

# VETERANS' LICENSING AND CERTIFICATION DEMONSTRATION

A Summary of State Experiences,  
Preliminary Findings, and Cost Estimates

*FINAL REPORT*  
*September 2015*

**VETERANS' LICENSING AND CERTIFICATION  
DEMONSTRATION: A Summary of State  
Experiences, Preliminary Findings, and Cost  
Estimates**

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## Executive Summary

Military servicemembers on active duty are the beneficiaries of extensive training that prepares them to perform in a range of occupational specialties. Some of those occupational specialties have direct or proximate equivalents in the civilian workforce, but transitioning servicemembers might lack the relevant civilian occupational credentials required under federal or state law or by an employer to secure employment. Thus, despite their relevant skills and experience, veterans can encounter lengthy processes and requirements to obtain the credentials needed to enter civilian employment. Those processes and requirements can impose additional time and financial costs on veterans and taxpayers, who pay both for the initial military training and for re-training outside of the military, primarily through veterans' federal education benefits.

In response, the federal government has undertaken several initiatives to streamline credentialing and licensing for veterans. Those initiatives include efforts to provide civilian credentials and identify equivalencies between military and civilian occupations. However, ultimate authority for regulating entry into most professions lies with state governments. The nation's governors recognize that authority and have made assisting veterans in transitioning from military service to civilian life and employment a priority. As thousands of men and women return from deployments at home and abroad, states have launched and expanded programs to help veterans transition to civilian life. Thirty-nine states issued executive orders or passed legislation to assist veterans in transferring skills gained in military service to civilian employment between 2013 and 2015 (See Appendix I and II). In addition, for Commercial Driver's Licenses (CDLs), all 50 states have implemented the Military Skills Test Waiver according to the specific administrative procedures applicable within each state.<sup>1</sup>

To help accelerate such efforts, section 237 of Veterans' Opportunity to Work to Hire Heroes Act of 2011 (the VOW Act) amended section 4114 title 38 of the United States Code. That legislation authorized a demonstration project to engage governors in streamlining veterans' credentialing and licensing. The ultimate goal of section 237 is to identify the most efficient process for moving veterans into civilian employment in an industry with high growth or high worker demand.<sup>2</sup> The VOW Act directed the U.S. Department of Labor (DOL), through the demonstration project, to identify state-level professional requirements that are met through military training and strategies to remove barriers to relevant credentials and licenses. The VOW Act also directed DOL to complete a cost study to inform Congress about the potential federal cost savings of removing barriers at the state level.

DOL contracted with the National Governors Association Center for Best Practices (NGA Center) to carry out an 18-month demonstration project. In partnership with DOL, the NGA Center developed a competitive process to select six states to participate in the 18-month demonstration: Illinois, Iowa, Minnesota, Nevada, Virginia, and Wisconsin.<sup>3</sup> Each demonstration state selected up to three high-demand occupations to focus their licensing and credentialing strategies that corresponded with one of the three pre-selected military occupational specialties: Medic (Army 68W, Navy Hospital Corpsman, Air Force 4N0X1), Police (Army 31B, Navy Master-At-Arms, Air Force 3P0X1, Marine Corps 5811), and Truck Driver (Army 88M, Marine Corps 3531) (see Exhibit 1).

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<sup>1</sup> [Military Skills Test Waiver](#); U.S. Department of Transportation

<sup>2</sup> 38 U.S.C. section 4114 (a), as amended by the Veterans' Opportunity to Work to Hire Heroes Act of 2011 (VOW Act), Section 237; [Public Law 110-181](#); [H.R. 674, 112<sup>th</sup> Congress](#).

<sup>3</sup> Participating states hereinafter are referred to as "demonstration states."

<b>Exhibit 1: Selected States and Occupations</b>						
	<b>Bus/Truck Driver</b>	<b>Police Patrol Officer</b>	<b>Emergency Medical Technician/ Paramedic</b>	<b>Licensed Practical Nurse</b>	<b>Registered Nurse</b>	<b>Physical Therapy Assistant</b>
Illinois		✓	✓	✓		
Iowa			✓	✓	✓	
Minnesota		✓	✓	✓		
Nevada		✓	✓	✓		
Virginia			✓	✓		✓
Wisconsin	✓	✓		✓		

### *About the Report*

This final project report on the Veterans’ Licensing and Certification Demonstration was prepared as a summary of state experiences and preliminary findings to date. The report’s findings emerged from the authors’ direct engagement with states and review of state project reports describing their processes and strategies. The report does not attempt to evaluate the success of demonstration state efforts, and findings should be considered preliminary as in many instances demonstration states continue implementation of veterans’ pathways to licensure and certification. Findings in this final report are organized in the following three sections:

- An introduction describes further background on the demonstration project and the technical assistance activities for the six demonstration states.
- Part one organizes findings from the state demonstration into a blueprint that can inform other state-led efforts to accelerate veterans’ licensing and certification.
- Part two describes the findings from the demonstration cost study, which estimates potential federal cost savings for veterans participating in accelerated licensure pathways.

### *Key Findings from the State Demonstration*

A number of factors can affect the ability of servicemembers and veterans to attain civilian credentials on a timely basis. The demonstration states encountered three types of barriers commonly encountered by transitioning servicemembers and veterans:

- Veterans who have military training and experience that is equivalent to that of licensed civilians often find that civilian licensing boards are not accustomed to recognizing the military documentation of their training and experience.
- Veterans that experience gaps between their military training and experience and civilian requirements may have to participate in duplicative training to attain relevant licensure or certification.

- Administrative rules and processes within civilian licensing and credentialing systems may create hurdles for veterans to obtain licensure or certification unrelated to their ability to competently provide professional services to the public.

Demonstration state strategies to address those barriers were shaped by both occupational and state specific complexities. In turn, the demonstration identified several strategies for states to accelerate the licensing and certification of veterans based on the particular challenge at hand. (See Exhibit 2.) In short, the main challenges and strategies are:

- To address equivalency challenges, states can assess the equivalency of military training courses and use official documentation to permit veterans with fully or partially equivalent training and experience to sit for civilian licensure examinations or license veterans by endorsement (officially recognize military training and experience to meet civilian requirements).
- To address training gaps, states can work with education institutions to set up accelerated programs for veterans that bridge gaps, provide veterans advanced standing in existing programs, or offer bridge courses that prepare veterans to enter existing programs.
- Finally, to address administrative or process challenges, states can assess any non-skill related requirements that might disadvantage veterans, such as fees or length of experience, or take steps to make civilian employment pathways friendlier to veterans through concerted outreach to both veterans and prospective employers.

<b>Exhibit 2: State Strategies to Accelerate Veterans Licensure and Certification</b>		
<b>Barriers to Civilian Licensure/Certification</b>	<b>Relevant State Strategies</b>	<b>Demonstration Examples</b>
Veterans, with professional preparation equivalent to that of licensed civilians, receive substantially different documentation for their military training and work experiences from the types of documentation commonly recognized by civilian licensing boards.	<ul style="list-style-type: none"> <li>• License veterans with equivalent training by endorsement.</li> <li>• Permit veterans with similar training to become licensed by passing an exam.</li> </ul>	Iowa’s EMS Office reviewed training for military medics and approved it as sufficient for meeting the state’s EMT training requirements. Former medics with an active national EMT certification can apply for an EMT license in Iowa and in other states.
Veterans who are unable to document the equivalency of their prior professional preparation may be required to attend training that is duplicative of their military training and experience.	<ul style="list-style-type: none"> <li>• Provide course credit and advanced standing in existing training or degree programs.</li> <li>• Develop bridge courses that prepare veterans to enter existing programs.</li> </ul>	Nevada developed a curriculum for preparing medics to become LPNs. The curriculum reduces the training time by half. Wisconsin combined award of credit, bridge course development and entry to an existing program with advanced standing.
Administrative rules and processes create hurdles for veterans to obtain licensure or certification unrelated to their	<ul style="list-style-type: none"> <li>• Assess non-skill requirements to identify opportunities for streamlining.</li> <li>• Assess the take-up on existing</li> </ul>	Previously, Wisconsin required veterans to secure a law enforcement position before allowing them to take the law

<b>Exhibit 2: State Strategies to Accelerate Veterans Licensure and Certification</b>		
<b>Barriers to Civilian Licensure/Certification</b>	<b>Relevant State Strategies</b>	<b>Demonstration Examples</b>
ability to competently provide professional services to the public.	accelerated pathways for veterans to identify possible improvements.	enforcement exam. Now, by allowing veterans to take the exam before receiving an employment offer, the exam can demonstrate their knowledge to potential employers.

Although state strategies differed as a result of occupational and state specific requirements, the demonstration experience surfaced a common process—a blueprint across states and occupations—for designing and implementing strategies to accelerate the licensure and certification of veterans. That process included:

- Assemble a Team
- Select the Occupations
- Understand Civilian Employment Requirements and Stakeholders
- Understand Military Occupational Specialties
- Produce Gap Analysis to Identify the Appropriate Strategy
- Market to Veterans
- Develop Assessment Plan

From this implementation approach, demonstration states made progress on strategies across the selected occupations. Appendix III provides a detailed overview of state strategies by occupation, and describes state progress and results to date on those strategies. The overview organized by occupations and strategies, highlights the progress made in reciprocity, examinations, bridge programs, advanced standing, and administrative processes and rules to accelerate occupational licensing and certifications for veterans. To summarize:

- Five states implemented policies to allow veterans to apply for licensure reciprocity, and three states implemented protocols to allow veteran licensure by examination.
- All six states engaged in the development of bridge programs, three of which were operational by the close of the demonstration period.
- Five states put in place strategies to grant advanced standing to veterans in training programs.
- Three demonstration states implemented strategies to streamline administrative rules and processes.

These state experiences, with implementing the selected strategies, offer a set of lessons learned and implications for other state and federal stakeholders to consider when in pursuing similar efforts:

- The governor’s office is important to mobilize the number and diversity of state agencies involved and to take executive action and coordinate any required statutory changes with the state legislature.

- Cross-state communication and collaboration is important to confirm the feasibility of developing accelerated pathways and identify strategies to facilitate their implementation. That includes communication between state licensing boards and postsecondary education institutions, and their governing state education agencies, to negotiate the operational details of accelerated pathways to civilian licensure.
- National associations of state licensing boards can expedite state-level efforts by providing a foundation for designing occupation-specific curricula that support the implementation of accelerated pathways.
- Demonstration states continue to struggle with the limited availability of state-level information on the military occupational specialties of transitioning servicemembers and recently separated veterans, which makes it difficult to estimate the level of demand for accelerated pathways for the different civilian occupations and to prioritize the occupations to be targeted for pathways.

### *Key Findings from the Demonstration Cost Study*

In addition to a demonstration project to document state strategies, the VOW Act of 2011 called for the development of a cost study estimating potential federal cost savings as a result of state efforts to accelerate veterans' licensure and certification. The cost study compiled key areas of potential federal cost savings associated with demonstration states' efforts. Those potential cost savings include:

- Less time spent in training can lead to potential deferred federal government costs in the form of fewer dollars expended by the Department of Veterans Affairs (VA) under the Post-9/11 GI Bill for tuition and monthly housing allowance benefits;<sup>4</sup>
- Less time spent securing employment can lead to potential cost savings for the federal government in the form of fewer dollars expended by the Department of Defense (DOD) for Unemployment Compensation for Ex-Service members (UCX) benefits and by the DOL for the delivery of employment services.

The availability of data from states developing accelerated programs was primarily driven by the implementation status of the program. Thus, demonstration data restricted the scope of the cost study analysis to two high-demand occupations for which demonstration states developed accelerated programs: Licensed Practical Nurse (LPN) and Paramedic. Those analyses found that:

- Across the four accelerated LPN programs, the demonstration programs generated a potential per participant reduction in time of 71 percent and a potential 68 percent reduction in combined GI Bill benefits deferred. Participants reduced the time spent in training by 10 months and potentially avoided an average combined GI Bill benefits of \$18,100 per participant (\$3,900 in deferred tuition benefits and \$14,200 in deferred housing allowance benefits).

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<sup>4</sup> The [Post 9/11 GI Bill](http://www.benefits.va.gov/gibill/post911_gibill.asp) provides up to 36 months of education benefits, generally available for up to 15 years after active duty service. Such benefits may include a monthly housing allowance, an annual books and supplies stipend, and a one-time rural benefit payment; Source: [http://www.benefits.va.gov/gibill/post911\\_gibill.asp](http://www.benefits.va.gov/gibill/post911_gibill.asp)

- The three accelerated paramedic programs in the demonstration states generated a potential per participant reduction in time of 29 percent and a potential 28 percent deferral of combined GI Bill benefits. Participants reduced the time spent in training by 4 months and potentially avoided an average combined GI Bill costs of \$7,400 per participant (\$1,750 in deferred tuition benefits and \$5,650 in deferred housing allowance benefits).
- Neither the LPN nor the paramedic accelerated programs generated any potential savings to the UCX benefits. However, the cost study did determine that certain conditions that must be met to achieve potential savings in UCX benefits:
  - A state must offer veterans in training a waiver from meeting the work test for UCX eligibility, which allows them to collect UCX benefits while participating in an accelerated program; and
  - The accelerated program must allow for completion before UCX eligibility is exhausted.
- Finally, to estimate the potential cost savings to DOL of delivering employment services to veterans, a cost per veteran served was calculated for the demonstration states as a group by dividing the proportion of funding allocated to veterans by the Wagner-Peyser and Jobs for Veterans State Grants by the number of Wagner-Peyser participants who are veterans.<sup>5</sup> That calculated cost—of approximately \$200 per veteran at the demonstration level—represents the estimated potential savings in employment service costs for each veteran who does not seek public workforce services as the result of successfully participating in an accelerated civilian licensure program.

The results of the cost study suggests that the amount of the GI Bill benefits deferred and the proportion of the deferred GI Bill benefits attributable to housing allowance benefit are consistent with the findings of a companion credentialing report to Congress in response to Section 558 of the FY2012 National Defense Authorization Act (NDAA).<sup>6</sup> In examining the potential cost savings attainable by making civilian credentialing opportunities available during military service, that report concluded that the availability of those opportunities is expected to produce cost savings through post-service avoidance of federal costs for living expenses. The demonstration’s cost study analysis similarly indicates that the primary federal cost savings attainable to state efforts to accelerate the civilian credentialing of veterans arise from a reduction in costs for living expenses under the GI Bill.

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<sup>5</sup> The Wagner-Peyser Act of 1933 established a nationwide system of public employment offices known as the Employment Service, or the One-Stop services delivery system. Employment Services focuses on providing a variety of employment related labor exchange services including but not limited to job search assistance, job referral, and placement assistance for job seekers, re-employment services to unemployment insurance claimants, and recruitment services to employers with job openings. The Jobs for Veterans State Grants Program (JVSG) provides veterans employment services through the One-Stop system through funding for Disabled Veterans Outreach Program (DVOP) specialists and Local Veterans Employment Representative (LVER) staff.

<sup>6</sup> “Pilot Program: Civilian Credentialing for Military Occupational Specialties, Vol. 1” United States Department of Defense, September 27, 2013.

## Introduction

Members of the United States' military are trained in hundreds of occupations with relevance to the civilian workforce. Ideally, veterans could turn their training and work experience into civilian jobs. However, many civilian occupations have regulated pathways for entry, with few accessible mechanisms to recognize skills developed outside of those pathways. Some veterans find that, despite training and experience relevant to the civilian workforce, they must start from the beginning to obtain the formal documentation and training required to enter their occupation of choice. Those administrative and duplicative training requirements can impose additional costs on veterans and taxpayers, who pay for both the initial training provided by the military and then for re-training outside of the military through veterans' education and unemployment benefits.

Recognizing these challenges, the Federal government has focused on several initiatives to accelerate civilian licensing and certification for veterans. The initiatives undertaken resulted from new intergovernmental efforts across Federal agencies, including the military, to identify equivalencies between military and civilian occupations and provide civilian credentials. Examples of such efforts include:

- The Department of Defense Credentialing and Licensing Pilot Program.<sup>7</sup> Section 558 of the National Defense Authorization Act (NDAA) for Fiscal Year 2012 (FY12) directed the Department of Defense (DoD) to carry out a pilot program to assess the feasibility of allowing enlisted members of the Armed Forces to obtain civilian licenses or credentials in occupations related to five military occupational specialties, including aircraft mechanics, automotive mechanics, health care support, logistics and supply, and truck drivers. A report submitted to Congress in September 2013 provides further details about services and costs related to both in-service and post-service funding and credentialing costs for veterans.<sup>8</sup>
- The Veterans Employment Initiative (VEI).<sup>9</sup> VEI is a joint task force between the DoD and the Department of Veterans Affairs that began in September 2012. The Department of Labor and Department of Education, as well as the Small Business Administration, are also involved in the task force. Among other employment issues, the VEI focuses on three areas of study related to licensing and credentialing: assessment of service credentialing programs; assessment of gaps between military training and civilian credentialing requirements; and study of methods to promote assessment of military training and experience by civilian credentialing agencies.
- The Joining Forces Military Spouse Licensing Initiative.<sup>10</sup> In 2013, the Administration expanded an existing program for military spouses to include licensing and credentialing for veterans and separating servicemembers. The existing program launched in 2012 addressed the portability of licenses across state lines for military spouses, who frequently practice in professions, such as teaching and nursing that require a license at the state level. In February 2013, the White House released a report on veterans' licensing and credentialing initiatives titled *The Fast Track to Civilian Employment:*

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<sup>7</sup> Pellerin, Cheryl. "[Credentialing Effort Helps Troops Enter Private Sector.](#)" US Department of Defense. September 3, 2014.

<sup>8</sup> "NDAA Section 558 – Military Credentialing Pilot Program: Volume 1," United States Department of Defense, September 27, 2013, [https://www.cool.navy.mil/pubs/CredentialingReportToCongress\\_VOL\\_1-FINAL.pdf](https://www.cool.navy.mil/pubs/CredentialingReportToCongress_VOL_1-FINAL.pdf)

<sup>9</sup> "[Executive Order 13518 - Veterans Employment Initiative.](#)" The White House. November 9, 2009.

<sup>10</sup> "[About Joining Forces.](#)" The White House.

*Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses.*<sup>11</sup>

- The Department of Defense Credentialing Task and Licensing Force.<sup>12</sup> The Task Force works to identify and create opportunities for servicemembers to earn civilian occupational credentials and licenses. Specifically, the Task Force is charged with: identifying military specialties that readily transfer to high-demand jobs; working with civilian credentialing and licensing associations to address gaps between military training programs and credentialing and licensing requirements; and providing servicemembers with greater access to necessary credentialing and licensing exams.
- The White House Forum on Military Credentialing and Licensing.<sup>13</sup> The forum, held in April 2013, includes four ongoing work groups co-chaired by DoD in partnership with other civilian agencies: Advanced Medical Occupations; Academic Credit; EMT/Paramedic; and Commercial Drivers Licenses (CDL). Each group has established a work plan that is being implemented through ongoing conference calls.

