</sup>	\$2.33	\$6.99	

<sup>&</sup>lt;sup>1</sup> Career Centers and Charter Technical Centers offer these programs as well. These represent Florida College System institutions' conversion from clock hour to credit hour. These rates are assessed in accordance with section 1009.22, Florida Statutes.

# D. FISCAL COMMENTS:

Generally, it may be difficult for institutions to identify the number of students who will meet the criteria outlined in the bill and opt to take advantage of the expanded benefits; therefore, the full potential fiscal impact is indeterminate.

Institutions may incur losses in tuition and out-of-state fee revenues for current students who become eligible as a result of this legislation. Currently, for both the Florida colleges and state universities, state funding provides approximately 57 percent of the cost of student's education, while student tuition provides 43 percent. Significant increases in enrollment will require additional state funding. Since there is no way to determine potential enrollment increases, the fiscal impact is indeterminate.

#### III. COMMENTS

# A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

None.

2. Other:

None.

#### B. RULE-MAKING AUTHORITY:

The State board of Education and Board of Governors may be required to amend any rules or regulations inconsistent with the provisions of the bill.

#### C. DRAFTING ISSUES OR OTHER COMMENTS:

The bill amends section 1004.096, F.S. requiring DOE to include the Excelsior College subject examination, Defense Activity for Non-Traditional Education Support (DANTES) subject standardized

STORAGE NAME: h1157.HEWS.DOCX

test, and Defense Language Proficiency Test (DLPT) to the list of acceleration mechanisms. Section 1007.27, F.S. requires the DOE to do the same for the CLEP, AP, AICE and IB examinations. Amending language in section 1007.27, F.S., instead of section 1004.096, F.S., will result in those assessments being recognized through the same process as other national tests and would help to clarify that the legislative intent is for the DOE to "identify" courses that meet the general education requirements at the educational institutions, rather than to designate such courses.

# IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

Not applicable.

STORAGE NAME: h1157.HEWS.DOCX DATE: 1/21/2016

A bill to be entitled

An act relating to postsecondary education for veterans; amending s. 1004.096, F.S.; directing the Department of Education to award postsecondary course credit for specified examinations and tests; amending s. 1009.26, F.S.; revising the residency requirement for certain tuition waivers for recipients of specified military decorations; conforming provisions; amending s. 1012.56, F.S.; providing that specified programs and test scores meet certain educator certification requirements; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Section 1004.096, Florida Statutes, is amended to read:

1004.096 College credit for military training, and education courses, and subject examinations.—

(1) The Board of Governors shall adopt regulations and the State Board of Education shall adopt rules that enable eligible servicemembers or honorably discharged veterans members of the United States Armed Forces to earn academic college credit at public postsecondary educational institutions for college-level training and education acquired in the military. The regulations and rules shall include procedures for credential evaluation and

Page 1 of 4

the award of academic college credit, including, but not limited to, equivalency and alignment of military coursework with appropriate college courses, course descriptions, type and amount of college credit that may be awarded, and transfer of credit.

- (2) The department shall annually identify and publish the minimum scores, maximum credit, and course or courses for which credit is to be awarded for each Excelsior College subject examination, Defense Activity for Non-Traditional Education Support (DANTES) subject standardized test, and Defense Language Proficiency Test (DLPT). The department shall identify such courses in the general education core curriculum of each state university and Florida College System institution.
- Section 2. Paragraphs (b) and (c) of subsection (8) of section 1009.26, Florida Statutes, are amended to read:
  - 1009.26 Fee waivers.—

- (8) A state university, a Florida College System institution, a career center operated by a school district under s. 1001.44, or a charter technical career center shall waive tuition for undergraduate college credit programs and career certificate programs for each recipient of a Purple Heart or another combat decoration superior in precedence who:
- (b) Physically Is currently, and was at the time of the military action that resulted in the awarding of the Purple Heart or other combat decoration superior in precedence, a resident of resides in this state while enrolled in the

Page 2 of 4

university, institution, or center; and

System institution, or the career center operated by a school district under s. 1001.44, or the charter technical career center the DD-214 form issued at the time of separation from service as documentation that the student has received a Purple Heart or another combat decoration superior in precedence. If the DD-214 is not available, other documentation may be acceptable if recognized by the United States Department of Defense or the United States Department of Veterans Affairs as documenting the award.

