

SENATE BILL REPORT

EHB 2164

As Reported by Senate Committee On:
Higher Education & Workforce Development, February 21, 2024

Title: An act relating to postsecondary education consumer protections.

Brief Description: Providing postsecondary education consumer protections.

Sponsors: Representatives Pollet, Slatter, Leavitt, Reed and Reeves.

Brief History: Passed House: 2/8/24, 97-0.

Committee Activity: Higher Education & Workforce Development: 2/14/24, 2/21/24
[DPA-WM].

Brief Summary of Amended Bill

- Creates new limitations related to student protections on interstate agreements between institutions of higher education.
- Specifies that the Washington Student Achievement Council (Council) is responsible for maintaining and developing reciprocity agreements with other state or multistate entities.
- Provides that financial disclosures provided to the Council by certain institutions are exempt from public disclosure only to the extent that such records are exempt by the federal government and not relied on as part of certain determinations related to specified matters.
- Prohibits requirements for surety bonds from being reduced based on whether an institution is headquartered in Washington and requires authorization agreements to provide for at least the same amount and security for surety applicable to Washington institutions.
- Expands the types of complaints that may be filed with the Council to include loss or injury due to institutional misrepresentation of educational programs, accreditation, job statistics, or measurements of student debts and earnings.

This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not part of the legislation nor does it constitute a statement of legislative intent.

- Prohibits the Council from delegating or deferring investigation and resolution of complaints filed by Washington students to another state.
- Removes language providing that participation in interstate reciprocity agreements does not delegate authority for compliance with minimum standards or authority to respond to student complaints.

SENATE COMMITTEE ON HIGHER EDUCATION & WORKFORCE DEVELOPMENT

Majority Report: Do pass as amended and be referred to Committee on Ways & Means.

Signed by Senators Nobles, Chair; Hansen, Vice Chair; Holy, Ranking Member; Hawkins and Randall.

Staff: Benjamin Omdal (786-7442)

Background: State Authorization Reciprocity Agreements. Distance education programs use technology to deliver instructions to students who are separated from their instructor. State Authorization Reciprocity Agreements (SARAs) were established in 2013 by the United States Department of Education (Department) and institutions to streamline regulations around distance education programs. SARAs are agreements among member states, districts, and territories to offer distance education courses and programs. SARAs are overseen by the National Council for State Authorization Reciprocity Agreements (NC-SARA) and four regional education compacts.

The NC-SARA is composed of states, regional state compacts, representatives of accrediting agencies, and other stakeholders, including institutions. Washington is part of the Western Interstate Commission for Higher Education region.

Members of SARA are states, not institutions or students. Any degree-granting institution based in the United States that holds proper authorization and accreditation is eligible to apply to its home state to participate in SARA if the home state is a SARA member. Each state has a State Portal Entity that is the lead agency in a state and is responsible for processing SARA applications from institutions within the state. The Washington Student Achievement Council (Council) is the State Portal Entity for Washington.

Minimum Standards for Institutions in Washington. The Council is required to adopt minimum standards for degree-granting institutions operating in Washington. The rules must address granting of degrees, quality of education, unfair business practices, financial stability, and other necessary measures to protect Washington citizens against substandard, fraudulent, and deceptive practices. Institutions operating in Washington must be accredited, have applied for accreditation, or have been granted a waiver or exemption by the Council. The Council may not delegate its authority to oversee and enforce compliance

with minimum standards to any other state regardless of whether the institution is authorized by another state.

The Council may conduct investigations, issue subpoenas, take evidence, and take other steps, including conducting site inspections, as part of its duties to protect Washington citizens. The Council is authorized to negotiate and enter into interstate reciprocity agreements, including SARAs, with other state or multistate entities. The Council may enter into agreements with degree-granting institutions based in Washington that are otherwise exempt from adhering to the minimum standards for degree granting institutions set by the Council, for the purposes of ensuring consistent consumer protection in interstate distance delivery of higher education. Participating in an interstate reciprocity agreement does not delegate authority for compliance with minimum standards or authority to respond to student complaints.

Surety Bonds. The Council may require any degree-granting institution in Washington to have an approved surety bond, or other security in lieu of a bond, on file with the Council. In lieu of a bond, an institution may deposit a cash deposit or other negotiable security with the Council as determined by the Council. If a complaint is filed against an institution, the Council may file a claim against the surety and settle claims against the surety. If the surety refuses to pay the demand, the Council may bring an action on the bond on behalf of claimants. If an action is commenced on the bond, the Council may require a new bond to be filed. Obligations and remedies relating to surety bonds also apply to securities filed in lieu of bonds.

Complaints. A person claiming loss of tuition or fees as a result of unfair business practices may file a complaint with the Council. The complaint must provide the alleged violation and contain all required information. An authorized staff member of the Council or the Attorney General may also bring a claim. The Council must investigate all complaints and may attempt to bring about a settlement and hold a hearing. If the Council determines that an institution is engaged in any unfair business practice, the Council must serve an order to the institution that demands the institution stop the unfair business practices. The Council may also impose penalties and order full or partial restitution for any loss suffered by the complainant due to the unfair business practices.