However, state governments are the ultimate authority for regulating entry into most licensed professions. Although Federal agencies and national professional associations can propose standards and guidelines, state licensing boards make final decisions about whether alternative pathways are adequate to uphold public safety standards based on professional requirements, occupational skill competencies, and state laws and regulations. Governors and states are responding, through executive orders and legislation directing licensing boards, to recognize and award credit for veterans' military training and experience. Between 2013 and 2015, 39 states issued executive orders or passed legislation to assist veterans in transferring skills gained in military service to civilian employment (See Appendix I and II). In addition, for Commercial Driver's Licenses (CDLs), all 50 states have implemented the Military Skills Test Waiver according to the specific administrative procedures applicable within each state.<sup>14</sup>

Although critical for elevating the importance of accelerating employment pathways for veterans, legislation and executive orders can only go so far to help veterans transition to civilian employment. States encounter a range of challenges implementing those policies amid the complexity of state licensure and third-party certification systems. Against this backdrop, the Veterans' Licensing and Credentialing Demonstration Project aimed to help states move from policy intent to the design and implementation of accelerated pathways to licensure and certification for veterans. The states participating in the demonstration project pursued that objective in the absence of any clear blueprint to guide their efforts. Building on their experience, this report aims to serve as a resource for other states planning to follow their lead.

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<sup>11</sup> [“The Fast Track to Civilian Employment: Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses.”](#) The White House. February, 2013.

<sup>12</sup> Cain, Marion. [Licensing and Credentialing Task Force.](#) Presentation to National Conference of State Legislators, December, 2012.

<sup>13</sup> [Fact Sheet: Administration Partners with Industry to Get Service Members Credentialed for High-Demand Jobs.](#) The White House. April, 2013.

<sup>14</sup> [Military Skills Test Waiver.](#) U.S. Department of Transportation.

## *About the Demonstration Project*

Section 237 of the *Veterans' Opportunity to Work to Hire Heroes Act of 2011* (VOW Act) amended section 4114 of title 38, of the United States Code. This legislation authorized the Department of Labor Veterans' Employment and Training Service (DOL-VETS) to carry out a demonstration project for the purpose of facilitating the transition of members of the Armed Forces from service on active duty to civilian employment. The demonstration project was designed to engage states on a maximum of five military occupational specialties (MOS) whose skill sets overlap with civilian occupations in industries with high growth or high worker demand. The legislation additionally authorized that DOL-VETS complete a study "comparing the costs incurred by the Secretary of Defense in training members of the Armed Forces for the military occupational specialties selected by the Assistant Secretary of Labor of Veterans' Employment and Training pursuant to the demonstration project...with the costs incurred by the Secretary of Veterans Affairs and the Secretary of Labor in providing employment-related assistance to veterans who previously held such military occupational specialties."<sup>15</sup>

DOL-VETS in partnership with the Department of Labor Employment and Training Administration (DOL-ETA) selected the National Governors Association Center for Best Practices (NGA Center) to implement the demonstration project. The NGA Center's work included three phases:

1. *Outreach and Research Phase* (May 2013 to July 2013). During the summer of 2013, the NGA Center conducted a review of the credentialing landscape, including both federal and state efforts to reduce credentialing barriers and improve employment outcomes for veterans. On June 21, 2013, the NGA Center hosted a stakeholder roundtable to share information on complementary efforts related to veterans' licensing and credentialing.

The NGA Center and DOL selected the following military occupational specialties for the demonstration project as a result of information learned during the outreach phase of the project:

- Medic (Army 68W, Navy Hospital Corpsman, Air Force 4N0X1)
- Police (Army 31B, Navy Master-At-Arms, Air Force 3P0X1, Marine Corps 5811)
- Truck Driver (Army 88M, Marine Corps 3531)

As detailed in the White House report, *The Fast Track to Civilian Employment: Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses*, the selected military occupational specialties are among the top ten most common occupations across the Services and include skill sets relevant to high-demand civilian occupations.<sup>16</sup>

The NGA Center and DOL also selected the following associated civilian licenses:

- Emergency Medical Technician (EMT)/Paramedic
- Licensed Practical Nurse (LPN)
- Police Patrol Officer

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<sup>15</sup> [H.R. 674, 112th Cong. \(2011\)](#) and [section 4114, title 38 of the United States Code](#).

<sup>16</sup> [The Fast Track to Civilian Employment: Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses](#)." The White House. February, 2013.

- Bus and Truck Driver

Interested states were to choose two occupations from the four. The NGA Center also allowed states to propose a high-demand, licensed health occupation requiring skills possessed by military medics. Two demonstration states ultimately chose that option, proposing:

- Registered Nurse (RN)
- Physical Therapy Assistant (PTA)

2. *Policy Academy Phase (August 2013 to January 2015)*. The NGA Center carried out the demonstration project as a policy academy, a model of technical assistance that engages a cohort of state teams to design and implement action plans. During the policy academy, states receive technical assistance, peer learning opportunities, and access to national experts to inform their action plans. The policy academy focused on building capacity within each state to implement and sustain strategies beyond the demonstration period, helping to organize the many experts and actors within the state toward a common goal.

States were chosen for the demonstration through a competitive process by a panel of experts from the NGA Center and several external organizations serving the employment needs of veterans. The request for proposals (RFP) to states was released in August 2013 to governors' policy advisors and cabinet members in relevant areas. Proposals were due from states in early September 2013, and were evaluated by the selection committee according to the following categories: State Context and Challenges; Strategies and Expected Outcomes; Provision of Baseline Data and Overall Data Collection; Team Leadership and Core Membership; and Budget and Subcontract Agreement. On October 1, 2013, the NGA Center announced the six states selected to participate in the demonstration project: Illinois, Iowa, Minnesota, Nevada, Virginia, and Wisconsin.

Each state selected three civilian licenses to test strategies for streamlining the credentialing process for veterans and servicemembers with relevant training and experience acquired in the military. Participating states and their selected occupations are presented in Exhibit 1.

<b>Exhibit 1: Selected States and Occupations</b>						
	<b>Bus/Truck Driver</b>	<b>Police Patrol Officer</b>	<b>Emergency Medical Technician/ Paramedic</b>	<b>Licensed Practical Nurse</b>	<b>Registered Nurse</b>	<b>Physical Therapy Assistant</b>
Illinois		✓	✓	✓		
Iowa			✓	✓	✓	
Minnesota		✓	✓	✓		
Nevada		✓	✓	✓		
Virginia			✓	✓		✓
Wisconsin	✓	✓		✓		

Key policy academy activities included:

- Two all-state policy academy meetings in Washington, D.C.;
- A series of webinars and conference calls on key topics;

- In-state site visits; and
  - Coaching calls and other forms of customized technical assistance tailored for each state.
3. *Final Project Report Phase (February to September 2015)*. The final phase is the development of the final project report. The report documents demonstration states' efforts within key findings organized into a "state blueprint" of promising strategies for accelerating licensing and credentialing of veterans. The final project report also includes a study of estimated cost savings to the federal government for implementing strategies based on experiences of the demonstration project.

## *About the Report*

The NGA Center prepared the final project report to document demonstration state strategies and present them as a resource to inform future state efforts to build and implement pathways to licensure and certification for veterans. Findings emerged from the authors' direct engagement with states and review of state project reports describing their processes and strategies. The report does not attempt to evaluate the success of demonstration state efforts; all findings are preliminary in nature as implementation of state strategies continues at the time of writing. This final project report includes two parts plus appendices:

- Part one organizes findings from the state demonstrations into a blueprint that can inform other state-led efforts to accelerate veterans' licensing and certification.
- Part two describes the findings from the demonstration cost study, which estimate potential Federal benefits deferred resulting from veterans' participation in an accelerated pathway to licensure or certification.
- Appendix I documents the national scan of state executive orders and legislation related to veterans' licensing and credentialing between 2013 and 2015.
- Appendix II summarizes state executive order and legislation within the demonstration states.
- Appendix III details demonstration state strategies to accelerate veterans' licensure and certification, organized by occupation. Those descriptions include state progress and results to date on those strategies.
- Appendix IV provides additional background information on the cost study and details the rationale for the selected approach.
- Appendix V presents occupation specific resources used by the demonstration states to develop and inform their strategies.

## **Part One: State Blueprint for Accelerating Veterans' Licensing and Certification**

This section describes the strategies states can use to accelerate licensing and certification for veterans, provides a step-by-step blueprint states can use to identify, design and implement those strategies, and offers lessons learned from the implementation of those strategies by demonstration states. The information in this section is based on the experience of the six demonstration states and from the NGA Center's technical assistance efforts to support those states' strategies. This section is structured to serve as a resource to other states interested in pursuing similar efforts, and thus provides summaries and insights from demonstration state strategies. Detailed descriptions of state efforts in each of the selected occupations can be found in Appendix III. Occupation specific resources that informed state strategies are provided in Appendix V.

### ***State Strategies to Address Barriers to Veterans' Licensing and Certification***

A number of factors can affect the ability of servicemembers and veterans to attain civilian credentials on a timely basis. Barriers are both specific to the occupation of interest and to a state's policy and regulatory context (see Exhibit 2). Demonstration states employed three types of strategies to support veterans' transition to the civilian workforce. Those include:

- Recognizing equivalent military training and experience,
- Providing accelerated training opportunities to fill gaps in military training and experience, and
- Streamlining administrative requirements and processes.

#### **Recognizing Equivalent Military Training and Experience**

Civilian credentialing agencies have different eligibility requirements for attaining their credentials, typically including one of or a combination of required education and training, work experience, or prerequisite credentials. Each of those eligibility requirements presents different challenges in terms of the ability of servicemembers and veterans to use their military training and experience to meet civilian credentialing requirements. In response, demonstration states designed and implemented strategies to promote the recognition of military training and experience in order to fulfill civilian credentialing requirements.

Strategies were shaped by the extent to which military training and experience is fully or partially equivalent to civilian requirements. Among those strategies there were two common approaches implemented by the demonstration states licensure by endorsement and licensure by exam.

*Licensure by endorsement.* If state licensing boards determine that there is full equivalency between military preparation and civilian preparation, veterans can be licensed by endorsement without additional training or exams. States commonly use endorsement when an individual holds a license in another state, and it is most appropriate for occupations for which there are recognized national certification exams. As an example, in New York, veterans who have proof of their military training as medics and who hold the current national certification for EMTs can

be licensed through endorsement.<sup>17</sup> That endorsement is an option for separating medics with active EMT certifications, as well as for former medics whose certifications lapsed while the veterans were on active duty or within six months of their separation from military service.<sup>18</sup>

The demonstration states also employed the licensure by endorsement strategy. In Iowa, the state EMS Office reviewed the training provided to medics and corpsmen and designated it an approved training program, allowing veterans with an active national EMT certification to apply for an Iowa EMT license without additional training or testing. Similarly, in Illinois, former medics with an active national EMT certification can apply for an Illinois EMT license.<sup>19</sup> In Virginia, former medics with an active EMT certification also can apply for a state EMT license.

*Licensure by exam.* If it is not appropriate for a state to award a license by endorsement, a state also may be able to waive the requirement for veterans to complete an approved civilian training program as a condition to sit for a state licensure exam and may be able to grant permission to sit for the exam based on military training and experience alone. In that case, states can use the exam to demonstrate that the candidate has sufficient knowledge to practice competently. Demonstration states benefitted from examples of this strategy from California and West Virginia, which allow licensure by examination for military medics who pass the LPN exam.<sup>20</sup> Washington determined that the training received by Navy medics is sufficient to take the state’s EMT exams.<sup>21</sup>

Building on that experience, two demonstration states use the licensure by exam strategy for the law enforcement occupation. In Minnesota, former military police that meet experience requirements (four years or two years with a postsecondary degree) can apply to sit for a military reciprocity exam.<sup>22</sup> Wisconsin’s Law Enforcement Accelerated Development Program allows veterans who have separated within the past three years and who have at least one year of experience as a military police officer to take a reciprocity exam and become certified with no additional training.<sup>23</sup>

Exhibit 2: State Strategies to Accelerate Veterans Licensure and Certification		
Barriers to Civilian Licensure/Certification	Relevant State Strategies	Demonstration Examples
Veterans, with professional preparation equivalent to that of licensed civilians, receive substantially different documentation for their military training and work experiences	<ul style="list-style-type: none"> <li>• License veterans with equivalent training by endorsement.</li> <li>• Permit veterans with similar training to become licensed by passing an exam.</li> </ul>	Iowa’s EMS Office reviewed training for military medics and approved it as sufficient for meeting the state’s EMT training requirements. Former medics with an active national EMT

<sup>17</sup> New York State Department of Health. “[Reciprocity Information](#).”

<sup>18</sup> New York State Department of Health, “[EMS Certification and Reciprocity Frequently Asked Questions](#).”

<sup>19</sup> Medic to CNA was evaluated by Illinois and found to be equivalent. See Illinois Department of Veterans Affairs, “Current Military Training Equivalencies – For Veterans,”

<https://www2.illinois.gov/veterans/programs/Pages/StateLicensesMilitaryTraining.aspx>. Army nurse to LPN was evaluated by the National Council of State Boards of Nursing in the gap analysis cited above.

<sup>20</sup> West Virginia State Board of Examiners for Licensed Practical Nurses, “General Information for Licensure by Examination,” <http://www.lpnboard.state.wv.us/examapp.pdf>; and Executive Office of the President, *The Fast Track to Civilian Employment: Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses*, February 2013.

<sup>21</sup> Military Training and Civilian Credentialing. June 21, 2012.

<sup>22</sup> Minnesota Board of Peace Officer Standards and Training (POST), “[Military Reciprocity Exam](#).”

<sup>23</sup> Wisconsin Department of Justice, “Veterans Law Enforcement Employment Assistance,” [Link](#).

Exhibit 2: State Strategies to Accelerate Veterans Licensure and Certification		
Barriers to Civilian Licensure/Certification	Relevant State Strategies	Demonstration Examples
from the types of documentation commonly recognized by civilian licensing boards.		certification can apply for an EMT license in Iowa and in other states.
Veterans who are unable to document the equivalency of their prior professional preparation may be required to attend training that is duplicative of their military training and experience.	<ul style="list-style-type: none"> <li>• Develop bridge programs that prepare veterans to enter existing programs.</li> <li>• Provide course credit and advanced standing in existing training or degree programs.</li> </ul>	Nevada developed a curriculum for preparing medics to become LPNs. The curriculum reduces the training time by half. Wisconsin combined award of credit, bridge course development and entry to an existing program with advanced standing.
Administrative rules and processes create hurdles for veterans to obtain licensure or certification unrelated to their ability to competently provide professional services to the public.	<ul style="list-style-type: none"> <li>• Assess non-skill requirements to identify opportunities for streamlining.</li> <li>• Assess the take-up on existing accelerated pathways for veterans to identify possible improvements.</li> </ul>	Previously, Wisconsin required veterans to secure a law enforcement position before allowing them to take the law enforcement exam. Now, by allowing veterans to take the exam before receiving an employment offer, the exam can demonstrate their knowledge to potential employers.

### Providing Accelerated Training Opportunities

When there is partial overlap between the skillset used in a military occupation and that needed for a similar civilian occupation, states can provide shortened training opportunities for veterans that focus on filling specific gaps. Such strategies for states include working with education providers to establish bridge programs designed specifically around veterans’ training needs, as well as by helping veterans waive required courses by awarding credit for military training or advanced standing within an existing training program.

*Bridge Programs.* Demonstration states benefited from an example at GateWay Community College in Arizona that accelerates LPN training for former medics. The program reduces veteran training time from two to one semester, and upon completion, veterans sit for the state LPN licensure exam. Veterans can use their GI Bill education benefits for bridge programs as long as the course is approved by the State Approving Agency (SAA). One challenge that states may encounter with that process is the “85-15” rule, which restricts GI Bill beneficiary enrollment to 85 percent of total enrollment for an approved course. Designed as a safeguard against predatory programs targeting veterans, the rule can complicate state efforts to create bridge programs designed to meet veterans’ specific training needs to fill the gap with civilian training requirements. As the GateWay Bridge program functions both as an accelerated training program

for veterans as well as a refresher course for civilian LPNs with lapsed licenses, it is able to accept GI Bill education benefits to serve veterans specific training needs.

Bridge programs were the most prevalent strategy demonstration states pursued, in some cases developing new programs and in others identifying existing accelerated programs and making them more accessible to veterans. Illinois developed a veteran bridge program curriculum for LPNs and through the demonstration implemented the program at two community colleges, each of which will reduce the training time for medics by half. Nevada additionally established a bridge program for medics to become LPNs. Both Minnesota and Wisconsin identified and worked to adapt existing civilian bridge programs for veterans. In Minnesota, separating and veteran military medics can now take advantage of an existing program that accelerates training for civilian EMTs interested in moving up to paramedics. In Wisconsin, the Vet2RN program adapted an existing LPN to RN pathway for medics who have the opportunity to accelerate progress towards an LPN license and continue to the RN level.

*Course Credit and Advanced Standing.* Another strategy to accelerate training periods is to provide academic credit for military training and work experience. In some cases, awarded credits become part of a post-military veterans' academic transcript. In other cases, waiving course requirements can provide advanced standing in a training or degree program. Both processes can decrease the time it takes veterans to finish existing training programs to meet civilian licensure requirements.

To assist with that approach, the military provides various forms of official documentation of military training and experience that are similar in nature to the official academic transcripts that a civilian would submit from a civilian educational institution. For example, the Air Force operates the regionally accredited Community College of the Air Force (CCAF). As a result, for Air Force veterans, military training is documented on a standard academic transcript issued by CCAF. In addition to awarding academic credit for training, CCAF also assesses certain aspects of military occupational experience for the award of academic credit. The other three Services (Army, Navy and Marine Corps), however, rely on the American Council on Education (ACE) to review their military training and experience to recommend appropriate amounts of academic credit. Based on the ACE credit recommendations for those three Services, the Joint Services Transcript (JST) documents the military training and the military occupational experience that have been reviewed by ACE and makes academic credit recommendations.

Some postsecondary education institutions have developed their own procedures for awarding credits based on previous non-credit training and work experience. For example, Lansing Community College in Michigan awards course credit automatically for veterans with medic and corpsman training, and allows veterans to earn more credits based on certification exams.<sup>24</sup> Those credits allow veterans to complete paramedic and RN programs at an accelerated pace. Further, some states have legislation that directs boards of higher education to develop statewide prior learning policies for veterans.<sup>25</sup> For example, the Ohio Board of Regents was required to develop uniform standards for prior learning credit at two- and four-year institutions and then train faculty and staff.<sup>26</sup> All of Ohio's public colleges and universities now meet the criteria for membership in Servicemembers Opportunity Colleges, a national recognition program for schools that help veterans maximize the number of transfer credits.<sup>27</sup>

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<sup>24</sup> Lansing Community College, "[Military Medic and Advanced EMT to Paramedic](#)," Accessed August 5, 2015.

<sup>25</sup> Strategy Labs, "[Award Credit Through Prior Learning Assessment](#)," Accessed August 1, 2015.

<sup>26</sup> [Ohio HB 488, 130<sup>th</sup> General Assembly \(2014\)](#).

<sup>27</sup> Ohio Department of Higher Education, "[College Credit for Military Experience](#)," Accessed August 5, 2015, and Army Study Guide, "[Servicemembers Opportunity Colleges: Learn How They'll Save You Time and Money](#)," Accessed August 5, 2015.