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Such a waiver for a Purple Heart recipient or recipient of another combat decoration superior in precedence shall be applicable for 110 percent of the number of required credit hours of the degree or certificate program for which the student is enrolled.

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Section 3. Paragraphs (e) and (f) of subsection (5) of section 1012.56, Florida Statutes, are amended and paragraphs (g) and (h) are added to that subsection, to read:

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1012.56 Educator certification requirements.-

74 75 (5) MASTERY OF SUBJECT AREA KNOWLEDGE.—Acceptable means of demonstrating mastery of subject area knowledge are:

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(e) Documentation of a valid professional standard teaching certificate issued by another state; or

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(f) Documentation of a valid certificate issued by the

Page 3 of 4

National Board for Professional Teaching Standards or a national educator credentialing board approved by the State Board of Education;

- (g) Documentation of successful completion of a United States Defense Language Institute Foreign Language Center program; or
- (h) Documentation of a passing score on the Defense Language Proficiency Test (DLPT).

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91 92 School districts are encouraged to provide mechanisms for middle grades teachers holding only a K-6 teaching certificate to obtain a subject area coverage for middle grades through postsecondary coursework or district add-on certification.

Section 4. This act shall take effect July 1, 2016.

Page 4 of 4



Amendment No. 1

COMMITTEE/SUBCOMMI	TTEE ACTION
ADOPTED	(Y/N)
ADOPTED AS AMENDED	(Y/N)
ADOPTED W/O OBJECTION	(Y/N)
FAILED TO ADOPT	(Y/N)
WITHDRAWN	(Y/N)
OTHER	-

Committee/Subcommittee hearing bill: Higher Education & Workforce Subcommittee

Representative Raburn offered the following:

Amendment (with title amendment)

Remove lines 16-39 and insert:

Section 1. Section 1004.096, Florida Statutes, is amended to read:

1004.096 College credit for military training and education courses.—The Board of Governors shall adopt regulations and the State Board of Education shall adopt rules that enable eligible servicemembers or honorably discharged veterans members of the United States Armed Forces to earn academic college credit at public postsecondary educational institutions for college-level training and education acquired in the military. The regulations and rules shall include procedures for credential evaluation and the award of academic

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Amendment No. 1

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college credit, including, but not limited to, equivalency and alignment of military coursework with appropriate college courses, course descriptions, type and amount of college credit that may be awarded, and transfer of credit.

Section 2. Subsection (2) of section 1007.27, Florida Statutes, is amended to read:

1007.27 Articulated acceleration mechanisms.

The Department of Education shall annually identify and publish the minimum scores, maximum credit, and course or courses for which credit is to be awarded for each College Level Examination Program (CLEP) subject examination, College Board Advanced Placement Program examination, Advanced International Certificate of Education examination, and International Baccalaureate examination, Excelsior College subject examination, Defense Activity for Non-Traditional Education Support (DANTES) subject standardized test, and Defense Language Proficiency Test (DLPT). The department shall use student performance data in subsequent postsecondary courses to determine the appropriate examination scores and courses for which credit is to be granted. Minimum scores may vary by subject area based on available performance data. In addition, the department shall identify such courses in the general education core curriculum of each state university and Florida College System institution.