Federal Regulations Regarding State Authorization Reciprocity Agreements. In early January 2024 the Department released an Issue Paper regarding complaint systems and governance in SARAs. In the Issue Paper, the Department stated concerns that existing state authorization regulations allowing states to exempt certain institutions from state approval and licensure requirements do not ensure sufficient state oversight of the institutions. The Department also stated concerns that states may have limited complaint processes that rely on other entities without adequate monitoring by the applicable state, including some states deferring all or nearly all of their oversight responsibilities to other states. In the Issue Paper, the Department proposes the following regulation changes:

- reciprocity agreements must require institutions to have a system to report complaints

- to the state in which the student resides; and
- entities that oversee a SARA must only include representation from state employees and members of the public.

Public Records Act. The Public Records Act (PRA) requires state and local agencies to make their written records available to the public for inspection and copying upon request unless the information fits into a specific exemption in the PRA or as otherwise provided in law. Financial disclosures provided to the Council by degree-granting private vocational schools are not subject to public disclosure under the PRA.

Summary of Amended Bill: The Council is responsible for maintaining and developing reciprocity agreements with other state or multistate entities, rather than having the ability to negotiate and enter into these agreements.

An exemption from accreditation granted by the Council may not suspend, supersede, or reduce student consumer protections or the authority of the Council to investigate and enforce standards for operation.

Interstate agreements negotiated by the Council:

- may not suspend, supersede, or reduce student consumer protections or the authority of the Council to investigate and enforce standards for operation;
- must maintain the authority and capabilities of the Council to investigate complaints of Washington students for distance, online, or other degree programs;
- must not reduce surety bond requirements for institutions adopted by the Council; and
- must ensure disclosure of any investigation, suspension, or provisional status relating to either financial instability, eligibility for participation in federal or state financial aid programs, or accreditation requirements to the Council, students of the institution, or prospective students.

Financial disclosures are exempt under the PRA to the extent that they are exempt from disclosure by the federal government and are not relied on as part of federal or state determinations relating to:

- eligibility of students enrolled in the institution to receive federal or state financial aid;
- the level of surety or bond required to be maintained by the institution; or
- resolving any investigation relating to the ability of the institution to offer educational programs authorized by the Council or Workforce Training and Education Coordinating Board.

Requirements for surety bonds established by the Council may not be reduced based on whether an institution is headquartered or incorporated outside of Washington. Authorization agreements with other states must provide for at least the amount and security for surety applicable to an institution in Washington.

Complaints may also be filed with the Council for loss or injury due to misrepresentation of educational programs, accreditation, support for or statistics relating to job placement, or measurements of student debts and earnings.

Institutions that offer online distance learning and all private, not-for-profit institutions with physical campuses in Washington must prominently disclose students' rights under state law and how students may contact the Council on all websites, electronic enrollment and registration applications, and promotional materials.

If a Washington resident student enrolled at an out-of-state institution that is authorized by Washington files a complaint, the Council may not delegate or agree to defer investigation or resolution of that complaint to the out-of-state institution or the state.

Language providing that participating in an interstate reciprocity agreement does not delegate authority for compliance with minimum standards or authority to respond to student complaints is removed.

The Council may use its authority to waive state requirements for institutions participating in interstate reciprocity agreements for online or distance education if:

- such waivers are consistent with federal regulations and requirements for state authorization, including preserving Washington's authorization to administer federal financial aid programs; and
- the Council finds that the institutions' authorizations are consistent with the Council's policies for protection of Washington resident student consumers.

EFFECT OF HIGHER EDUCATION & WORKFORCE DEVELOPMENT COMMITTEE AMENDMENT(S):

- Removes the ability of the Student Achievement Council to enter into interstate reciprocity agreements with other state or multistate entities.
- Specifies that the Student Achievement Council is responsible for maintaining and developing reciprocity agreements with other state or multistate entities.

Appropriation: None.

Fiscal Note: Available.

Creates Committee/Commission/Task Force that includes Legislative members: No.

Effective Date: Ninety days after adjournment of session in which bill is passed.

Staff Summary of Public Testimony on Engrossed House Bill: *The committee recommended a different version of the bill than what was heard.* PRO: Washington State has some of the strongest, if not the strongest consumer protections for students. The bill is

the result of three to four years of work to try to reform interstate reciprocity agreements for online and distance education. Current reciprocity rules do not allow for the Council to investigate some student complaints even if the student is based in Washington. The bill aligns with federal rules in order to ensure the receipt of federal financial aid. The current makeup of the NC-SARA allows some institutions to avoid student consumer protections.

OTHER: Concerns exist over the ability of local institutions to have effective reciprocity agreements that allow students from other states to attend Washington universities. Independent colleges want to make sure that state authorization reciprocity remains as a viable option and that there are not any negative effects from this legislation.

Persons Testifying: PRO: Representative Gerry Pollet, Prime Sponsor.

OTHER: Melissa Beard, Council of Presidents; Terri Standish-Kuon, Ph.D., Independent Colleges of Washington.

Persons Signed In To Testify But Not Testifying: No one.