In most cases, however, postsecondary education institutions develop their own policies related to assessing prior learning and granting advanced standing in education programs. In turn, demonstration states worked closely with postsecondary education institutions to award credit and advanced standing to veterans with relevant military training and experience. In Minnesota Lake Superior College awards course credit for 27 required PTA courses to former military PTAs, reducing the credits needed for the degree to 20.<sup>28</sup> Wisconsin's Herzing University now offers advanced standing for former medics entering the Associate Degree in Nursing program. The medics join the program as second semester students and can take the NCLEX-PN exam after one semester or continue on to receive an associate's degree in two semesters. Four of the demonstration states – Illinois, Iowa, Minnesota, and Wisconsin – now participate in the Multi-State Collaborative on Military Credit led by the Midwestern Higher Education Compact.<sup>29</sup> The collaborative will spend the next three years working to identify and address barriers for veterans to attaining postsecondary credentials.<sup>30</sup>

### **Streamlining Administrative Processes and Rules**

Some requirements for civilian licensure are unrelated to an individual's skills or knowledge, such as application fees and conditional offers of employment for public safety personnel. Throughout the demonstration, states identified opportunities to address administrative processes and regulations in ways that did not affect their substance, but reduced barriers for veterans looking to apply their military training experience within the civilian workforce. Examples of those strategies include waiving administrative fees, ensuring quick turnaround of applications, making information about the licensing process more accessible, and aligning rules such as experience requirements with typical military service experiences.

Within the demonstration, Minnesota passed legislation to make it easier for veterans to take the police officer exam by changing work experience requirements from five years to four years to better reflect the typical length of military enlistments and tours of duty.<sup>31</sup> Virginia conducted a veteran-specific assessment of the state's performance measurement system in place for licensure applications in order to verify that veteran applications were being processed in a timely fashion. In Wisconsin, before taking the law enforcement exam, veterans were required to secure a conditional offer of employment. This type of conditional rule posed a challenge, as law enforcement agencies had to offer employment to veteran candidates who lacked civilian law enforcement training or experience. Through an administrative change, the state now allows employers to endorse veterans to sit for the law enforcement exam, and to offer employment on the basis of the candidates' performance over the course of the training.

### ***Process for Designing and Implementing State Strategies***

Under the demonstration, participating states designed and implemented a range of strategies to accelerate veterans' transition to the civilian workforce. Although state strategies differed depending on occupational focus and state regulatory environments, a common process for designing and implementing those strategies emerged from the demonstration experience. This

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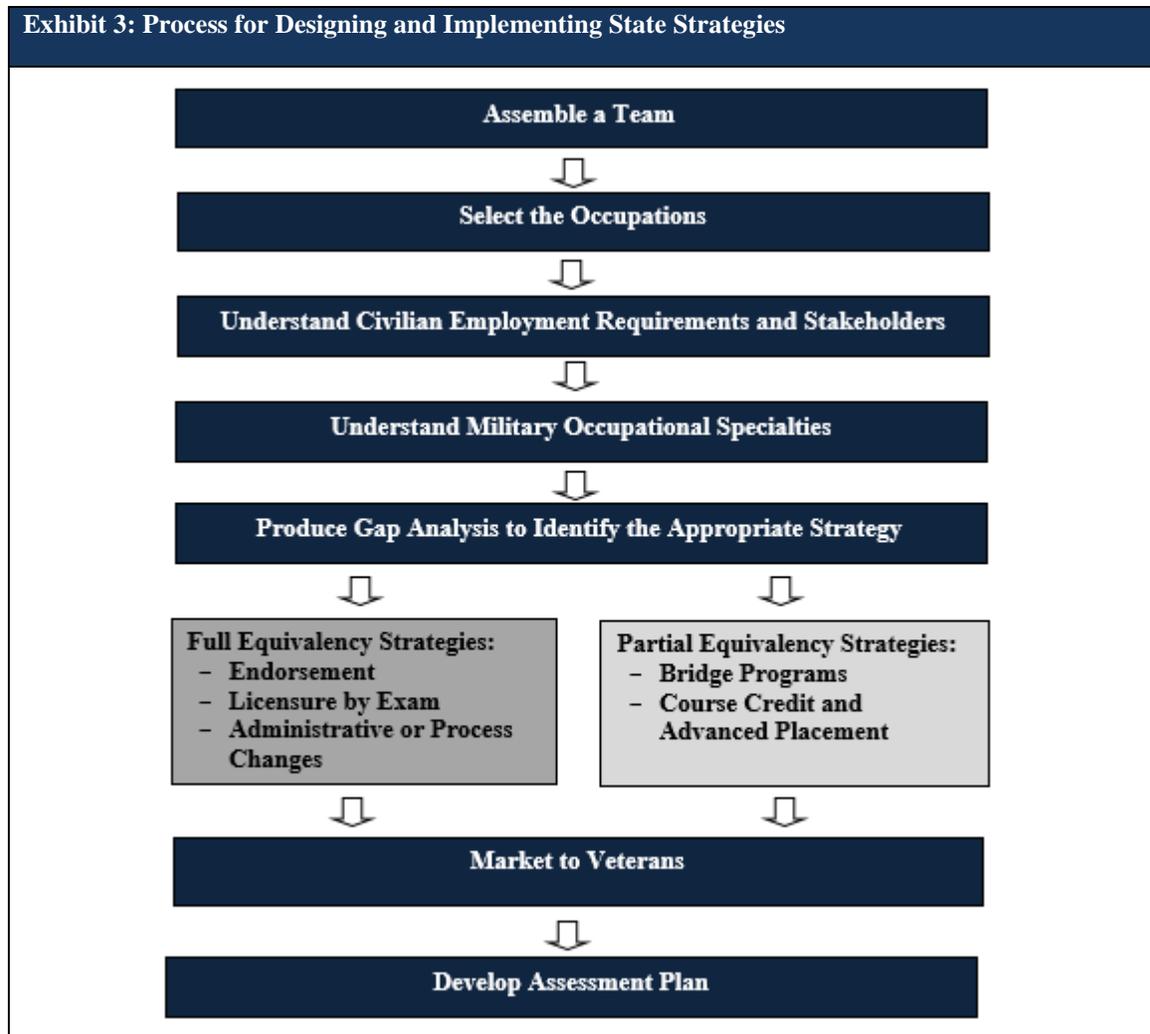
<sup>28</sup> Lake Superior College, "[Military Bridge PTA Program – AAS Degree](#)," Accessed August 5, 2015.

<sup>29</sup> Midwestern Higher Education Compact, "[Multi-State Collaborative on Military Credit](#)," Accessed August 5, 2015.

<sup>30</sup> Midwestern Higher Education Compact, "[Major Grant Awarded to MHEC for Accelerating Service member Transition to College and Career](#)," October 9, 2014, Accessed August 5, 2015.

<sup>31</sup> Office of Governor Mark Dayton, "[New Law Makes it Easier for Veterans to Become Police Officers in Minnesota](#)," May 16, 2014.

section describes that common process to offer a blueprint to policymakers from other states interested in pursuing similar efforts (See Exhibit 3). In that spirit, the blueprint can support state policymakers by offering them a step-by-step process to inform the development of their own strategies.



### Assemble a Team

No single state authority or agency is fully equipped to design and implement veterans’ licensure and certification strategies. At the start of the demonstration, states assembled cross-agency teams and throughout the process discovered new partners, and found different partners rise in importance at certain points. The demonstration suggests the following partners are important to engage from the beginning:

- **Governor’s Office:** The governor can make policy changes through orders to executive branch agencies and carries weight with stakeholders in and out of state government. In turn, gubernatorial leadership is critical to the momentum and coordination of cross-agency efforts.

- **Workforce and Economic Development:** These agencies bring labor data and knowledge of the state’s workforce development infrastructure to the team. They also are positioned to conduct outreach with unemployed veterans and employers.
- **Postsecondary Education:** New courses or programs require several layers of approval within the postsecondary education community. State postsecondary education authorities help the teams engage schools and identify existing programs that could serve as foundations for accelerated courses.
- **State Veterans’ Affairs Agency:** These agencies hold comprehensive knowledge of state-specific veteran programs, data on states’ veteran populations, ties to the veteran service organization community, and specialized capacity to market accelerated licensure pathways.
- **State Licensing Boards:** These agencies maintain detailed information about professional licensure requirements. At the outset of the project, state teams might not know on which occupations to focus. However, broad outreach to licensure boards can be useful at that stage to raise awareness of the issue and elicit preliminary responses from the boards.
- **State Approving Agency:** Every state has a state approving agency that determines whether a training or educational program is eligible for GI Bill educational benefits. It is important for state teams to work with the state approving agency from the beginning of the process to make sure that any new training program developed for veterans meets the approving agency’s requirements. Without that approval, veterans will not be able to take advantage of their VA funded GI Bill education benefits for the new program.

In some states, executive orders or legislation designated a lead partner to coordinate and set a timeline for beginning the work. For example, Illinois entered the demonstration project with an executive order in place designating the state’s Department of Veterans Affairs as a lead on civilian employment for veterans.<sup>32</sup> The executive order or legislation typically also sets a timeline for identifying occupations and posting online assessments of gaps between military and civilian training.

## **Select the Occupations**

Given the scope of the overlap between military and civilian occupations, the demonstration supports the value of placing a priority on specific occupations for accelerating veterans’ licensing and certification. To inform the occupational focus of the demonstration, states developed strategies for occupations that are both high-demand and high-density. The demonstration seeks to facilitate the seamless transition of veterans’ into civilian employment. Thus, states were asked to focus on high-demand occupations with the potential of accelerating licensure or industry-recognized credentials. States used state labor market information and federal data to select their occupational focus for the demonstration. The demonstration also targeted civilian occupations for which a high-density of active duty servicemembers hold a

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<sup>32</sup> Governor Pat Quinn, “Executive Order Applying Relevant Military Education and Training Obtained by Illinois Service Members to Professional Licensing Standards,” Executive Order 2 (2013), [http://www.illinois.gov/government/execorders/pages/2013\\_2.aspx](http://www.illinois.gov/government/execorders/pages/2013_2.aspx).

related military occupational specialty or code (MOC).<sup>33</sup> State strategies focused on occupations with the greatest potential to offer pathways to civilian employment to the largest numbers of transitioning servicemembers.

Complicating state efforts to focus on high-density occupations, none of the branches of the military make available or regularly provide information on the number of servicemembers holding a specific MOC to the states. The military did provide a list of the ten most common MOCs in 2011, which helped inform the demonstration. However, that list does not reflect state level variation.<sup>34</sup> In the absence of a source of recent information at the state level, demonstration states initiated a joint request to DoD's Defense Manpower Data Center to gather more recent information on the MOC-specific distribution of recently separated service members associated with each of the six demonstration states. The information received from the Manpower Data Center affirmed the states' strategies to focus on high-density occupations. The updated data was also used to communicate the potential demand for accelerated pathways to the stakeholders at licensing boards and the need to create those pathways within education institutions.

Further, states typically do not have access to good information or data about the MOC density of the existing state veteran population. States do receive copies of separating servicemembers DD214 records, the official form issued by the military to each servicemember, which describes their military history, MOC, and discharge status. However, the process for designating the state to which a given service member's DD 214 is provided does not guarantee that the record will reach the state in which the veteran resides following separation. In addition, the DD 214s provided to states are largely paper-based, thus complicating the feasibility of any large scale analysis of MOC density across the state veteran population.<sup>35</sup>

Despite these challenges, several demonstration states launched efforts to enhance access and use of available DD214s to inform and guide their strategies. For example, Wisconsin began organizing DD214s by MOC and then developed a memorandum of understanding between the Wisconsin Departments of Veterans Affairs and Workforce Development to determine how many individuals (in aggregate) with MOC relevant to target occupations receive unemployment benefits in the state. In Minnesota, the state Departments of Veterans Affairs and of Employment and Economic Development entered into a similar data sharing agreement to map veteran unemployment by MOC. That information proved helpful not only for estimating the MOC density of the veteran population in the state, but also for assessing the relative demand for accelerated employment pathways by occupation.

## **Understand Civilian Employment Requirements and Stakeholders**

Within their selected occupations, demonstration states documented the existing pathways to licensure and certification. That documentation of the existing pathways for the benefit of stakeholders facilitates an understanding among of all the steps required for those pathways, and

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<sup>33</sup> To identify the targeted occupations, it was necessary for demonstration state teams to become familiar with the standard terminology for referring to military occupations across the military Services and within DoD. The Services have their own terminology for referring to military occupations. For the Army and Marine Corps, the standard term is Military Occupational Specialty (MOS). For the Air Force, the standard term is Air Force Specialty Code (AFSC), while for the Navy, the standard term is Rating. Within DoD, the term Military Occupation Code (MOC) is used to refer to the military occupations across all of the Services. Accordingly, that term and acronym has been adopted for the remainder of this report to apply to military occupations across the Services.

<sup>34</sup> Executive Office of the President, *The Fast Track to Civilian Employment: Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses*, February 2013.

<sup>35</sup> Copy 6 of the DD 214 is sent to the state veterans affairs agency designated by the separating service member. It may or may not be sent to the state in which the veteran resides upon separation, or in which the veteran currently resides.

makes it possible to identify the barriers that might emerge for veterans. That clear understanding of key technical details within those pathways in turn guides state strategies.

For example, the demonstration states identified a key distinction between licensure requirements that mandate participation in a state approved training program versus those that mandate participation in an accredited training program. On the one hand, if completion of a state approved program is required, the state licensing board is in a position to assess and approve the military training. On the other hand, if a state requires completion of an accredited training program, the state licensing board cannot on its own affect the acceptability of non-accredited military training, since accreditation is the domain of a national authority.

Mapping civilian pathways to uncover such distinctions proved important in the formulation and subsequent implementation of state strategies. For example, in cases where state licensing boards were in a position to deem military training a state approved program, boards had to assess the comparability of the training for the military occupation with the state's approved training for the corresponding civilian occupation. Boards in some demonstration states cited staff capacity challenges given the volume and unfamiliarity of the military training documentation to be assessed. For occupations where completing a nationally accredited training program was a prerequisite for civilian licensure, state boards were in a position to use resources developed, for example, by national associations of state licensing boards to help perform a comparability assessment.

The mapping process also helps states identify any existing accelerated pathways to licensure that might be relevant to veterans, including endorsement and exam policies for individuals licensed out-of-state. States might also find that there are accelerated options for individuals with lapsed credentials. Existing accelerated pathways can serve as useful models or examples to adapt for veterans' training and experience, and to engage the state licensing boards and other stakeholders in the design of the acceleration strategies.

## **Understand Military Occupational Specialties**

Once a relevant civilian pathway is identified, states can help stakeholders understand the occupational relevancy of military training and practice. The state participants in the demonstration found that they could play a key translational role by communicating the details of military occupation descriptions to both state licensing and accrediting bodies and postsecondary educational institutions. This translational role included generating lists of MOC that were relevant to specific civilian occupations, reviewing military training materials, and reviewing course credit recommendations for postsecondary educational institutions. To understand the relevant MOC, demonstration states followed similar processes to:

- **Identify All Relevant MOC:** An MOC identifies an occupational category in the military and is a proxy for military training and experience. Members of the military are given a basic MOC, and many obtain additional identifiers throughout their careers to indicate further training and specialization. Each branch is likely to have several relevant MOC for any given civilian job, making it complex and cumbersome for a state to take on all potential pathways to a given civilian occupation. To simplify this task, the demonstration states worked to identify the most common and relevant MOC in their veteran population. As a result of this step, states benefitted from existing

resources created by the military and the federal government that map MOC to civilian occupations.<sup>36</sup>

- **Obtain Relevant Programs of Instruction:** Once specific subsets of MOCs are selected, the military service branches can provide more information about training requirements for that MOC. Information obtained from the military includes the specific job description, the curriculum for the training (also called the program of instruction or POI), the length of training, and the civilian credentials required. The gathering of information for review by civilian licensing boards is an important part of the process to prepare states to make final decisions about whether there are any equivalencies between the civilian job and the training and experience behind any given MOC.

In demonstration states, some of the licensing boards requested and reviewed detailed information about the content of each military course for the occupations identified in this project before making any decisions about accelerated pathways. To prepare for the licensing boards' requests and rapidly implement the demonstration, the states gathered content and skill requirements at the beginning of the process for both the military and civilian sides. In some situations, the states gathered that information themselves, and in others states had their licensing boards directly obtain those materials from the military, accreditation boards, and national professional associations. Some national professional associations also developed comparisons of such occupations and can provide copies of the POI. For example, the National Council of State Boards of Nursing obtained POIs for relevant medical professions and published a comparison to national nursing standards. All demonstration states found that to be a useful resource for designing their respective LPN strategies.

- **Review Awarded Credits and Credit Recommendations:** As indicated above, most Air Force veterans will have CCAF transcripts and some will hold Associate degrees. In addition, Air Force veterans may have transcripts documenting credits earned at other postsecondary institutions. For Army, Navy and Marine Corps veterans, the JST will provide ACE credit recommendations for some military training and work experience. Veterans of those Services also may have transcripts from civilian postsecondary institutions documenting credits and degrees earned from those schools on a voluntary basis. There also may be postsecondary institutions within the state that already have processes for awarding credit for military training and experience, as the basis for waiving some required courses. Credits awarded allow veterans to start further along the path to licensure instead of at the beginning, and credit recommendations provide information about the equivalence of their military training and work experience.

## **Produce Gap Analysis to Identify the Appropriate Strategy**

States can produce a gap analysis that compares the skills and credentials held by servicemembers in a particular MOS to civilian requirements for state licensure and certification. Gap analyses identify the appropriate strategy, whether it is overcoming documentation issues, providing accelerated training opportunities, or streamlining administrative processes. Demonstration experience indicates that producing a complete gap analysis requires specialized knowledge of

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<sup>36</sup> [Army COOL](#) and [Navy COOL](#) are official military websites that help servicemembers, veterans, career and transition counselors, military recruiters, employers and credentialing boards identify the civilian certification and license requirements that relate to the MOS of interest. These two websites also provide links to numerous resources to help soldiers meet those requirements.

the occupation in question, which demands engagement of state licensing boards. To produce a gap analysis for each occupation, states can:

- Scan for Existing National Analyses: If a national professional association has already completed a comparison, it can serve as a basis for the state's gap analysis. For example, demonstration states used the gap analysis from the National Council of State Boards of Nursing (See Exhibit 4).<sup>37</sup> National analyses can provide a template for states, but licensing boards in demonstration states still preferred to undertake their own additional assessments because of the potential for additional state-specific requirements. Although national professional associations develop standards, those are voluntarily adopted and often modified by states.

#### Exhibit 4 : The National Council of State Boards of Nursing Gap Analysis

The National Council of State Boards of Nursing (NCSBN) created a gap analysis comparing military medics to licensed practical/vocational nurses (LPN/VN). That gap analysis is based on a standard civilian LPN/VN curriculum in a matrix format, which lists the knowledge and skill areas of civilian LPN/VN training. Those are matched with the knowledge and skill areas for the military training for the three MOCs of interest, so that the matrix shows at a glance whether or not the training for a veteran with that specific MOC included each knowledge or skill area. That gap analysis can serve as a template for states to follow when examining other professions.