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Amendment No. 1

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Remo	ve lines	3-5	and	inser	t:		
/eterans;	amendino	ıs.	1004	1.096,	F.S.;	specifying	individuals

TITLE AMENDMENT

Veterans; amending s. 1004.096, F.S.; specifying individuals who are eligible for college credit for college-level military training and education; amending s. 1007.27, F.S.; expanding the examinations for which the Department of Education is required to establish college credit equivalencies; amending

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Amendment No. 2

	COMMITTEE/SUBCOMMITTEE ACTION
	ADOPTED (Y/N)
	ADOPTED AS AMENDED (Y/N)
	ADOPTED W/O OBJECTION (Y/N)
	FAILED TO ADOPT (Y/N)
	WITHDRAWN (Y/N)
	OTHER
1	Committee/Subcommittee hearing bill: Higher Education &
2	Workforce Subcommittee
3	Representative Raburn offered the following:
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5	Amendment
6	Remove lines 49-53 and insert:
7	(b) Is currently, <u>or</u> <del>and</del> was at the time of the military
8	action that resulted in the awarding of the Purple Heart or
9	other combat decoration superior in precedence, a resident of
10	this state; and
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# HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #:

HB 1359

Vocational Rehabilitation

SPONSOR(S): Fresen TIED BILLS:

IDEN./SIM. BILLS: SB 962

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Higher Education & Workforce Subcommittee		Banner	Bishop H
2) Education Appropriations Subcommittee			
3) Education Committee			

# **SUMMARY ANALYSIS**

The 2015-2016 General Appropriations Act (GAA) includes proviso language requiring the Division of Vocational Rehabilitation to report significant measurable quarterly progress on specific performance indicators related to the vocational rehabilitation (VR) program. This requirement will expire on July 1, 2016.

The bill requires the division to develop and implement a performance improvement plan by October 1, 2016 aimed at achieving specified performance goals.

The bill also codifies in law existing reporting requirements enacted in the 2015-2016 GAA. The performance metrics are modified to align with new federal requirements outlined in the Workforce Innovation and Opportunity Act of 2014.

The bill does not appear to have a fiscal impact on state or local government.

The bill has an effective date of July 1, 2016.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h1359.HEWS.DOCX

#### **FULL ANALYSIS**

#### I. SUBSTANTIVE ANALYSIS

# A. EFFECT OF PROPOSED CHANGES:

#### **Present Situation**

Vocational Rehabilitation (VR) is a federal-state program that assists individuals with disabilities prepare for, gain, or retain employment in meaningful careers. The United States Department of Education's Rehabilitation Services Administration (RSA) oversees and administers the program and provides funds to state agencies for these services. In Florida, the Division of Vocational Rehabilitation within the Department of Education is designated as the administrative unit responsible for ensuring compliance with federal and state laws.

The Rehabilitation Act of 1973, as amended, provides that the purpose of VR services is to:

- Empower individuals with disabilities to maximize employment, economic self-sufficiency, independence, and inclusion and integration into society; and
- Ensure that the federal government plays a leadership role in promoting the employment of individuals with disabilities and in assisting states and providers of services fulfill gainful employment and independent living aspirations of individuals with disabilities.<sup>4</sup>

The RSA oversees grant programs that help individuals with disabilities obtain employment and live more independently through the provision of such supports as counseling, medical and psychological services, job training and other individualized services. The RSA's major Title I formula grant program provides funds to state vocational rehabilitation agencies to provide employment-related services for individuals with disabilities.<sup>5</sup>

The Workforce Innovation and Opportunity Act of 2014 (WIOA), enacted on July 22, 2014,<sup>6</sup> aims to increase opportunities for individuals facing barriers to employment and increases the focus on the connection between education and career preparation. Beginning in March 2016, WIOA requires states to submit a unified plan to the U.S. Departments of Education and Labor outlining performance measures and benchmarks. Florida's unified plan will include the Department of Education's Divisions of Career and Adult Education, Vocational Rehabilitation and Blind Services, as well as CareerSource Florida. WIOA also requires state VR agencies to set aside a portion of federal funds for services related to youth beginning at age 15.<sup>7</sup>

Florida law defines a person with a disability as one that "has a physical or mental impairment that constitutes or results in substantial impediment to employment." Such a person is eligible for VR services if they require assistance in preparing for, engaging in, or retaining gainful employment. If an individual is deemed eligible for services by the division, then the division must:

• Complete an assessment for determining the eligibility and vocational rehabilitation needs, and

<sup>&</sup>lt;sup>1</sup> Division of Vocational Rehabilitation, Florida Department of Education, *Frequently Asked Questions*, <a href="http://www.rehabworks.org/faq.shtml">http://www.rehabworks.org/faq.shtml</a> (last visited January 20, 2016).