In their gap analysis, the NCSBN asked the following questions, which are the fundamental questions that states must answer when doing such work:

- Do Army health care specialists (medics), Navy corpsman and Air Force medics have the knowledge, skills, and abilities to transition into a career as an LPN/VN directly from their military service?
- What are the differences between military training and LPN/VN education?

- Engage Licensing Boards: Licensing boards have the authority to designate an alternative course of training as an acceptable proxy for required state training, and they have unique technical knowledge of the skills and training necessary to meet state requirements for an occupation. That expertise and authority puts licensing boards in a unique position to initiate a gap analysis, and several states issued executive orders directing licensing boards to develop accelerated licensure pathways for veterans.<sup>38</sup> For example, Nevada Governor Brian Sandoval used an executive order to direct state licensure boards to develop new programs for reciprocity agreements and bridging the gap between state-required experience and military experience. The executive order specifically addressed boards overseeing emergency medical services, licensed practical nurses, and law enforcement professionals.<sup>39</sup> Illinois Governor Pat Quinn signed an executive order that required state agencies to identify equivalencies and gaps between military and civilian occupations and develop recommendations for licensing boards that would take military training into account for awarding civilian licenses.<sup>40</sup>

<sup>37</sup> National Council of State Boards of Nursing, "A Comparison of Selected Military Health Care Occupation Curricula with a Standard Licensed Practical/Vocational Nurse Curriculum," 2013.

<sup>38</sup> Executive Office of the President, *The Fast Track to Civilian Employment: Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses*, February 2013.

<sup>39</sup> "A Year of the Veteran in Nevada." NV.gov. January 6, 2014.

<sup>40</sup> Governor Pat Quinn, "Executive Order Applying Relevant Military Education and Training Obtained by Illinois Service Members to Professional Licensing Standards," Executive Order 2 (2013), [http://www.illinois.gov/government/execorders/pages/2013\\_2.aspx](http://www.illinois.gov/government/execorders/pages/2013_2.aspx).

The results of the gap analysis determine whether military training and experience for the occupation in question is fully or partially equivalent to a state's training requirements for licensure or certification. That determination helps states identify the appropriate strategy for streamlining licensure and certification for veterans in that occupation. Appendix III details the specific strategies that demonstration states pursued for each of the selected occupations.

In cases where full equivalency exists, state strategies can focus on overcoming other barriers to veterans' licensing and certification. Such strategies include overcoming documentation and licensing barriers for veterans through endorsement of military training, or by waiving the training requirement for veterans with similar training and experience to sit for licensing exams. Overcoming administrative barriers to achieve full equivalency includes paying for exam fees or giving licensure credit for non-skill state requirements such as the duration of previous experience.

For occupations where gap analyses indicate partial equivalency is possible, appropriate state strategies focus on providing accelerated training programs that help bridge specific gaps and avoid duplicative training. Those strategies include developing standalone bridge courses that veterans can complete to meet state requirements, or providing course credit or advanced standing in existing training programs so that veterans complete only the course they need to be eligible for state licensure. All partial-equivalency strategies require engagement with postsecondary educational institutions to either (1) modify student outreach, curriculum, or course content policies; or (2) develop, approve, and deliver accelerated courses for veterans. Demonstration states followed a similar process to engage postsecondary educational institutions in those strategies:

- Target outreach to veteran-friendly education partners: Demonstration states saw value in engaging training partners with high populations of adult learners such as community colleges, many of which operate support networks and centers devoted to veteran students. The Servicemembers Opportunity Consortium works in cooperation with the DoD to recognize schools that have veteran-friendly policies.<sup>41</sup>
- Provide implementation support to education partners: Across states that pursued the bridge course strategy, whether a new course or an existing course, state teams provided technical assistance to the postsecondary institutions. That assistance included developing the course curriculum and guiding the review and approval of the curriculum through a multi-layered process. The multi-layer approval process may include faculty, institutional boards, accreditation bodies, state higher education boards, state licensing boards, and the state approving agency. Two demonstration states provided small start-up grants to support education partners in the development of new bridge courses.

## **Market to Veterans**

Given the need to identify and recruit veterans to the accelerated pathways, the demonstration states emphasized the importance of developing a marketing plan for eligible transitioning servicemembers and veterans. Such an emphasis is important to address any initial concerns among licensing and training partners about the level of demand for those accelerated pathways.

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<sup>41</sup> [Servicemembers Opportunity Colleges](#), Accessed August 5, 2015.

State teams in the demonstration agreed to support partners by taking the following steps to market the programs to help increase the pool of applicants.

States can identify the communication touch points with veterans for outreach and recruitment purposes, whether through state departments of veterans' services, and the public workforce system, which administers the delivery of unemployment compensation for veterans and non-veterans. While broad-based outreach through branding accelerated pathways may be one option, states can also update websites and conduct grassroots outreach through community and veteran service organizations. There are also some states are using data for more targeted outreach.

State teams from Illinois, Minnesota, and Wisconsin organized agency-held DD214s by MOC and implemented letter-writing campaigns with information about accelerated pathways to licensure to those potential applicants. Since DD214s do not always include the current addresses of veterans, the Wisconsin team developed a memorandum of understanding with the state Department of Revenue to help identify accurate addresses for veterans. States also established mechanisms to share data among agencies. The Illinois Department of Veterans Affairs began marketing accelerated pathways to veterans through a database maintained by the Illinois Department of Employment Security. Wisconsin partnered with the state Department of Military Affairs to conduct targeted outreach to reserve servicemembers holding a relevant MOC stationed in the state.

## **Develop Assessment Plan**

As states design and implement strategies to accelerate licensing and certification paths for veterans, building data collection capacity also enables states to assess progress and signals the need for adjustments or improvements to new accelerated pathways to licensure. Furthermore, establishing bridge programs and data collection partnerships give the state agencies much needed baselines on veteran licensures and certifications. State teams also can position themselves to assess the potential contributions of accelerated pathways to helping veterans transition to the civilian workforce.

Over the course of the demonstration, the state teams made progress on both fronts. For example, Illinois' agreement with the two postsecondary institutions focused on implementing bridge courses for veterans and asking the host schools to monitor and report data on bridge course enrollment, completion, and subsequent employment. The Wisconsin team structured a similar agreement to assess the progress of the accelerated courses hosted by partner educational institutions. The teams from Minnesota and Wisconsin also established reporting agreements to track veterans' use of exam waivers and pass rates for police patrol officers.

Data partnerships between state agencies can work to help develop baselines for veterans' licensure and certification from a performance management perspective. The Virginia team worked with the Department of Health Professions, which licenses LPNs and PTAs, and its Healthcare Workforce Data Center to collect information during the license application and license renewal processes. Using this approach positions states to set a baseline and track the distribution of veterans across the licensed healthcare workforce. Similarly, Governor Sandoval issued Executive Order 2014-20, which requires state licensing boards to collect information on veteran status and report that information to the State's Interagency Council on Veterans Affairs.<sup>42</sup> States that build data collection and reporting capacity in conjunction with the

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<sup>42</sup> [EO 2014-20](#), "Establishing the Requirement for a Baseline Report for Aggregate Veteran Data in Nevada in 2015." September 23, 2014.

development of accelerated pathways, have the ability to assess the progress and success of those strategies beyond the performance period of the demonstration.

## *Implementing State Strategies*

At the close of the demonstration, the participating states identified the following barriers to, and supports for, implementing state strategies. Those barriers and supports made a difference in the timing and process to implement state strategies as described in the previous section. Although all of the states made progress in their respective strategies (progress and results to date are featured in Appendix III), each state encountered some difficult barriers, and their efforts to overcome those barriers continue beyond the demonstration phase. The experience of the demonstration states will help other states assess readiness and anticipate potential challenges for implementing accelerated pathways for veterans.

### **Implementation Barriers**

*Lack of information about veteran population.* Up-to-date and accurate information on state veteran populations is held by various federal and state agencies, which presents states with the problem of how to share data systematically. That lack of consistent information may include data storage barriers, such as information in the paper-based DD214, or how to ensure that data privacy is maintained. In turn, demonstration states struggled to develop profiles of the military training and experience of their veteran populations. Those types of information barriers continued to create challenges for demonstration states throughout the development and implementation processes of their strategies. States struggled to assess and communicate the need for accelerated processes for a particular occupation and conduct targeted outreach to veterans eligible to participate in newly established licensure and certification pathways. States also struggled with the ability to collect data to monitor participation in pathways and their contributions to veterans' licensure and employment. Notably, some states initiated cross-agency data sharing agreements and established new reporting requirements to confront those challenges over the course of the demonstration.

*Demand for bridge program pathways.* Related to the above information barrier, demonstration states indicated that postsecondary institutions are reluctant to establish bridge programs for veterans unless a demonstrable level of demand is likely from eligible participants to ensure programs are financially sustainable. Several demonstration states indicated instances of postsecondary institutions that had tried to create such programs but eventually closed because of a lack of demand. To respond to that concern, states offered support in the form of marketing for postsecondary institutions to build awareness and generate interest among veterans.

*Job Expectations.* States indicated that some veterans leaving the military have expectations for salaries, benefits and career advancement that are hard to meet in the civilian workforce. That can arise in part from differences between the military and civilian sectors in the skill sets and the skill levels required, as well as differences in the value accorded a given skill set by the military and civilian sectors. Therefore, when policymakers are assessing a civilian occupation, they will benefit from understanding the extent to which that occupation is likely to support a standard of living at least on par with military service. An example is that emergency medical skill at the EMT level is sufficient to support an adequate standard of living while within the military, but emergency medical skill at a (higher) paramedic level is required to command civilian pay and benefits that are comparable to those of a military EMT.

*Lack of Stakeholder Engagement.* States struggled to make progress on accelerated pathways for veterans without the full support of licensing boards and postsecondary institutions. States indicated that engagement from the governor's office helped encourage decision-makers in those institutions to pursue this work. States additionally noted that in some cases the lack of engagement resulted from a lack of capacity within licensing boards and education partners. It was difficult for licensing board and education leaders to devote resources or develop the capacity to accelerate pathways for veterans, especially for those who did not view that as part of their board's mission. Other state leaders noted that licensing and education leaders had negative views about veterans' ability to succeed in accelerated programs and civilian occupations.

*Lengthy Processes.* It took the demonstration states significant amounts of time to identify options, develop specific requests for stakeholders, and educate decision-makers. Further, the processes for reviewing and approving bridge courses and regulatory changes were lengthy. For example, the curricula for bridge courses often required approval by state higher education authority and licensing boards, and further approval by each of the individual postsecondary institution's board. It was difficult for the demonstration state leaders to maintain momentum throughout such a long process. The length of the process also left the projects vulnerable to staff turnover within the project team.

## **Implementation Supports**

*Leadership from Governor.* In demonstration states, representatives from the governor's office either led the state's team or worked closely with the team leader. This type of leadership helped to keep the various stakeholders engaged throughout the lengthy processes described above. It also helped to engage the necessary state agencies and stakeholders to implement state strategies. For many of the stakeholders, veterans' employment is not their primary mission, even though these stakeholders are vital to making real changes. Governors can elevate veterans' employment as part of a statewide agenda, rendering it a priority across agencies, and promote constructive cross-agency partnerships. For example, an important cross-agency partnership for advancing state strategies was between state licensing boards and postsecondary education institutions. State licensing boards and education institutions have existing, complementary responsibilities for developing and approving education and training programs that lead to licensure for civilian workers. As a result, the support of both is critical, as neither constituency has complete authority to develop and implement an accelerated pathway on its own.

*Existing Accelerated Pathways.* The demonstration states benefitted from existing examples of accelerated pathways. Those existing programs helped inform dialogue about the feasibility of state strategies with state licensing boards and postsecondary institutions. States also indicated that having examples of fully realized programs helped accelerate the development and implementation of their own accelerated pathways. Specifically, at the beginning of the demonstration, the GateWay Community College in Phoenix, Arizona had just completed the process of developing and gaining state licensing board approval for an accelerated LPN pathway for veterans, based on the NCSBN gap analysis. Four demonstration states consulted directly with the director of the GateWay program. In the end, two demonstration states adopted the GateWay model as the model for their accelerated LPN programs.

*Specificity in Legislation and Executive Orders.* States indicated that legislation and executive orders directing licensing boards to award credit for military training and experience were more effective when they focused on specific occupations. For example, although not a demonstration state, legislation in Arizona specifically required the state's nursing board to identify accelerated

options for veterans.<sup>43</sup> That created an incentive for a community college to propose to develop a bridge program for LPNs, as well as an incentive for the nursing board to collaborate with that community college. Accordingly, the nursing board pre-approved the program at the conceptual stage and approved the final curriculum that was developed within a year of the legislation passing. In Illinois, the governor signed an executive order that designated the Department of Veterans' Affairs the lead agency for providing a specific timeline for identifying gaps between military and civilian licensed occupations.<sup>44</sup> In both cases, it was easier for each of the governors to hold stakeholders accountable because of the specificity of the law and executive order.

*Existing Gap Assessments.* States were able to use existing assessments of the gaps between military and civilian training completed by national associations of state licensing boards. For example, the report by the National Council of State Boards of Nursing provided the states with a foundation and a template for developing accelerated pathways. That organization compared a standard civilian curriculum for the Licensed Practical Nurse (LPN) occupation with the training curricula for four different categories of Army, Navy and Air Force Medics, identifying for each civilian curriculum element the extent to which the four military curricula met the civilian standard. All six demonstration states targeted the development of accelerated pathways to LPN, and although state licensing boards do not implement pathways based on those national assessments alone, such assessments can serve as facilitators of implementation, making it easier for the states to engage licensing boards with a tangible example and a starting point.

*Targeting Partners Friendly to Veterans Education.* Demonstration states targeted all institutions of higher education that provide education and training services to meet the needs of veterans, and focused on them as potential partners for accelerated pathways. As referenced earlier, the demonstration states used the Servicemembers Opportunity Consortium to identify schools that have veteran-friendly policies.<sup>45</sup> States additionally used the American Council on Education's Toolkit for Veteran Friendly Institutions for institutions of higher education.<sup>46</sup>

## **Conclusion**

States participating in the demonstration project took steps to identify the skills veterans earned in the military, translate them in a way that civilian licensure boards will accept, and help veterans take advantage of accelerated pathways for civilian licenses. States identified opportunities to waive tests and training, and created new courses to fill skills gaps without requiring veterans to undergo duplicative training to transition to the civilian workforce. Appendix III provides a detailed overview of state strategies by occupation and describes state progress and results to date on those strategies.

The demonstration states' collective experiences provide learning opportunities for other states interested in using legislation or executive orders to create accelerated pathways and implement strategies for licensure and certifications for veterans. There is no standard solution for states to create accelerated pathways for veterans, as licensing and certification strategies are often state- and occupation-specific. However, the experiences from this demonstration offer states strategies that correspond to the specific barriers or requirements that veterans might encounter. Those

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<sup>43</sup> [Arizona HB2076](#).

<sup>44</sup> Governor Pat Quinn, "[Executive Order Applying Relevant Military Education and Training Obtained by Illinois Servicemembers to Professional Licensing Standards](#)," Executive Order 2 (2013).

<sup>45</sup> [Servicemembers Opportunity Colleges](#), Accessed August 5, 2015.

<sup>46</sup> American Council on Education, "[Toolkit for Veteran Friendly Institutions](#)," Accessed August 5, 2015.

strategies include documenting veterans' skills, filling training gaps, and removing administrative requirements without jeopardizing public safety.

As states look to implement those strategies, the Veterans Licensing and Credentialing Demonstration project was instrumental in establishing that no single entity or agency has the full range of information and capacity to establish accelerated pathways. Both the technical knowledge needed to identify strategies, and the authority to make changes, are spread across multiple agencies and sectors. Vital to the process is communication that occurs to support licensure and certification for veterans among state agencies, the federal government, the military, educational institutions, and the private sector. Demonstration states relied on their partners for the information needed to identify and implement strategies, and get the right information out to veterans. Against that backdrop the cross-agency and stakeholder teams, assembled at the beginning of the demonstration, helped sustain progress to serve the nation's transitioning servicemembers and veterans.

## Part Two: Demonstration Cost Study

Section 237 of Veterans' Opportunity to Work to Hire Heroes Act of 2011 (the VOW Act) directed the U.S. Department of Labor (DOL) to carry out a demonstration project at the state level to help separating members of the Armed Forces attain the licenses and certificates needed for civilian jobs. The assumption behind the demonstration project is that providing such credentials will make it easier for veterans to become employed after leaving the service.

To that end, the VOW Act directed DOL to identify the most cost-effective way to help veterans attain civilian credentials. One option is for the Department of Defense (DoD) to provide credentials to service members during active duty. Another option is for DOL and the Department of Veterans Affairs (VA) to pay for unemployment and training costs after separation. The VOW Act called on DOL to compare costs for the two alternatives. Appendix IV describes in detail why that comparison was not feasible within the scope of the demonstration project. The demonstration did provide information on cost reductions to the VA and DOL when veterans are provided with accelerated pathways to credentials, and that information is presented here. After analyzing the programs with the most complete data as of the end of the demonstration project, the findings were as follows:

The accelerated licensed practical nurse demonstrations (implemented in four states) resulted in:

- Potential time savings to licensure or certification of ten months for each participant, a 71 percent reduction in time compared to that necessary to move along the standard pathway;
- Potential avoided costs under the GI Bill of \$18,000 for each participant, (\$3,900 in tuition benefits and \$14,200 in Military Housing Allowance (MHA) benefits), a 68 percent reduction in benefit costs compared to the standard pathway; and
- The possibility of reduced costs for Unemployment Compensation for Ex-Service members (UCX) in other states, although no reductions were observed in the demonstration states.

The accelerated paramedic demonstrations (implemented in three states) resulted in:

- Potential time savings to licensure or certification of four months for each participant, a 29 percent reduction in time compared to that necessary to move along the standard pathway;
- Potential avoided costs under the GI Bill of \$7,400 for each participant, (\$1,750 in tuition benefits and \$5,650 in monthly housing allowance benefits), a 28 percent reduction in GI Bill costs compared to the standard pathway; and
- No potential reductions in cost for UCX benefit.

### *Objective of Cost Study*

The primary objective of the cost study is to estimate potential federal cost savings from veterans' participation in an accelerated pathway leading to a license or credential. Accelerated programs that recognize the training and experience veterans received in the military and avoid requiring duplicative training allow veterans to earn a credential in less time than other programs. When that happens, the federal government may spend fewer dollars on benefits claimed, as a veteran completes the program and searches for employment more quickly. Because the number of

demonstration states was limited, it is important to keep in mind that the estimates presented here are examples of specific programs and circumstances that provide evidence of cost savings, though in a limited fashion. The remainder of the report describes the approach taken to analyze the key federal costs in the context of the demonstration states' accelerated programs, presents the findings of the cost study in specific occupational areas, and addresses the federal cost of providing employment services to veterans.

## *Cost Study Methodology and Analysis*

Each of the six demonstration states selected up to three high-demand occupations, which include:

- Bus and Truck Driver
- Police Patrol Officer
- EMT/Paramedic
- Licensed Practical Nurse (LPN)
- Registered Nurse (RN)
- Physical Therapy Assistant

Within the occupations, each state developed a strategy for accelerating a veteran's pathway to civilian licensure. In some instances, states determined that developing an accelerated program – whether as a bridge program or providing advanced standing – was not the best approach for streamlining veterans' transition to civilian credentials. In other instances, the complexities of licensing requirements delayed development. As a result, accelerated pathways were not available for comparison for each occupation by the end of the demonstration project (see Exhibit 5).

### **Exhibit 5: Occupations Not Included in Cost Study Analysis**

**Bus Driver/Commercial Driver's License:** One state selected this occupational area and identified streamlined pathways for veterans to obtain a commercial driver's license (CDL), including through the Military Skills Test Waiver. Although those activities improve veteran options to pursue a CDL, at this time to they do not add new options that reduce duplicative training in a way that has federal cost implications. Future efforts are focused on employment opportunities and development of a gap training course. Once developed the gap training course could have federal cost implications, however, a current lack of specific program data rules out its inclusion in the cost study.

**Police Patrol Officer:** Selected by four demonstration states, strategies included amending state waiver processes for veterans to take exams, reducing experience requirements for veterans, and assessing demand for a bridge program. Currently one state is revising its training curriculum, after which gaps between military and civilian training can be evaluated. Legislative changes and experience waivers in the application process help make entrance into law enforcement more accessible to veterans, but do not have cost implications for the federal government in the key areas examined in this study.

**Emergency Medical Technician:** Targeted veterans holding a valid National Registry of Emergency Medical Technicians (NREMT) certification are able to apply for an Emergency Medical Technician (EMT) license in all demonstration states, some because of efforts undertaken as a result of the demonstration project. The efforts of the states to ease the transition to EMT during the demonstration were administrative and regulatory in nature and did not have federal cost implications. Many state efforts were focused on assisting veterans in reaching the higher level of paramedic certification and the results of those efforts are included in the cost study.

**Physical Therapy Assistant:** Two states explored licensing of physical therapy assistants but lack of demand and concerns about the potential effect of implementing a bridge program on the status of an educational institution's accreditation have slowed development in the area. Because of a lack of program data, the occupation was not included in the cost study.

## Exhibit 5: Occupations Not Included in Cost Study Analysis

**Registered Nurse:** One state included an accelerated program leading to RN licensure at the Associate degree level, which was effectively a continuation of that state's accelerated LPN program. The accelerated RN program was available to all participants who successfully completed the accelerated LPN program. Cost data were compiled for the accelerated RN program, as well as the accelerated LPN program. However, since it was the only accelerated program for RNs, it was decided not to include those results in this report.

States that chose to pursue development of accelerated programs designed to reduce time spent in duplicative training were the most likely to have program-level data available to compare with standard pathways, in contrast to states that developed other types of strategies. In order to produce the most meaningful comparisons, the focus of the cost study was narrowed to the occupations where specific demonstration data were available – licensed practical nurse (LPN) and paramedic. Those data include duration of programs, credit hours required, and program locations for both standard and accelerated pathways.

### Categorization of State Demonstration Programs for Cost Study

In the occupational areas of LPN and paramedic, the strategies chosen by each state were assessed to determine the status of implementation and the sufficiency of available data quality and detail. The states' accelerated programs can be generally described using two models. In the first model, a bridge program (or set of courses) was designed to completely fill in the gaps between military education and training and civilian education and training. Upon completion of the bridge program, participants are eligible to sit for the occupational license exam. The second model also creates a bridge program to fill in education and training gaps; however, at the completion of the bridge program, participants are mainstreamed into the standard curriculum for the remainder of the program. Understanding how different states' bridge programs are structured is important when evaluating cost components and making comparisons across states.

In addition to differences between the models, some states were able to identify existing accelerated programs already available to the general public. States chose to highlight those programs in the demonstration project with the goal of expanding their availability to and use by a greater number of veterans. Accelerated programs included those with a supplementary bridge course. Program specific data were readily available for those accelerated pathways.

The availability of data from states developing bridge programs was primarily driven by the implementation status of the program. For purposes of the cost study, the state programs for LPN and paramedic were categorized into one of three status phases: conceptual, implementation in process, or operational.

- States in the conceptual phase are engaged in planning, during which a state might be gathering information about its licensing requirements in an occupation, reviewing educational programs in their state, researching accelerated programs in other states, considering employment statistics, and making decisions about what is appropriate for their state. Also included in this phase are states that have completed the above activities and made a decision on their approach to developing an accelerated program, but are still designing the program.

- States in the implementation phase have completed the accelerated program design and are working towards enrolling participants pending final approval from all stakeholders. Curriculum design is complete, program locations have been finalized, and educational institutions are ready or nearly ready to enroll participants.
- Operational status means that the accelerated programs have completed all planning, design, and approval activities and have enrolled participants. States with existing accelerated programs are considered to be operational.

Exhibit 6 categorizes the status of the state demonstration projects for the LPN and paramedic occupations. Sufficient, detailed data were available from programs that are operational or in the process of implementation. Those programs were included in the quantitative analysis of the cost study. Although demonstration states in the conceptual phase may be fairly well along, programs in that phase were not included in the cost study analysis since data on specific program details were not available at this time.

<b>Exhibit 6: State Demonstration Programs by Occupation, Program Status and Program Type for LPN and Paramedic</b>		
<i>Occupation/Program Status</i>	<i>Program Type</i>	
	<i>New Accelerated/Bridge Program</i>	<i>Existing Accelerated/Bridge Program</i>
<b>LPN</b>		
Operational	Illinois Nevada	Wisconsin
Implementation in process	Minnesota	
Conceptual	Iowa Virginia	
<b>Paramedic</b>		
Operational		Minnesota Virginia
Implementation in process	Illinois	
Conceptual	Nevada Iowa	

### **Cost Study Data Elements**

To estimate the potential cost savings, the cost study focused specifically on the following federal costs:

- The cost to VA for GI Bill benefits, including the costs of both the tuition benefit and the monthly housing allowance benefit<sup>47</sup>;
- The cost to DoD for Unemployment Compensation for Ex-Service members (UCX); and
- The cost to DOL for the delivery of selected employment services.

<sup>47</sup> The estimated cost savings to the VA are attributable to a potential deferred use of the Post 9/11 GI Bill tuition and Housing Allowance benefits upon receipt of an occupational license or certification and employment of the participant.

The NGA Center’s experience implementing the demonstration project indicates that those are the salient costs and, as indicated in the Exhibit 7 and detailed in Appendix IV, they correspond to the three key cost criteria identified in the VOW Act. Each of those cost elements, with information on program dynamics pertinent to the cost study methodology are described below.

<b>Exhibit 7: VOW Act Cost Elements</b>	
<i>Cost Element</i>	<i>VOW Act Criterion</i> <sup>48</sup>
To the VA for GI Bill benefits	(A) providing educational and housing assistance under laws administered by the Secretary of Veterans Affairs to veterans to obtain credentialing and licensing for civilian occupations that are similar to such military occupational specialties;
To DoD, DOL and states for UCX/UI	(B) providing assistance to unemployed veterans who, while serving in the Armed Forces, were trained in a military occupational specialty; and
To DOL for employment services	(C) providing vocational training or counseling to unemployed veterans.

### *GI Bill Benefits*

The GI Bill benefits are provided by a series of programs that have changed over a long statutory history. Although it is not a singular benefit, all veterans with at least 90 days of active duty service since September 10, 2001 qualify for the Post-9/11 GI Bill.<sup>49</sup> Because of that breadth of eligibility for the Post-9/11 GI Bill and the relative generosity of its benefits compared with other GI Bill programs, most veterans take advantage of the Post-9/11 GI Bill. Therefore, the GI Bill cost estimates for the cost study are based on that version of the GI Bill benefit. The cost estimates include two components:

- **GI Bill Tuition Benefit:** Tuition costs were the first data element examined to determine the potential cost savings of an accelerated program. One component of the Post-9/11 GI Bill benefit is the payment of up to 36 months of tuition and fees for approved educational programs. For a public school, all tuition and fees are paid at the in-state student level. Veterans attending a private school are restricted to a maximum reimbursement level set each year. For the FY 2014-2015 academic year, the maximum reimbursement level for a private or foreign school is set at \$20,235.02 per academic year.<sup>50</sup> In calculating tuition benefits, the cost study assumes that veterans will be full-time students eligible for 100 percent reimbursement by the VA.

For the cost study, current tuition rates at the educational institutions hosting the accelerated programs were collected allowing total tuition costs for a standard educational pathway and an accelerated pathway to be calculated by multiplying the number of credit hours in each pathway by the institution’s tuition cost per credit hour. The difference in tuition costs between the standard pathway and the accelerated pathway is the potential per participant cost savings for the GI Bill program. The percentage

<sup>48</sup> VOW to Hire Heroes Act of 2011, Section 237(b)(1)

<sup>49</sup> U.S. Department of Veterans Affairs, Post-9/11 GI Bill Eligibility for Active Duty Veterans; accessible at: [https://gibill.custhelp.com/app/answers/detail/a\\_id/947](https://gibill.custhelp.com/app/answers/detail/a_id/947)

<sup>50</sup> U.S. Department of Veterans Affairs, Post-9/11 GI Bill (Chapter 33) Payment Rates for 2014 Academic Year (August 1, 2014-July 31, 2015); accessible at: [http://www.benefits.va.gov/GIBILL/resources/benefits\\_resources/rates/ch33/ch33rates080114.asp](http://www.benefits.va.gov/GIBILL/resources/benefits_resources/rates/ch33/ch33rates080114.asp).

decrease in costs between the pathways was also calculated to allow a more standardized comparison of potential cost savings across demonstration states. For bridge programs implemented by private postsecondary schools, tuition benefits were limited to the maximum reimbursement level set by the VA for programs at private institutions.

- **GI Bill Monthly Housing Allowance Benefit:** The Monthly Housing Allowance (MHA) is another component of the Post 9-11 GI Bill for eligible veterans to help with housing costs while pursuing education and training. For the cost study, the MHA was identified as an area of potential cost savings to the VA based on accelerated educational programs. Veterans participating in accelerated programs are expected to have a reduction in the number of months of benefits claimed, resulting in potential savings to the VA. As with the tuition benefit, the cost study assumes that participants were eligible to claim 100 percent of the MHA as full-time students. As such, the data presented in the cost study would be the maximum amount of potential savings per participant.

The GI Bill monthly housing allowance benefit is based on DoD's Basic Allowance Housing (BAH) rate for an E-5 with dependents. Although it is a federal cost, the monthly housing allowance is determined at the local level based on the zip code of the postsecondary institution that the veteran is attending. Therefore, the monthly housing allowance benefit for the cost study was estimated for the specific schools in each state that agreed to implement accelerated programs. For states with programs at multiple institutions, an average of the MHA benefit was used for the deferred cost calculations.

To calculate the potential MHA cost deferred per participant, the length of the standard and accelerated pathways (in months) was multiplied by the MHA for the program location to determine the total MHA cost over the duration of the occupational education program. The difference between the standard and accelerated pathways represents the potential per participant MHA costs.

### *Unemployment Compensation*

The second component of federal costs examined in the cost study is UCX, which is funded by the military service from which the veteran separated. The basic Unemployment Insurance (UI) benefit program is available to all workers, including veterans who gain eligibility in the civilian workforce. However, since the federal role in funding UI benefits is much less straightforward than the federal role in funding UCX benefits, the cost analysis focused exclusively on UCX benefits.

In considering potential UCX benefit savings, two principles were observed and adopted. First, calculating a reduction in the UCX benefit level based on its association with an accelerated learning pathway is possible only for those demonstration states that consider attendance under the GI Bill to be "state approved training." States could grant that status for GI Bill training, for all training for veterans, or for all training for recently separated veterans. For those states that consider the training to be state approved, the requirement for veterans to demonstrate their availability and willingness to accept work (the work test) is waived as a condition of UCX eligibility. If training is not state approved, veterans attending school under GI Bill benefits are not exempt from meeting the work test as a condition of their eligibility for UCX benefits. Therefore, the first principle adopted is to calculate the cost of UCX benefits for only those demonstration states that consider participation in accelerated training pathways to be state approved training.

The second principle adopted is that the maximum amount of UCX savings calculated is 26 weeks of benefits because that is a common maximum benefit duration under state laws. Therefore, the cost study restricts the benefit savings to UCX savings only, and does not attempt to calculate UI savings.

Where UCX benefit savings are calculated, the potential costs savings are calculated per participant based on the number of weeks of benefits reduced multiplied by the average state UCX benefit level. Demonstration states provided average weekly benefit payment information on a quarterly or yearly basis for use in the cost study.

### *Employment Services*

The third component of federal costs examined in the cost study is the cost to DOL for employment services. Those services are delivered by state workforce agencies, part of the Employment Service created by the Wagner-Peyser Act of 1933, which receive federal grants that fund the various public workforce programs. Unlike the savings in the other two cost areas, the potential savings in employment service costs are not calculated on the basis of acceleration in the amount of time required to complete training. Instead, for each state a cross-program, per-veteran cost is calculated based on the costs for a combination of the state's Wagner-Peyser services and Jobs for Veterans State Grants (JVSG) services.

The Wagner-Peyser and JVSG programs are nested or tiered, with participation becoming more selective as the veteran moves from the Wagner-Peyser program to the JVSG program. As a result, every veteran who receives JVSG services also, by definition, receives Wagner-Peyser services because registration with the Wagner-Peyser program serves as the entry point to the public workforce system. However, not every veteran who receives Wagner-Peyser services receives JVSG services; JVSG services are reserved for veterans who are expected to benefit from receiving the intensive services available through that program.

The cross-program, per-veteran cost is calculated by determining the proportion of each program's costs that is devoted to serving veterans, summing the costs allocated to veterans' services by the two programs, and calculating the average by dividing the combined costs of the two programs by the number of veterans served by the Wagner-Peyser program. This approach provides an estimate of the potential savings in employment services based on the potential amount saved per veteran, which parallels the savings per veteran participant calculated for the accelerated programs.

### *Costs Not Included*

A veteran pursuing a certification or license incurs many other costs, including but not limited to books, uniforms, and lab fees. Participating in an accelerated program will reduce those cost but an estimate is not included in this study because gathering data for all potential program fees for both standard and accelerated programs is beyond the scope of this study. It should be noted that for some costs, such as certification and licensing exam fees, the cost to the GI Bill program would be the same under either an accelerated or standard pathway. Also, although incidental costs are significant for the individual veteran, the larger (and clearer) picture of potential federal cost savings comes from the examination of tuition and monthly housing allowance benefits of the GI Bill for participants in accelerated programs.

## Caveats and Limitations

The cost study findings presented in the following sections must be prefaced by the following caveats and limitations.

- The cost study does not evaluate the state demonstration projects by attempting to isolate the causal effect of credentialing strategies on veterans' unemployment, credential attainment, or associated costs either through statistical analysis of aggregate data or longitudinal analysis of data on pathway participants. Because of the small number of states in the demonstration project, individual state data should be considered as observational or anecdotal.
- The cost study is not a cost-benefit analysis. While the study estimates the cost savings that are regarded as a potential benefit to the federal government, it does not include the federal costs for the demonstration. Further, it does not include outcomes (for example, benefits) because of data limitations and does not include other costs, such as the states' cost to develop accelerated programs or the individual costs incurred by veteran participants.
- The cost study attempts to estimate potential cost reductions using average cost figures and expected time saved for each veteran participating in an accelerated pathway who use their GI Bill benefits for eligible programs or collect UCX while participating, as applicable by state law. The resulting averages should be viewed as potential cost savings for the programs of the demonstration states. Other states developing future accelerated programs might expect to have similar potential cost savings, but actual reductions will depend on the specific programs developed and other local circumstances.
- The cost study does not take into consideration some policy implications of federal programs. For example, the Post 9/11 GI Bill tuition and monthly housing allowance benefits are based on full-time student status in VA-approved programs. For undergraduate enrollments, 12 semester or quarter hours are generally required for students to be considered full-time and to receive 100 percent of the eligible benefits. Accelerated programs may be structured differently than standard educational pathways and may require special consideration by the VA. For example, one state reported that courses in an accelerated program may be taken consecutively in a compressed format rather than concurrently as in a typical education program. Therefore, even though they earn the same number of credit hours as a full-time student, at any given time a veteran may be enrolled in only one course and earn a portion of the credit hours. That leaves them short of the full-time requirement even though they attend school full-time. Policy implications related to that example are not considered in the cost study. Veterans participating in the accelerated programs are assumed to be full-time students and costs per participant were calculated at 100 percent benefit levels.
- Finally, accuracy in data collection was dependent upon the status of the demonstration states' programs. Programs that are in the planning stages provided estimates and are used only if determined to be of sufficient quality and detail.

## Cost Study Findings

This section presents the cost study findings for the LPN and paramedic programs in the demonstration states. For each occupation, the type of data collected and the potential per participant cost savings of the accelerated programs are presented.

### LPN Programs

Four of the demonstration states implemented accelerated pathways for the licensed practical nurse (LPN) occupation. Illinois, Minnesota, and Nevada chose to develop bridge programs. Wisconsin elected to highlight an existing accelerated program that had not previously included veterans as a specific target group. Of the four LPN programs, three programs are operational (Illinois, Nevada, Wisconsin) and one is pending implementation (Minnesota). The LPN programs are offered by public community colleges with one exception. The existing LPN program option in Wisconsin is offered by a private university.

### LPN Cost Data

For each demonstration program, data were collected to calculate potential per participant savings. Data elements included the number of credit hours and the program length for both the accelerated pathway and the standard pathway, and tuition rates at the participating institutions. Zip codes for participating institutions were used to look up Monthly Housing Allowance rates allowed under the GI Bill; the states provided average weekly UCX benefits. Where programs were offered at more than one institution in a state, the GI Bill Monthly Housing Allowance and the tuition cost per credit hour were averaged across the zip codes and tuition rates of the participating institutions. Exhibit 8 displays the basic data collected for each demonstration state used in the calculations. As expected, although the programs in each demonstration state are different, the accelerated pathways offer an opportunity to complete an occupational education program more quickly.

Exhibit 8: LPN Standard and Accelerated Pathway Data by State				
Per Participant Data Elements	Demonstration States			
	Illinois	Minnesota	Wisconsin	Nevada
Credit hours – Standard	42	44	37	44
Credit hours – Accelerated	6	30	8	15
Time in Program (months) – Standard	21	9	10	16
Time in Program (months) – Accelerated	2	7	2	5
Tuition per credit hour	\$167	\$219	\$735	\$90
Program location (zip code)	61635, 60431	55811	53718	89146
GI Bill monthly housing allowance	\$1,429	\$1,302	\$1,551	\$1,347
Average UCX weekly benefit	\$459	\$338	\$365	Not available

### Potential GI Bill Tuition Savings

For each accelerated LPN program in the demonstration states, Exhibit 9 displays the potential per participant amount of GI Bill tuition costs that are deferred, along with the corresponding proportion of the GI Bill tuition costs that are deferred. For the four states together, an accelerated LPN pathway potentially reduced the average per participant cost of tuition by nearly two-thirds (64 percent). However, cross-state averages call for careful interpretation because: a) they are based on a small number of programs; and, b) there are notable differences among the states. For example the Illinois, Wisconsin and Nevada programs have the potential to reduce per participant tuition costs by 86, 66, and 71 percent respectively. In contrast, Minnesota’s program has the potential to reduce per participant tuition costs by 32 percent.