<sup>&</sup>lt;sup>2</sup> Section 413.202, F.S.

<sup>&</sup>lt;sup>3</sup> Office of Program Policy Analysis and Government Accountability, Presentation to the Florida Senate Appropriations Subcommittee on Education (Oct. 7, 2015), *available at* http://www.oppaga.state.fl.us/Presentations.aspx.

<sup>&</sup>lt;sup>4</sup> 29 U.S.C. s. 701(b); see also Pub. L. No. 93-112, 87 Stat. 355 (Sep. 26, 1973).

<sup>&</sup>lt;sup>5</sup> U.S. Department of Education, *Welcome to RSA*, <a href="http://www2.ed.gov/about/offices/list/osers/rsa/index.html">http://www2.ed.gov/about/offices/list/osers/rsa/index.html</a> (last visited January 19, 2016).

<sup>&</sup>lt;sup>6</sup> Pub. L. No. 113-128, 128 Stat. 1425 (July 22, 2014).

<sup>&</sup>lt;sup>7</sup> Office of Program Policy Analysis and Government Accountability, Presentation to the Florida Senate Appropriations Subcommittee on Education (Oct. 7, 2015), *available at* <a href="http://www.oppaga.state.fl.us/Presentations.aspx.">http://www.oppaga.state.fl.us/Presentations.aspx.</a>

<sup>&</sup>lt;sup>8</sup> Section 413.20(7), F.S.

<sup>&</sup>lt;sup>9</sup> Section 413.30(1), F.S.

Ensure that an individualized plan for employment (IPE)<sup>10</sup> is prepared, which must be jointly developed and signed by VR counselor or coordinator and the eligible individual, or in an appropriate case, a parent, family member, guardian, advocate, or authorized representative of the individual.<sup>11</sup> Each IPE must be reviewed annually and revised, as needed.<sup>12</sup>

Based on the individual's needs, services may include things such as vocational evaluation and planning, career counseling and guidance, job-site assessment and accommodations, job placement and coaching, and on-the-job training.<sup>13</sup>

In the event that sufficient resources are not available to serve all eligible individuals, federal law requires that individuals be served based on their level of disability through an Order of Selection (OOS) process.<sup>14</sup> The OOS categories include:

- Category 1 is comprised of individuals with the most significant disabilities;
- · Category 2 is comprised of individuals with significant disabilities; and
- Category 3 is comprised of individuals with disabilities.

The Rehabilitation Act of 1973 requires the RSA to develop evaluation standards and performance indicators, as well as establish minimum levels of performance for each. These measures include, but are not limited to:

- Change in employment outcomes;
- · Closed cases with employment;
- · Closed cases with competitive employment;
- Individuals with significant disabilities who are employed;
- · Comparison of earnings to all employed individuals; and
- Use of income to self-support.<sup>17</sup>

Each state VR agency is required to report on these data to the RSA annually. Those states that fail to meet the minimum levels of performance are required to develop a Program Improvement Plan (PIP) outlining specific actions to improve program performance.<sup>18</sup>

The 2015-2016 General Appropriations Act (GAA), which will expire on July 1, 2016, includes quarterly reporting requirements on the following measures:

- Average wait list time:
- Number of active cases (persons currently receiving services);
- Number and percentage of customers receiving postsecondary education;
- Number and percentage of customers receiving Career and Professional Education (CAPE) industry certifications;
- Number and percentage of customers gainfully employed;
- Average earnings of customers at placement; and

STORAGE NAME: h1359.HEWS.DOCX

<sup>&</sup>lt;sup>10</sup> Section 413.20(3), F.S.

<sup>&</sup>lt;sup>11</sup> Section 413.30(5)(a), F.S.; Rule 6A-25.007, F.A.C.