Importantly, the higher tuition costs for the private institution in Wisconsin exert influence on the average potential per participant savings. If only the programs at the public institutions in the other three states are included, the average potential per participant savings in the cost of tuition is \$3,897, which is 40 percent less than the average of \$6,512 for all four states. For that reason, Exhibit 9 includes a calculation of the averages for all four states, as well as adjusted averages for the three states with programs at public community colleges. Since the adjusted averages provide more conservative estimates of the savings in tuition costs generated by the demonstration programs, the adjusted averages are applied as the key estimates of savings for this data element.

<b>Exhibit 9: LPN Pathway Comparison - Potential Tuition Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Total Tuition Costs by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Illinois	\$7,014	\$1,002	\$6,012	-86%
Minnesota	\$9,647	\$6,578	\$3,069	-32%
Nevada	\$3,960	\$1,350	\$2,610	-66%
Wisconsin*	\$20,235	\$5,880	\$14,355	-71%
Averages	\$10,214	\$3,702	\$6,512	-64%
Adjusted Averages**	\$6,874	\$2,977	\$3,897	-57%

\* Tuition is limited to maximum yearly reimbursement for private schools.  
 \*\* Adjusted Averages include the three states with programs offered by public community colleges.

### Potential Time Savings

A key component of the potential amount of the deferred GI Bill costs stems from the amount of time saved by a veteran who has an option to complete an accelerated program. In addition to the benefit to the veteran of completing the necessary training or education and moving into employment sooner, a shorter amount of time spent in a program has potential benefits to the federal government as well. Those potential benefits come in the form of fewer months of Monthly Housing Allowance benefits claimed under the GI Bill.

Exhibit 10 presents the potential time saving for each participant in an accelerated LPN program in the demonstration states. The time savings data also are applied to calculate the Monthly Housing Allowance and UCX benefit savings. However, looking at potential time saved as an independent data element is useful to illustrate a non-monetized difference between standard and

accelerated pathways in the demonstration states. As shown in Exhibit 10, a veteran participating in an accelerated program in the demonstration states has the potential to save, on average, ten months of education and training time. That is potentially a 71 percent reduction in training time for a participant in the accelerated program compared to the standard LPN programs at participating institutions. Similar to tuition savings, the Illinois, Wisconsin and Nevada programs have the potential to reduce per participant time by 90, 69 and 80 percent respectively. Minnesota’s program has the potential to reduce per participant time by 22 percent.

<b>Exhibit 10: LPN Pathway Comparison - Potential Time Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Time in Program (months) by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Months</i>	<i>Percent Change</i>
Illinois	21	2	19	-90%
Minnesota	9	7	2	-22%
Nevada	16	5	11	-69%
<b>Wisconsin</b>	10	2	8	-80%
Averages	14	4	10	-71%

*Potential GI Bill Monthly Housing Allowance Savings*

The Monthly Housing Allowance (MHA) is the second component of the benefits provided to eligible veterans by the Post 9-11 GI Bill. The allowance subsidizes the housing costs of veterans who are pursuing education or training. As noted above, the cost study assumed participants were eligible to claim 100 percent of the MHA as full-time students. As such, the data presented in the cost study is the maximum amount of potential per participant savings.

To calculate the cost savings, the length of the standard and accelerated programs (in months) was multiplied by the MHA to determine the total MHA costs over the duration of the occupational education program with the difference between the standard and accelerated pathway representing the potential MHA savings per participant. Exhibit 11 presents the potential MHA savings for the LPN programs in each demonstration state and the overall average. As shown, the average potential per participant MHA costs avoided for an accelerated LPN program was \$14,247. That represents a 72 percent reduction compared to the MHA benefits for participants in standard LPN programs. As with tuition savings and time savings, the Illinois, Wisconsin and Nevada programs have the potential to reduce per participant MHA costs by 90, 69, and 80 percent respectively. Minnesota’s program has the potential to reduce per participant MHA costs by 22 percent.

<b>Exhibit 11: LPN Pathway Comparison - Potential Monthly Housing Allowance (MHA) Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Total MHA Costs by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percentage Change</i>
Illinois	\$30,020	\$2,859	\$27,161	-90%
Minnesota	\$11,718	\$9,114	\$2,604	-22%

<b>Exhibit 11: LPN Pathway Comparison - Potential Monthly Housing Allowance (MHA) Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Total MHA Costs by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percentage Change</i>
Nevada	\$21,552	\$6,735	\$14,817	-69%
Wisconsin	\$15,510	\$3,102	\$12,408	-80%
Averages	\$19,700	\$5,453	\$14,247	-72%

*Summary of Potential LPN Savings*

Exhibit 12 presents the average savings generated by the four accelerated LPN demonstration programs for all three data elements detailed above. As noted previously, the higher tuition cost at the private institution in Wisconsin exert undue influence on the calculation of the first data element examined, tuition savings. Therefore, for that data element, Exhibit 12 shows the adjusted averages based on the tuition savings for the other three states as more conservative estimates of the tuition savings generated. For the second and third data elements examined (time savings and MHA savings), the averages based on all four states provide reasonable estimates of the potential savings. The relatively high level of confidence in the averages for those two data elements is based on the fact that the demonstration programs in three of the four states (Illinois, Nevada and Wisconsin) generated consistently high levels of potential savings. For those two data elements, the potential proportions of the time reduced and the potential proportions of MHA costs deferred were consistently 69 percent or higher for all three states.

<b>Exhibit 12: LPN Pathway Comparison - Average Potential Savings per Participant Across Demonstration States</b>				
<i>Cost Study Data Elements</i>	<i>Pathways</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Adjusted Average Tuition*	\$6,874	\$2,977	\$3,897	-57%
Average Time in Program (months)	14	4	10	-71%
Average Housing Allowance	\$19,700	\$5,453	\$14,247	-72%

\* Adjusted Average includes the three states with programs offered by public community colleges.

*Potential Combined GI Bill Savings*

The preceding discussion summarized the savings generated by the LPN demonstrations for each of the three data elements. Two of the data elements (tuition savings and MHA savings) accrue to the GI Bill. Accordingly, Exhibit 13 presents the combined GI Bill savings for the accelerated LPN programs in the demonstration states. The average combined per participant cost for tuition and MHA for the accelerated programs was \$8,430, compared with an average combined per participant cost of \$26,574 for the standard programs. Thus, the accelerated programs generated an average potential per participant savings of \$18,144 in GI Bill benefits, thereby deferring the cost of GI Bill benefits by an average of 68 percent.

<b>Exhibit 13: Summary LPN Pathway Comparison - Average Potential GI Bill Savings per Participant Across Demonstration States</b>				
<i>Cost Study Data Elements</i>	<i>Pathways</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Adjusted Average Tuition*	\$6,874	\$2,977	\$3,897	-57%
Average Housing Allowance	\$19,700	\$5,453	\$14,247	-72%
Average Combined GI Bill Benefit Costs	\$26,574	\$8,430	\$18,144	-68%
* Adjusted Average includes the three states with programs offered by public community colleges.				

## Paramedic Programs

Three demonstration states implemented accelerated pathways for the paramedic occupation. Illinois chose to develop a bridge program. Minnesota and Virginia elected to build upon existing accelerated programs that had not previously included veterans as a specific target group. The Illinois program is pending implementation and the Minnesota and Virginia programs are operational. All three paramedic programs are or will be offered by public community colleges.

### *Paramedic Cost Data*

For each demonstration program, data were collected to calculate potential per participant savings. Data elements included the number of credit hours and the program length for both the accelerated pathway and the standard pathway, and tuition rates at the participating institutions. Zip codes for participating institutions were used to look up Monthly Housing Allowance rates allowed under the GI Bill, and the states provided average weekly UCX benefits. Where programs are offered at more than one institution in a state, the GI Bill Monthly Housing Allowance and the tuition cost per credit hour are averages across the zip codes and tuition rates of the participating institutions. Exhibit 14 displays the basic data collected for each demonstration state used in the calculations. As expected, although the programs in each demonstration state are different, the accelerated pathways offer an opportunity to complete an occupational education program more quickly.

<b>Exhibit 14: Paramedic Standard and Accelerated Pathway Data by State</b>			
<i>Per Participant Data Elements</i>	<i>Demonstration States</i>		
	<i>Illinois</i>	<i>Minnesota</i>	<i>Virginia</i>
Credit hours – Standard	35	56	47
Credit hours – Accelerated	24	44	36
Time in Program (months) – Standard	14	13	22
Time in Program (months) – Accelerated	9	10	6
Tuition per credit hour	\$120	\$180	\$164
Program location (zip code)	61635, 60431, 62221	55110	23510
GI Bill monthly housing allowance	\$1,355	\$1,512	\$1509
Average UCX weekly benefit	\$459	\$338	\$367

*Potential GI Bill Tuition Savings*

Exhibit 15 presents the potential amounts and proportion of tuition costs covered by the GI Bill, and that are deferred for each participant in the accelerated paramedic program in the three demonstration states, and as well as the average amount and the proportion across all three states. On average the accelerated paramedic pathway generated potential savings of \$1,761 in tuition costs for each participant, about a one-fourth reduction (24 percent). For that data element, the three states are closely clustered with a high tuition cost savings of \$2,160 and a low of \$1,316.

<b>Exhibit 15: Paramedic Pathway Comparison - Potential Tuition Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Total Tuition Cost by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Illinois	\$4,188	\$2,872	\$1,316	-31%
Minnesota	\$10,080	\$7,920	\$2,160	-21%
Virginia	\$7,724	\$5,917	\$1,807	-23%
Averages	\$7,331	\$5,570	\$1,761	-24%

*Potential Time Savings*

As indicated previously, a key component of GI Bill savings stems from the amount of time saved by a veteran who has an option to complete an accelerated occupational program. The shorter duration of an accelerated program potentially benefits the federal government in the form of fewer months of MHA benefits claimed under the GI Bill.

Exhibit 16 presents the potential time savings per participant for accelerated paramedic programs in the demonstration states. A veteran participating in an accelerated program in a demonstration state has the potential to save, on average, eight months of education and training time. That is a 50 percent time reduction compared to a standard paramedic program at participating institutions. However, cross-state averages call for careful interpretation because: a) they are based on a small number of programs; and, b) there are notable differences among the states.

Specifically, the standard paramedic program in Virginia is the longest at 22 months, in contrast to the standard paramedic programs in Illinois and Minnesota at 14 and 13 months respectively. Additionally, the accelerated paramedic program in Virginia is the shortest at six months while the accelerated paramedic programs in Illinois and Minnesota are nine and ten months respectively. Because it has both the longest standard program and the shortest accelerated program, the Virginia demonstration has the potential to reduce the amount of time required by 16 months. In contrast, both the Illinois and Minnesota demonstrations have the potential to reduce the amount of time by five and three months respectively. Therefore, the magnitude of the difference in time between the standard and accelerated programs in Virginia exerts a strong influence on the average potential per participant time savings.

If only the demonstrations in Illinois and Minnesota are included, the average potential per participant time savings is four months in contrast to eight months if all three states are included. For that reason, Exhibit 16 includes both a calculation of the averages for all three states and

adjusted averages for the two states for which the difference in length between the standard and accelerated programs is less extreme. Since the adjusted averages provide more conservative estimates of the time savings generated by the demonstration programs, the adjusted averages will be applied as the key estimates of savings for this cost analysis data element.

<b>Exhibit 16: Paramedic Pathway Comparison - Potential Time Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Time in Program (months) by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Months</i>	<i>Percent Change</i>
Illinois	14	9	5	-36%
Minnesota	13	10	3	-23%
Virginia	22	6	16	-73%
Averages	16	8	8	-50%
Adjusted Averages*	14	10	4	-29%

\* *Adjusted Averages exclude Virginia because that state's time savings appear atypical.*

*Potential GI Bill Monthly Housing Allowance Savings*

The MHA is the second component of the benefits provided to eligible veterans by the Post 9-11 GI Bill. The allowance subsidizes the housing costs of veterans who are pursuing education or training. As noted above, the cost study assumed participants were eligible to claim 100 percent of the MHA as full-time students. As such, the data presented in the cost study would be the maximum amount of potential savings per participant.

To calculate the potential cost savings for each participant, the length of time of the standard and accelerated programs (in months) was multiplied by the MHA to determine the total MHA cost over the duration of the demonstration programs, with the differences between the standard and accelerated pathways representing the potential per participant amount of MHA costs avoided. Exhibit 17 presents the potential MHA savings for the paramedic programs in each demonstration state and the overall averages. On average the potential of MHA costs that were deferred for a participant in an accelerated paramedic program was \$11,821. That represents a 49 percent reduction in cost compared to the MHA expenses for participants in standard paramedic programs, but once again those averages must be regarded with caution.

As indicated above: the magnitude of the difference in time between the standard and accelerated programs in Virginia exerts strong influence on the average potential per participant time savings; and the time savings data element is the primary driver of the total MHA savings. If only the programs in the other two states are included, the average potential per participant savings in MHA benefits is \$5,655, which is a 29 percent reduction in cost compared to standard programs. That contrasts with average savings of \$11,821 in MHA costs and a 49 percent reduction compared to standard programs if all three states are included. For that reason, Exhibit 17 includes both a calculation of the averages for all three states and adjusted averages for the two states with smaller differences in time between the standard and accelerated programs. Since the adjusted averages provide more conservative estimates of the savings in MHA costs generated by the demonstrations, the adjusted averages will be applied as the key estimates of savings for that data element.

<b>Exhibit 17: Paramedic Pathway Comparison - Potential Monthly Housing Allowance (MHA) Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Total MHA Costs by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Illinois	\$18,970	\$12,195	\$6,775	-36%
Minnesota	\$19,656	\$15,120	\$4,536	-23%
Virginia	\$33,198	\$9,054	\$24,144	-73%
Averages	\$23,941	\$12,120	\$11,821	-49%
Adjusted Averages*	\$19,313	\$13,658	\$5,655	-29%

\* Adjusted Averages exclude Virginia because that state's MHA savings appear to be atypical.

*Summary of Potential Paramedic Savings*

Exhibit 18 presents the average potential savings per participant generated across the three data elements detailed above. For the first data element examined (tuition savings), the averages provide reasonable estimates of the potential savings generated. Confidence in those averages is based on the fact that the potential savings generated in all three states by the demonstration programs were very comparable, with savings clustered between \$1,316 and \$2,160 and rates of reduction between 21 percent and 31percent.

As indicated above, the averages for time savings and MH benefits deferred cannot be considered to be reasonable estimates of the potential savings for those two data elements given the substantial difference in time between the standard paramedic program and the accelerated paramedic program in Virginia. Therefore, for those two data elements, Exhibit 18 includes the adjusted averages based on the time and MHA savings for the other two states as more conservative estimates of the savings generated.

<b>Exhibit 18: Summary Paramedic Pathway Comparison - Average Potential Savings per Participant Across Demonstration States</b>				
<i>Cost Study Data Elements (per participant)</i>	<i>Pathways</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Average Tuition Costs	\$7,331	\$5,570	\$1,761	-24%
Adjusted Average Time in Program (months)*	14	10	4	-29%
Adjusted Average Housing Allowance Costs*	\$19,313	\$13,658	\$5,655	-29%

\* Adjusted Averages exclude Virginia because that state's time/MHA savings appear atypical.

*Potential Combined GI Bill Savings*

The preceding discussion summarized the savings generated by the paramedic demonstrations for each of the three data elements described. Two of the data elements (tuition savings and MHA savings) accrue to the GI Bill. Accordingly, Exhibit 19 presents the combined GI Bill savings for the accelerated paramedic programs in the demonstration states. The average combined per participant cost for tuition and MHA for the accelerated programs was \$19,228, compared with an average combined per participant cost of \$26,644 for the standard programs. Thus, the accelerated programs generated an average potential per participant savings of \$7,416 in GI Bill benefits and deferred the cost of GI Bill benefits by an average of 28 percent.

<b>Exhibit 19: Summary Paramedic Pathway Comparison - Average Potential GI Bill Savings per Participant Across Demonstration States</b>				
<i>Cost Study Data Elements (per participant)</i>	<i>Pathways</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Average Tuition Costs	\$7,331	\$5,570	\$1,761	-24%
Adjusted Average Housing Allowance Costs*	\$19,313	\$13,658	\$5,655	-29%
Average Combined GI Bill Benefit Costs	\$26,644	\$19,228	\$7,416	-28%
* Adjusted Averages exclude Virginia because that state's MHA savings appear atypical.				

## Unemployment Compensation

### *Potential LPN UCX Benefit Savings*

The final cost-data element examined for the LPN and paramedic occupations was unemployment compensation, which is federally funded through UCX benefits. As discussed above, the cost study limited the consideration of unemployment compensation to UCX benefits. Two factors affected the use of UCX benefit data for the cost study. The first factor is related to the status of the demonstration states as work-test waiver states. Only states with a work-test waiver, that is those allowing UCX claimants attending accelerated education or training programs funded by the GI Bill to collect benefits without requiring them to be available for and seeking work, were included in the calculation of potential cost savings. For states without a work-test waiver, participants in either program (standard or accelerated) would have been required to meet the work test in order to remain eligible to collect UCX benefits, so no cost savings were calculated for those states. The second factor affecting the use of UCX benefit data is the 26-week limit that applies to UCX benefits. For the cost study, the time limit meant that only accelerated programs lasting less than 26 weeks (or six months) had potential UCX cost savings.

Exhibit 20 illustrates the effect both factors had on potential per participant savings in UCX benefits for the LPN programs. Illinois, Nevada and Wisconsin are not work-test waiver states, so veterans participating in GI Bill funded training in those states are not waived from meeting the work test in order to collect UCX benefits. As a result, for those three states there is no difference between standard and accelerated programs with respect to UCX benefits. The effect of the 26-week limit can be seen in the case of Minnesota. Since both the standard and accelerated programs in that state are longer than 26 weeks there is no difference in total UCX payments between the standard and accelerated programs.<sup>51</sup>

<b>Exhibit 20: LPN Pathway Comparison - Potential Monthly UCX Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Total UCX Benefits by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Illinois	Not a waiver state			
Minnesota	\$8,800	\$8,800	\$0	0%
Nevada	Not a waiver state			
Wisconsin	Not a waiver state			
Note: UCX benefits are limited to 26 weeks (6 months).				

### *Potential Paramedic UCX Benefit Savings*

Similar calculations were made for estimating UCX cost savings for the paramedic programs. Exhibit 21 illustrates the effects that the work test waiver and the 26 week limit have on the potential savings in UCX benefits for the paramedic programs. Illinois and Virginia are not waiver states, so veterans participating in GI Bill funded training in those states are not waived from meeting the work test in order to collect UCX benefits. As a result, for those two states there is no difference between standard and accelerated programs with respect to UCX benefits. For the

<sup>51</sup> Data used in UCX benefit calculations is found in Exhibit 21, LPN Standard and Accelerated Pathway Data by State.

demonstration state that is a waiver state, Minnesota, since both the standard and accelerated programs in that state are longer than 26 weeks there is no difference in total UCX payments between the standard and accelerated programs.<sup>52</sup>

<b>Exhibit 21: Paramedic Pathway Comparison - Potential UCX Savings per Participant by State</b>				
<i>Demonstration State</i>	<i>Total UCX Benefit by Pathway</i>		<i>Potential Savings</i>	
	<i>Standard</i>	<i>Accelerated</i>	<i>Amount</i>	<i>Percent Change</i>
Illinois	Not a waiver state			
Minnesota	\$8,800	\$8,800	\$0	0%
Virginia	Not a waiver state			
Note: UCX benefits are limited to 26 weeks (6 months).				