<sup>&</sup>lt;sup>12</sup> Section 413.30(5)(c), F.S.

<sup>&</sup>lt;sup>13</sup> Division of Vocational Rehabilitation, Florida Department of Education, *Frequently Asked Questions*, http://www.rehabworks.org/faq.shtml (last visited January 20, 2016).

<sup>&</sup>lt;sup>14</sup> U.S. Department of Education, RSA – Frequently Asked Questions About RSA,

http://www2.ed.gov/about/offices/list/osers/rsa/faq.html#services (last visited Jan. 20, 2016).

<sup>&</sup>lt;sup>15</sup> Office of Program Policy Analysis and Government Accountability, Presentation to the Florida Senate Appropriations Subcommittee on Education (Oct. 7, 2015), available at <a href="http://www.oppaga.state.fl.us/Presentations.aspx">http://www.oppaga.state.fl.us/Presentations.aspx</a>.

<sup>&</sup>lt;sup>16</sup> U.S. Department of Education, Evaluation Standards and Performance Indicators for the Vocational Rehabilitation Services Program, http://www2.ed.gov/rschstat/eval/rehab/standards.html (last visited Jan. 20, 2016).

<sup>&</sup>lt;sup>17</sup> Office of Program Policy Analysis and Government Accountability, Presentation to the Florida Senate Appropriations Subcommittee on Education (Oct. 7, 2015), *available at* <a href="http://www.oppaga.state.fl.us/Presentations.aspx">http://www.oppaga.state.fl.us/Presentations.aspx</a>.

<sup>&</sup>lt;sup>18</sup> U.S. Department of Education, Evaluation Standards and Performance Indicators for the Vocational Rehabilitation Services Program, <a href="http://www2.ed.gov/rschstat/eval/rehab/standards.html">http://www2.ed.gov/rschstat/eval/rehab/standards.html</a> (last visited Jan. 20, 2016).

Number of students receiving preemployment transition services.<sup>19</sup>
 Effect of Proposed Changes

The bill requires the Division of Vocational Rehabilitation to develop and implement, by October 1, 2016, a performance improvement plan (PIP) based on the measureable quarterly progress indicators outlined in the 2015-2016 GAA. The PIP must address plans to achieve the following goals:

- Decreasing the average wait list time for serving clients.
- Increasing the percentage of participants who:
  - Are in unsubsidized employment during the second and fourth quarters after exit from the program;
  - Obtain a recognized postsecondary credential or a secondary school diploma (or its equivalent) within 1 year of exiting the program;
  - o Enroll in education or training programs that lead to a recognized postsecondary credential or employment while in the program.
- Increasing the number of individuals earning CAPE industry certifications and CAPE postsecondary industry certifications and receiving pre-employment transition services.
- Increasing the median earnings of those in unsubsidized employment during the second quarter after exiting the program.
- Increasing the percentage of youth receiving pre-employment transition services without applying for additional VR services and who obtained an educational credential within 1 year of exiting the program.
- Increasing the division's effectiveness in serving employers, as indicated in the WIOA.

The bill also requires the division to submit, by December 1 of each year, a performance report to the Governor, the President of the Senate and the Speaker of the House of Representatives that includes:

- Caseload data, including the number of individuals who apply for and receive services, by service type;
- Service use data, by service type, including the number of units provided;
- Financial data, including expenditures for administration and the provision of services; and
- Outcome data, including the number of cases closed with and without employment.

The performance report must include information for the five most recent fiscal years, reported statewide and by service area.

# **B. SECTION DIRECTORY:**

**Section 1**. Amends s. 413.207, F.S., codifying 2015-2016 General Appropriations Act language in law requiring the development of a performance improvement plan for the Division of Vocational Rehabilitation within the Department of Education.

Section 2. Provides an effective date of July 1, 2016

# II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

# A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

Expenditures:

None.

<sup>&</sup>lt;sup>19</sup> Specific Appropriation 35, s. 2, ch. 2015-232, L.O.F. **STORAGE NAME**: h1359.HEWS.DOCX

В.	FIS	SCAL IMPACT ON LOCAL GOVERNMENTS:
	1.	Revenues: None.
	2.	Expenditures: None.
C.		RECT ECONOMIC IMPACT ON PRIVATE SECTOR: ne.
D.		SCAL COMMENTS:
		III. COMMENTS
Α.	CC	DNSTITUTIONAL ISSUES:
		Applicability of Municipality/County Mandates Provision:  Not applicable. This bill does not appear to affect county or municipal governments.
		Other: None.
B.		ILE-MAKING AUTHORITY: one.
C.		RAFTING ISSUES OR OTHER COMMENTS:
		IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

Not applicable.

STORAGE NAME: h1359.HEWS.DOCX DATE: 1/21/2016

2016 HB 1359

1 A bill to be entitled

> An act relating to vocational rehabilitation; amending s. 413.207, F.S.; requiring the Division of Vocational Rehabilitation to initiate, by a specified date, a performance improvement plan designed to achieve specified goals; requiring the division to submit a performance report annually, by a specified date, to the Governor and the Legislature which includes specified information; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Section 413.207, Florida Statutes, is amended to read:

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413.207 Division of Vocational Rehabilitation; quality assurance; performance improvement plan.-

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The Division of Vocational Rehabilitation shall maintain an internal system of quality assurance, have proven functional systems, perform due diligence, review provider systems of quality assurance, and be subject to monitoring for compliance with state and federal laws, rules, and regulations.

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No later than October 1, 2016, the division shall develop and implement a performance improvement plan designed to achieve the following goals:

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Decrease the average wait list time for reportable individuals.

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Page 1 of 4

HB 1359 2016

(b) Increase the percentage of participants who are in unsubsidized employment during the second quarter after they exit from the program.

- (c) Increase the percentage of participants who are in unsubsidized employment during the fourth quarter after they exit from the program.
- (d) Increase the number of persons earning CAPE industry certifications and CAPE postsecondary industry certifications approved pursuant to s. 1008.44.
- (e) Increase the median earnings of participants who are in unsubsidized employment during the second quarter after they exit from the program.
- (f) Increase the percentage of participants who obtained a recognized postsecondary credential or a secondary school diploma or its recognized equivalent during participation in, or within 1 year after their exit from, the program.
- go Increase the percentage of youth who received preemployment transition services without applying for additional vocational rehabilitation services and who obtained a recognized postsecondary credential or a secondary school diploma or its recognized equivalent during participation in, or within 1 year after their exit from, the program.
- (h) Increase the percentage of participants who, during a program year, are in an education or training program that leads to a recognized postsecondary credential or to employment and who are achieving a measurable gain of skill, including

Page 2 of 4

HB 1359 2016

documented academic, technical, occupational gains or other forms of progress toward a postsecondary credential or employment.

(i) Increase the number of students receiving preemployment transition services.

- (j) Increase the division's effectiveness in serving employers, based on indicators developed as required by section 116(b)(2)(A)(iv) of the federal Workforce Innovation and Opportunity Act.
- (3) The goals established under subsection (2) must be designed to elevate the state vocational rehabilitation program to one of the top 10 in the nation.
- (4) By December 1 of each year, the division shall submit a performance report to the Governor, the President of the Senate, and the Speaker of the House of Representatives which includes the following information for each of the 5 most recent fiscal years:
- (a) Caseload data, including the number of individuals who apply for services and who receive services, by service type, reported statewide and by service area.
- (b) Service use data, by service type, including the number of units of service provided, statewide and by service area.
- (c) Financial data, by service type, including expenditures for administration and the provision of services. Expenditure data shall be reported on a statewide basis and by

Page 3 of 4

HB 1359 2016

service area, and expenditures for education-related services must be identified in specific categories such as tuition and fees, program fees, and support services.

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(d) Outcome data, statewide and by service area, including the number of cases closed without employment and the number of cases closed with employment. Employment data must be provided separately for supported employment.

Section 2. This act shall take effect July 1, 2016.