Although the programs in the demonstration states did not generate any cost savings for UCX benefits, examination of the data uncovers two key considerations. First, in order for an accelerated program to realize potential UCX savings, the program must be located in a waiver state and the program must not exceed six months. Second, some occupations may be more likely to meet the six-month program limit necessary to realize potential UCX savings. Exhibit 22 compares the accelerated programs' duration for the LPN and paramedic occupations. Looking only at the duration of the programs, three of the four accelerated LPN programs would have shown potential UCX benefits cost savings if all the states were waiver states. The accelerated paramedic programs, on the other hand, were all six months or longer, and none would have generated potential UCX savings notwithstanding waiver status. That suggests that potential UCX savings are less likely in the case of accelerated paramedic programs, even if the state offers a waiver from the work test, while accelerated LPN programs in waiver states may have more potential to generate UCX benefit savings.

<b>Exhibit 22: UCX Waiver Status and Length of Programs for LPN and Paramedic</b>		
<i>Occupation/Program Status</i>	<i>LPN</i>	<i>Paramedic</i>
<b>Waiver States</b>		
Minnesota	7 months	10 months
<b>Non-Waiver States</b>		
Illinois	2 months	9 months
Nevada	5 months	
Virginia		6 months
Wisconsin	2 months	

<sup>52</sup> Data used in UCX benefit calculations is found in Exhibit 22, Paramedic Standard and Accelerated Pathway Data by State.

## Employment Services

Exhibit 23 presents the key data elements included in the analysis of estimated potential savings in employment service costs. Those costs are incurred when a job seeker takes advantage of the services provided by the Employment Service, a network of public employment offices created by the Wager-Peyser Act of 1933. Exhibit 23 first identifies for each of the demonstration states the total number of Wagner-Peyser participants and the number of Wagner-Peyser participants who are veterans, along with demonstration and national level totals for both of those data elements. Exhibit 23 also shows for each state the proportion of the Wagner-Peyser participants who are veterans, as well as the average veteran proportions at the demonstration and national levels.

Exhibit 23 then presents an allocation of the Wagner-Peyser funding for veterans, which is calculated by multiplying the veteran proportion by the final program year 2013 Wagner-Peyser state allotment for each state, and for the demonstration and national levels. Exhibit 23 next presents the final fiscal year 2014 Jobs for Veterans State Grants (JVSG) allocations. Since JVSG services are restricted to veterans, it is not necessary to calculate a proportion of that funding, as it is for the Wagner-Peyser funding. Accordingly, Exhibit 23 goes on to present for each state and for the demonstration and national levels the combined total of the Wagner-Peyser funding allocated to veterans and the JVSG funding amount.

Finally, the Exhibit 23 presents the estimated cost per veteran served across the two programs, which is calculated for each state and for the demonstration and national levels by dividing the combined veteran funding amount by the number of Wagner-Peyser participants who are veterans. The calculated cost of approximately \$200 per veteran at the demonstration level represents the estimated potential savings in employment service costs for each veteran who does not seek public workforce services as the result of successfully participating in an accelerated program to attain civilian licensure.

It is important to note that the estimate of potential savings combines the lower per-participant savings for Wagner-Peyser services with the higher per participant savings for JVSG services by distributing the higher JVSG savings across all the veterans served by the Wagner-Peyser program. For those veterans who only receive Wagner-Peyser services, the per-veteran savings is lower than the cross-program per veteran savings. Similarly, for those veterans who receive JVSG services, the per-veteran savings is higher than the cross-program per veteran savings.

<b>Exhibit 23: Calculation of a Cross-Program, Per Veteran Estimate of Employment Service Costs</b>							
<b>State</b>	<b>State/Local Participation</b>			<b>Federal Funding</b>			<b>Est. Cost per Vet.</b>
	<b>All Wagner-Peyser</b>	<b>Veteran Wagner-Peyser</b>	<b>Vet. percent</b>	<b>Wagner-Peyser Allocation<sup>53</sup> to Veterans</b>	<b>Jobs for Veterans State Grant<sup>54</sup> (all veteran)</b>	<b>Combined Funding Allocated to Veterans</b>	
<b>IL</b>	769,540	31,225	4.1%	\$1,106,027	\$6,940,000	\$8,046,027	\$257.68
<b>IA</b>	175,433	14,447	8.2%	\$495,079	\$1,517,000	\$2,012,079	\$139.27

<sup>53</sup> Calculated by multiplying the Percent Veteran by the Final PY 2013 Wagner-Peyser State Allotments, based on Attachment G of Training and Employment Guidance Letter (TEGL) No. 25-12, issued May 1, 2013.

<sup>54</sup> Final FY 2014 Jobs for Veterans State Grant Allocations, based on Attachment 1 of Veterans' Program Letter (VPL) No. 01-14 Change 1, issued on March 4, 2014.

<b>Exhibit 23: Calculation of a Cross-Program, Per Veteran Estimate of Employment Service Costs</b>							
<b>State</b>	<b>State/Local Participation</b>			<b>Federal Funding</b>			<b>Est. Cost per Vet.</b>
	<b>All Wagner-Peyser</b>	<b>Veteran Wagner-Peyser</b>	<b>Vet. percent</b>	<b>Wagner-Peyser Allocation<sup>53</sup> to Veterans</b>	<b>Jobs for Veterans State Grant<sup>54</sup> (all veteran)</b>	<b>Combined Funding Allocated to Veterans</b>	
<b>MN</b>	243,486	20,966	8.6%	\$954,468	\$2,676,000	\$3,630,468	\$173.16
<b>NV</b>	122,621	14,075	11.5%	\$707,263	\$1,949,000	\$2,656,263	\$188.72
<b>VA</b>	284,929	27,236	9.6%	\$1,474,474	\$4,921,000	\$6,395,474	\$234.82
<b>WI</b>	352,244	25,205	6.8%	\$846,881	\$3,114,000	\$3,960,881	\$157.15
<b>Dem. Total</b>	1,948,253	133,154		\$5,584,192	\$21,117,000	\$26,701,192	
<b>Dem. Avg.</b>			6.8%				\$200.53
<b>Nat. Total</b>	16,619,943	1,145,377		\$45,772,762	\$171,065,000	\$216,837,762	
<b>Nat. Avg.</b>			6.9%				\$189.32

## *Conclusion*

Cost study findings emerge within the context of differences between the two occupational areas, as well as differences among the six demonstration states. The cost study findings do not include potential cost savings to the states, nor do they include potential cost savings to the individual veteran participants in the accelerated programs. The potential federal cost savings that are addressed by the findings can be considered with respect to time savings, GI Bill savings and UCX benefit savings.

The potential time savings warrant consideration from two perspectives, even though the cost analysis only fully incorporates one of those perspectives. Specifically, the time savings relate directly to the MHA costs deferred, which are a core component of the cost analysis. Although the time savings of the veterans participating in the accelerated programs are not assigned a monetary value, it is safe to assume that the veterans participating in accelerated programs will experience both tangible and intangible benefits if the time to attain civilian licensure can be shortened by between four and ten months. While the cost analysis is restricted to federal savings, this potential enhancement in the transition of service members from their military careers to defined roles in the civilian workforce is an achievement consistent with federal objectives in sponsoring state strategies under the demonstration.

The potential GI Bill costs avoided consists of deferred tuition costs and deferred MHA costs. The benefits represented by these deferred costs remain available for up to fifteen years after active military service. Although the level of GI Bill savings differs between the two occupational areas, the proportion of the GI Bill savings attributable to MHA savings is quite consistent for both occupational areas. Specifically, for both occupational areas, MHA savings represent over three-fourths of the GI Bill savings, 78 percent in the case of the LPN programs and 76 percent in the case of the paramedic programs.

Notably, both the size and the proportion of the deferred GI Bill MHA benefits are consistent with the findings of a related credentialing report to Congress in response to Section 558 of the FY2012 NDAA.<sup>55</sup> In examining the potential cost savings attainable by making civilian credentialing opportunities available during military service, that report concluded that the availability of those opportunities is expected to produce cost savings primarily through post-service avoidance of federal costs for living expenses. This examination of post-service opportunities to accelerate civilian credentialing indicates in a parallel and consistent manner that the primary savings attainable from these initiatives arise from a reduction in the federal costs for living expenses under the GI Bill.

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<sup>55</sup> [“Pilot Program: Civilian Credentialing for Military Occupational Specialties, Vol. 1”](#) United States Department of Defense, September 27, 2013.

**APPENDIX I**  
**NATIONAL SCAN OF STATE EXECUTIVE ORDERS AND LEGISLATION**  
**2013 - 2015**

**Executive Orders**

**Connecticut** Governor Dannel P. Malloy in 2013 issued Executive Order No. 36, requiring departments that issue occupational certificates or licenses to review policies and procedures and make any revisions necessary to ensure that relevant military education, training, and skills are given appropriate recognition in the licensing process. It also designated state agencies to assist the state boards in coordinating outreach to business organizations, employers, service members, veterans and veteran organization to ensure they are aware of available employment, licensure, and academic benefits.

<http://portal.ct.gov/governor/executive-Orders/>

**Illinois** Governor Pat Quinn in 2013 issued Executive Order No. 13-02, establishing a statewide mechanism and process for determining how training and education acquired by service members may be applied towards state licensure requirements.

[https://www.illinois.gov/Government/ExecOrders/Pages/2013\\_2.aspx](https://www.illinois.gov/Government/ExecOrders/Pages/2013_2.aspx)

**Ohio** Governor John Kasich in 2014 issued Executive Order No. 2013-05K, directing state departments, boards, and commissions that issue occupational certifications or licenses to review and revise policies and procedures to streamline the process to take into account relevant military education, training, and service when determining equivalency for purposes of issuing certifications and licenses.

<http://www.governor.ohio.gov/Portals/0/Executive%20Order%202013-05K.pdf>

**2015 Enacted Legislation**

**Arkansas** enacted H.B. 1723, requiring that entities that issue licenses, certificates or permits allow active duty military service members or returning veterans to secure temporary licenses or certificates. It also requires that the process for full licensure, certification or permitting be expedited for such individuals.

<http://www.arkleg.state.ar.us/assembly/2015/2015R/Bills/HB1723.pdf>

**Colorado** enacted H.B. 1015, authorizing the governor to enter into an interstate compact with other states to recognize and allow emergency medical service providers and medical directors licensed in a compact member state to provide such services in Colorado.

[http://www.leg.state.co.us/clics/clics2015a/csl.nsf/fsbillcont3/B8B80FA2F25841E787257DB10065D225?open&file=1015\\_eng.pdf](http://www.leg.state.co.us/clics/clics2015a/csl.nsf/fsbillcont3/B8B80FA2F25841E787257DB10065D225?open&file=1015_eng.pdf)

**Kansas** enacted H.B. 2154, granting in-state tuition and fees to current military personnel, National Guard personnel, veterans, military spouses and dependents who are attending a state institution of higher education. It also requires professional licensing bodies to issue, within 60 days of application, an endorsement, reinstatement or reciprocity for licenses to a military service member or nonresident military spouse.

[http://www.kslegislature.org/li/b2015\\_16/measures/documents/hb2154\\_enrolled.pdf](http://www.kslegislature.org/li/b2015_16/measures/documents/hb2154_enrolled.pdf)

**Nebraska** enacted L.B. 264, requiring the Health and Human Services Department to accept education, training, or service performed by active duty service members that is similar to requirements for a credential or license, towards the requirements of a credential or license.

<http://www.nebraskalegislature.gov/FloorDocs/104/PDF/Slip/LB264.pdf>

**Minnesota** enacted S.F. 504 as part of an omnibus budget bill, making temporary and expedited licensing available to active military members, veterans and spouses of active duty military members for eight professions.

<https://www.revisor.mn.gov/bills/bill.php?b=senate&f=SF888&ssn=0&y=2015>

**Nevada** enacted A.B. 89, requiring a regulatory body to issue a license by endorsement to a veteran or an active member of the Armed Forces or their spouse if the regulatory body determines that the provisions of law in the jurisdiction in which the applicant holds a license are substantially equivalent to the applicable provisions of law in Nevada.

[https://www.leg.state.nv.us/Session/78th2015/Bills/AB/AB89\\_R2.pdf](https://www.leg.state.nv.us/Session/78th2015/Bills/AB/AB89_R2.pdf)

**Pennsylvania** enacted H.B. 157, specifying that a veteran, upon being discharged from active duty service, shall be entitled to a renewal of his or her license, certification or registration in the same manner as though the renewal had been made prior to the expiration of his or her last preceding renewal.

<http://www.legis.state.pa.us/CFDOCS/Legis/PN/Public/btCheck.cfm?txtType=HTM&sessYr=2015&sessInd=0&billBody=H&billTyp=B&billNbr=0157&pn=0307>

**Texas** enacted H.B. 2498, joining the EMS Personnel Licensure Interstate Compact in which members states agree to expedite the processing of licensure applications submitted by veterans, active military service members, and members of the National Guard and Reserves separating from an active duty tour, and their spouses.

<http://www.capitol.state.tx.us/tlodocs/84R/billtext/pdf/HB02498I.pdf#navpanes=0>

**Texas** also enacted H.B. 3742, allowing the Commission of the Department of Licensing and Regulation to waive any prerequisite for obtaining a license if the applicant currently holds a similar license issued by another jurisdiction that has similar requirements.

<http://www.capitol.state.tx.us/tlodocs/84R/billtext/pdf/HB03742I.pdf#navpanes=0>

**Virginia** enacted S.B. 1335, requiring the State Board for Community Colleges to adopt a policy for the award of academic credit to any student enrolled at a comprehensive community college who has successfully completed a military training course or program as part of his military service that is applicable to the student's certificate of degree requirements.

<http://lis.virginia.gov/cgi-bin/legp604.exe?151+ful+CHAP0581+pdf>

### **2014 Enacted Legislation**

**Arizona** enacted H.B. 2204, redefining the requirements for military applicants who file an application for a commercial driver license with a driving test waiver.

<http://www.azleg.gov/legtext/51leg/2r/bills/hb2204h.pdf>

**Connecticut** enacted H.B. 5299, stating that a veteran may, based on training and experience, receive college credits to prevent the taking of unnecessary courses at a civilian college. It also provided the Commissioner of Veterans' Affairs the authority to issue waivers for obtaining licenses to veterans who demonstrate knowledge, experience and training in the occupation they

are pursuing. Furthermore, it requires the Department of Motor Vehicles to waive examination fees for veterans, or Armed Forces members who hold a military operator's license.

<http://www.cga.ct.gov/2014/FC/pdf/2014HB-05299-R000719-FC.pdf>

**Delaware** enacted H.B. 296, allowing professional licensing boards to recognize military education, training and experience when reviewing credentials and issuing licenses, as well as allowing boards to issue temporary licenses when a service member holds a valid license from another state.

[http://legis.delaware.gov/LIS/lis147.nsf/vwLegislation/HB+296/\\$file/legis.html?open](http://legis.delaware.gov/LIS/lis147.nsf/vwLegislation/HB+296/$file/legis.html?open)

**Iowa** enacted S.F. 303, requiring state licensing boards to provide credit towards licensure for education, training and service obtained or completed by an individual while serving on active duty.

[http://coolice.legis.iowa.gov/linc/85/external/SF303\\_Enrolled.pdf](http://coolice.legis.iowa.gov/linc/85/external/SF303_Enrolled.pdf)

**Nebraska** enacted L.B. 983, stating that a CDL examiner may substitute an applicant's driving record in combination with certain driving experience for a driving skills examination of a person who holds a valid military commercial motor vehicle license.

<http://www.legislature.ne.gov/FloorDocs/103/PDF/Final/LB983.pdf>

**New Hampshire** enacted H.B. 234, requiring boards and commissions to credit acceptable military education, training or service to grant inactive status of licenses, certificates or registrations during active military service; and to facilitate the issuance of licenses, certificates or registrations for a spouse of a member of the Armed Forces.

<http://www.gencourt.state.nh.us/legislation/2014/HB0234.pdf>

**North Carolina** enacted S.B. 761, requiring each occupational licensing board to publish a document that lists the specific criteria for licensure, registration or certification by the board and how they are satisfied by military training or experience.

<http://www.ncleg.net/Applications/BillLookup/LoadBillDocument.aspx?SessionCode=2013&DocNum=8894&SeqNum=0>

**Oregon** enacted H.B. 4057, directing state boards to accept substantially equivalent military training or experience, for certain education, experience or training requirements in order to obtain a license or certificate.

<https://olis.leg.state.or.us/liz/2014R1/Downloads/MeasureDocument/HB4057/Enrolled>

**Vermont** enacted H.B. 681, requiring professional regulatory entities to grant to veterans, military service members and military spouses credit for military service in obtaining professional licensure or license renewal and expedited processing of applications for licensure.

<http://www.leg.state.vt.us/docs/2014/bills/Passed/H-681C.pdf>

**West Virginia** enacted H.B. 4151, creating a program to allow active duty military, former service members and the spouses of the service members, to more efficiently attain a license or certification for occupation related to their service education and training, or previously held licenses and certifications from other states.

[http://www.legis.state.wv.us/Bill\\_Status/bills\\_text.cfm?billdoc=hb4151%20sub.htm&yr=2014&esstype=RS&i=4151](http://www.legis.state.wv.us/Bill_Status/bills_text.cfm?billdoc=hb4151%20sub.htm&yr=2014&esstype=RS&i=4151)

## **2013 Enacted Legislation**

**Alabama** enacted H.B. 338, facilitating the ability of discharged military service members to receive licensure and academic credit for military education, training, and experience by requiring that each board of a state public educational institution, community college, or technical school adopt a plan to award educational credits to a veteran enrolled in the institution

**Alaska** enacted H.B. 46, requiring the promulgation of regulations to provide for a waiver of the driving skills test for drivers with recent military commercial vehicle driving experience as allowed by federal law.

[http://www.legis.state.ak.us/basis/get\\_bill\\_text.asp?hsid=HB0046A&session=28](http://www.legis.state.ak.us/basis/get_bill_text.asp?hsid=HB0046A&session=28)

**Alaska** also enacted H.B. 84, requiring that an applicable board accept similar military education, training, and service for some or all of the qualifications for a license or certificate.

The bill also required the University of Alaska to implement a policy for the acceptance of academic credit toward a degree or technical program if an applicant provides satisfactory evidence relevant military education, training, or service.

[http://www.legis.state.ak.us/basis/get\\_bill\\_text.asp?hsid=HB0084C&session=28](http://www.legis.state.ak.us/basis/get_bill_text.asp?hsid=HB0084C&session=28)

**Arizona** enacted H.B. 2076, permitting the Department of Transportation to waive the driving test requirement for a class A, B or C license if the applicant is on active duty in the Armed Forces or has received an honorable discharge in the past 90 days. The bill also requires the Board of Nursing to issue a license for a practical nurse if an applicant has completed a military program of basic medical training and was awarded a military occupational specialty and performed in that occupational specialty at a level that is substantially equivalent to the academic requirements for a license.

[http://www.azleg.gov/FormatDocument.asp?inDoc=/legtext/51leg/1r/adopted/h.2076-f1-borrelli.doc.htm&Session\\_ID=110](http://www.azleg.gov/FormatDocument.asp?inDoc=/legtext/51leg/1r/adopted/h.2076-f1-borrelli.doc.htm&Session_ID=110)

**California** enacted A.B.1057, requiring each board of licensure to inquire in every application for licensure if the individual applying for licensure is serving in, or has previously served in, the military.

[http://www.leginfo.ca.gov/pub/13-14/bill/asm/ab\\_1051-1100/ab\\_1057\\_bill\\_20131010\\_chaptered.pdf](http://www.leginfo.ca.gov/pub/13-14/bill/asm/ab_1051-1100/ab_1057_bill_20131010_chaptered.pdf)

**Connecticut** enacted H.B. 5387, establishing a task force to review training and experience associated with military occupational specialties and to make recommendations regarding the use of such training and experience as a substitute for certain state licensing requirements.

<http://www.cga.ct.gov/2013/TOB/H/2013HB-05387-R01-HB.htm>

**Illinois** enacted H.B. 2563, requiring the Secretary of State to waive the skills tests for a driver applicant who has military commercial motor vehicle experience.

<http://www.ilga.gov/legislation/fulltext.asp?DocName=09800HB2563ham001&GA=98&LegID=74364&SessionId=85&SpecSess=0&DocTypeId=HB&DocNum=2563&GAID=12&Session>

**Illinois** also enacted H.B. 3186, providing that in prescribing EMT licensure testing requirements for honorably discharged members of the Armed Forces, the Department of Public Health shall ensure that a candidate's military emergency medical training, emergency medical curriculum and clinical experiences are recognized.

<http://www.ilga.gov/legislation/fulltext.asp?DocName=09800HB3186sam002&GA=98&SessionId=85&DocTypeId=HB&LegID=75045&DocNum=3186&GAID=12&Session>

**Indiana** enacted H.B. 1486, requiring the Emergency Medical Services Commission to issue a license or certificate to a military service applicant if the applicant satisfied certain conditions including military training and recognition, and engagement in the active practice of the occupation for at least two of five years preceding the date of the application.

<http://www.in.gov/legislative/bills/2013/EH/EH1486.1.html>

**Indiana** also enacted S.B. 290, requiring the Emergency Medical Services Commission to issue a license or certificate to a military service applicant if the applicant satisfied certain conditions including military training and recognition, and engagement in the active practice of the occupation for at least two of five years preceding the date of the application.

<http://www.in.gov/legislative/bills/2013/SE/SE0290.1.html>

**Kansas** enacted H.B. 2078, authorizing the nursing licensing board to accept education, training or experience completed in the military toward licensure. The bill also amended a statute to state that upon filing an application within six months following release from military service, the licensing body may issue a license to a military service member. In the event the licensing body determines that the license currently held by the military service member is not equivalent to those established by the licensing body, the licensing body may issue a temporary permit.

[http://www.kslegislature.org/li\\_2014/b2013\\_14/asures/documents/hb2078\\_03\\_0000.pdf](http://www.kslegislature.org/li_2014/b2013_14/asures/documents/hb2078_03_0000.pdf)

**Kentucky** enacted H.B. 167, directing the Board of Emergency Medical Services to allow direct reciprocity for initial Kentucky certification as an emergency medical technician for members of the military. It also urged all board and commissions to, when possible, accept military training and service towards in various occupational specialties.

<http://www.lrc.ky.gov/record/13RS/HB167/SCS2.doc>

**Maine** enacted L.D. 1137, requiring the Director of the Office of Professional and Occupational Regulation and each licensing board to, upon presentation of satisfactory evidence by an applicant for professional or occupational licensure, accept education, training or service completed by the applicant as a member of the Armed Forces, Reserves, the National Guard, or their spouses toward the qualifications to receive the license.

<http://www.mainelegislature.org/legis/bills/getPDF.asp?paper=HP0802&item=1&snum=126>

**Maryland** enacted H.B. 225, requiring specified licensing units and boards to give credit to separated service members for relevant military training, education, and experience in connection with the issuance of occupational and professional licenses, certificates, and registrations. The bill also included provisions for military spouses.

[http://mgaleg.maryland.gov/2013RS/fnotes/bil\\_0005/hb0225.pdf](http://mgaleg.maryland.gov/2013RS/fnotes/bil_0005/hb0225.pdf)

**Michigan** enacted H.B. 4605, authorizing the use of certain military experience as the basis for licensure as an emergency medical technician (EMT). The bill also waived the fee required for an initial license to practice as an EMT if the applicant was separated from service in the Armed Forces with an honorable character of service or under honorable conditions.

<http://www.legislature.mi.gov/documents/2013-2014/publicact/pdf/2013-PA-0165.pdf>

**Michigan** also enacted H.B. 4731, providing that the state fire marshal may waive the examination requirements for a veteran who served in, and separated from, the Armed Forces with an honorable character of service or under honorable conditions, upon verification that the veteran completed training that met the standards for Fire Fighter I and Fire Fighter II set forth in the National Fire Protection Standard No. 1001, while serving in the U.S. Armed Forces.

<http://www.legislature.mi.gov/documents/2013-2014/publicact/pdf/2013-PA-0166.pdf>

**Mississippi** enacted S.B. 2419, requiring state occupational licensing boards to issue a license, certification or registration to a military-trained applicant to allow the applicant to lawfully practice the applicant's occupation if, upon application to an occupational licensing board, the applicant satisfies certain requirements.

<http://billstatus.ls.state.ms.us/documents/2013/pdf/SB/2400-2499/SB2419IN.pdf>

**Missouri** enacted S.B. 106, requiring the Department of Health and Senior Services and the Department of Insurance, Financial Institutions and Professional Registration to require health-related professional licensing boards to establish a procedure to ensure any member of the Armed Forces on active duty who licensed in the state shall be kept in good standing by the professional licensing body with which he or she is licensed or certified. It also provided that every professional licensing board or commission shall accept education, training or service completed by an individual who is a member of the Armed Forces, Reserves, or the National Guard toward the qualifications to receive the license or certification.

<http://www.senate.mo.gov/13info/pdf-bill/tat/SB106.pdf>

**Montana** enacted H.B. 259, specifying that each state licensing board shall adopt rules that provide that licensing requirements may be met by relevant military training, service, or education completed by an individual as a member of the Armed Forces, Reserves, or the national guard.

<http://leg.mt.gov/bills/2013/billhtml/HB0259.htm>

**Montana** also enacted H.B. 508, establishing that the Department of Justice may waive the skills test required for a commercial driver's license if an applicant who is a veteran of the Armed Forces meets and certifies certain requirements.

<http://leg.mt.gov/bills/2013/billpdf/HB0508.pdf>

**Montana** also enacted S.B. 183, requiring that the Department of Labor and Industry and each licensing board shall accept education, training, or service completed by an individual as a member of the Armed Forces, Reserves, or the National Guard, toward the qualifications to receive the license or certification.

<http://leg.mt.gov/bills/2013/billhtml/SB0183.htm>

**New Jersey** enacted A.B. 2555, permitting the Chief Administrator of the New Jersey Motor Vehicle Commission to waive the skills test for a commercial driver license applicant who has experience operating a commercial motor vehicle while serving in the military and who submits satisfactory proof that the applicant meets the requirements for such a waiver under the federal "Commercial Motor Vehicle Safety Act of 1986."

[http://www.njleg.state.nj.us/2012/Bills/A3000/2555\\_R1.PDF](http://www.njleg.state.nj.us/2012/Bills/A3000/2555_R1.PDF)

**New Jersey** also enacted A.B. 2882, requiring professional boards to provide waivers or exemptions from requirements for licensure for veterans with substantially equivalent training, education, or experience.

[http://www.njleg.state.nj.us/2012/Bills/A3000/2882\\_R2.PDF](http://www.njleg.state.nj.us/2012/Bills/A3000/2882_R2.PDF)

**New Jersey** also enacted A.B. 2891, requiring the New Jersey Commissioner of Health and Senior Services to certify EMTs and Mobile Intensive Care Paramedics who have equivalent military training or experience, provided that the military training and experience exceed or are

equivalent to New Jersey's certification standards.

[http://www.njleg.state.nj.us/2012/Bills/PL13/101\\_.PDF](http://www.njleg.state.nj.us/2012/Bills/PL13/101_.PDF)

**New Mexico** enacted H.B. 180, requiring that a state agency, board or commission that issues an occupational or professional license must, as soon as a military service member, the spouse of a military service member or a recent veteran files an application for a license process the application and issues a license to a qualified applicant who submits satisfactory evidence that the license is in good standing and was issued by another jurisdiction or branch of the Armed Forces that has licensing requirements that are substantially equivalent to the state's requirements.

<http://www.nmlegis.gov/Sessions/13%20regular/bills/house/HB0180FS1.pdf>

**New York** enacted S.B. 4402, requiring the Division of Veteran's Affairs to provide an internet connection to correlate military occupations and skills into civilian translations and terms.

<http://open.nysenate.gov/legislation/bill/S4402-2013>

**North Carolina** enacted H.B. 322, allowing the Division of Motor Vehicles to waive the commercial skills test for retired or discharged members of the Armed Forces, provided that the applicant has operated for the two-year period immediately preceding the date of application a vehicle representative of the class and has taken and successfully completed a skills test administered by the military.

<http://www.ncga.state.nc.us/Sessions/2013/Bills/House/PDF/H322v5.pdf>

**Ohio** enacted H.B. 98, providing that a licensing agency must consider an applicant for a CDL license to have met the educational and experiential requirements for that license if the applicant has completed a military program of training that is substantially equivalent to the educational requirement for that license and has served in that primary specialty for a period of time that is substantially equivalent to the experience requirement.

[http://archives.legislature.state.oh.us/bills.cfm?ID=130\\_HB\\_98](http://archives.legislature.state.oh.us/bills.cfm?ID=130_HB_98)

**Pennsylvania** enacted S.B. 277, allowing military personnel and veterans with at least two years of military commercial driving experience, within the five years immediately prior to the time of application, the opportunity to apply for a CDL with the possibility of waiving the test at any time.

<http://www.legis.state.pa.us/cfdocs/legis/PN/Public/btCheck.cfm?txtType=HTM&sessYr=2013&sessInd=0&billBody=S&billTyp=B&billNbr=0277&pn=1497>

**Rhode Island** enacted H.B. 5712, providing that the examining and licensing boards shall, upon presentation of satisfactory evidence by an applicant for certification or licensure, accept education, training or service completed by an individual as a member of the Armed Forces or Reserves toward the qualifications to receive the license or certification.

<http://webserver.rilin.state.ri.us/BillText/BillText13/HouseText13/H5712.pdf>

**Rhode Island** also enacted S.B. 629, requiring the state's examining and licensing boards to, upon presentation of satisfactory evidence by an applicant for certification or licensure, accept education, training, or service completed by an individual as a member of the Armed Forces or Reserves toward the qualifications to receive the license or certification.

<http://webserver.rilin.state.ri.us/BillText/BillText13/SenateText13/S0629.pdf>

**South Carolina** enacted S.B. 417, permitting that a state-supported-post-secondary educational institution, including a technical and comprehensive educational institution, may award educational credit to a student honorably discharged from the Armed Forces or Reserves for a

course that is part of the military training or service. The bill also provided that a state professional or occupational board or commission may accept the education, training, and experience of a member of the Armed Forces or Reserves and apply it toward satisfying qualifications for licenses or certifications. The bill also exempted an individual from paying a license fee for their profession or occupation for a calendar year in which he/she serves any period of active military duty.

[http://www.scstatehouse.gov/sess120\\_2013-2014/bills/417.htm](http://www.scstatehouse.gov/sess120_2013-2014/bills/417.htm)

**South Dakota** enacted H.B. 1180, permitting any professional or occupational board or commission to credit verified military service, training, or education toward the licensing requirements, other than examination requirements, for a license issued by the board or commission.

[http://legis.sd.gov/Legislative\\_Session/Bills/Bill.aspx?File=HB1180ENR.htm&Session=2013](http://legis.sd.gov/Legislative_Session/Bills/Bill.aspx?File=HB1180ENR.htm&Session=2013)

**Tennessee** enacted S.B. 10, requiring the Department of Safety to waive the required skills test upon initial application for a CDL by any applicant who has been issued, or is in immediate possession of, a valid military commercial driver license.

<http://www.capitol.tn.gov/Bills/108/Amend/SA0014.pdf>

**Tennessee** also enacted S.B. 493, providing that each health related board must establish a procedure to expedite the issuance of a license, certification or permit to members of the Armed Forces who carry a current license from a different state with standards that are substantially similar to Tennessee's. The bill also provided that the commissioner and each regulatory board must accept military education, training or experience completed by an applicant toward the qualifications to receive the license or certification if such education, training or experience is determined by the commissioner or board to be substantially equivalent to the standards of Tennessee.

[http://www.state.tn.us/veteran/state\\_benifits/Professional%20Certification-Licenses.pdf](http://www.state.tn.us/veteran/state_benifits/Professional%20Certification-Licenses.pdf)

**Texas** enacted H.B. 2028, requiring the Texas State Board of Plumbing Examiners to credit relevant training and experience for education in plumbing that an applicant received while serving in the military toward the requirements for a license.

<http://www.capitol.state.tx.us/tlodocs/83R/billtext/pdf/HB02028F.pdf#navpanes=0>

**Texas** also enacted H.B. 2029, requiring the executive director of the Texas Department of Licensing and Regulation to credit relevant experience, training, or education in electrical work that an applicant receives while serving in the military toward the licensing requirements for an electrician.

<http://www.capitol.state.tx.us/tlodocs/83R/billtext/pdf/HB02029F.pdf#navpanes=0>

**Texas** also enacted H.B. 2254, providing that if an apprenticeship is required for an occupational license issued by a state agency, the state agency must credit verified military service, training, or education that is relevant to the occupation toward the apprenticeship requirements for the license.

<http://www.capitol.state.tx.us/tlodocs/83R/billtext/pdf/HB02254F.pdf#navpanes=0>

**Texas** also enacted S.B. 162, requiring state licensing agencies to, as soon as practicable after a military service member, recent veteran or military spouse files an application for a license, process the application and issue a license to a qualified applicant who holds a current license issued by another jurisdiction, including a branch of the Armed Forces of the United States, that

has licensing requirements that are substantially equivalent to the licensing requirements in the state.

<http://www.capitol.state.tx.us/tlodocs/83R/billtext/pdf/SB00162S.pdf#navpanes=0>

**Texas** also enacted S.B. 242, providing that the Texas Department of Licensing and Regulation must credit verified military service, training, or education toward the licensing requirements, other than examination requirements, for a license issued by the Department.

<http://www.capitol.state.tx.us/tlodocs/83R/billtext/pdf/SB00242F.pdf#navpanes=0>

**Vermont** enacted S.B. 151, stipulating the skills test required may be waived for a commercial motor vehicle driver with military commercial motor vehicle experience who is currently licensed at the time of his or her application for a CDL, if the test is substituted with an applicant's driving record in combination with the driving experience.

<http://www.leg.state.vt.us/docs/2014/bills/Passed/S-151.pdf>

**Wisconsin** enacted S.B. 240, specifying that, if a military CDL holder applies to the Department of Transportation for licensure, the Department must require the applicant to take and pass applicable knowledge tests. The bill then specified that it does not apply to applicants that are either exempt from, or eligible for, a waiver of such knowledge tests under applicable federal laws.

<https://docs.legis.wisconsin.gov/2013/related/acts/94>

**Wyoming** enacted S.F. 130, providing that a military service member's experience, training, and education, obtained while in the military, should be taken into consideration by occupational licensing boards to meet requirements for licensure.

<http://legisweb.state.wy.us/2013/Enroll/SF0130.pdf>

## APPENDIX II DEMONSTRATION SPECIFIC EXECUTIVE ORDERS AND LEGISLATION

### Illinois

Governor Pat Quinn signed legislation requiring that police applicants receive a waiver for education requirements if they were honorably discharged from duty in the armed forces.<sup>56</sup> The state also enacted legislation regarding EMT licensure. Military emergency medical training, clinical experience, and emergency medical curriculum completion will be considered for honorably discharged veterans when they apply for licensure. If the Department of Public Health finds a veteran's military experience to be significantly similar to civilian requirements, it they can reward that veteran with up to fifty percent of his or her required hours of continuing education experience.<sup>57</sup> The state also allows a skills-test waiver for commercial driver's license if veterans have adequate experience in vehicles that meet the federal motor carrier regulations and requirements.<sup>58</sup>

### Iowa

Governor Terry Branstad implemented the Home Base Iowa (HBI) initiative, a public-private partnership that connects veterans and employers. The program attempts to create a strong and favorable environment for veterans to find a high-quality job and a welcoming community. HBI - launched in November of 2013 - provides veterans with a job database of employers who come from a broad range of the state's economic sectors such as electronics, transportation, finance, healthcare, logistics, legal, and clerical fields. Governor Branstad further updated the program in May of 2014 to 1) exempt military pensions from the state income tax, 2) have licensing boards allow credit for military training and experience, 3) allow private-sector companies to favor veterans in hiring and promotion, and 4) expand the state's homeownership assistance program, which subsidizes down payments made by veterans.<sup>59</sup>

Businesses can become "Home Base Iowa Businesses" if they pledge to hire a specific number of veterans, commit to posting their jobs on the HBI website, and join the Skilled Iowa initiative, a state program to help low-income Iowans receive job training certificates. Iowa designated over 50 state businesses as "Home Base Iowa Businesses."<sup>60</sup> The program also designates some counties as "Home Base Iowa Communities." Communities with that designation have ten percent of their businesses designated as "Home Base Iowa Businesses." The community also develops its own incentive package for veterans and works with local governing bodies to ensure support for the initiative. Currently two communities have acquired that distinction.<sup>61</sup> Governor Branstad also required the State Board of Education to adopt a uniform policy for community colleges granting automatic in-state tuition to veterans, their spouses, and their dependents.

### Minnesota

Governor Mark Dayton signed legislation that reduces the service requirements for those who served in the military and would like to take the peace officers standards and training board examination. Previous requirements for serving five years as a military law enforcement officer

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<sup>56</sup> [SB0204](#), 98<sup>th</sup> Illinois General Assembly. (2013).

<sup>57</sup> [HB3186](#), 98<sup>th</sup> Illinois General Assembly. (2013).

<sup>58</sup> [HB2563](#), 98<sup>th</sup> Illinois General Assembly. (2013).

<sup>59</sup> "[Home Base Iowa Act](#)." Welcome to Home Base Iowa.

<sup>60</sup> "[HBI Businesses](#)." Welcome to Home Base Iowa.

<sup>61</sup> "[HBI Communities](#)." Welcome to Home Base Iowa.

were lowered to serving four years or two years with a two-year degree. These changes closely align with more standard military commitments.<sup>62</sup>

### **Nevada**

Governor Brian Sandoval declared 2014 as the year of the veteran in Nevada in a proclamation released by his office. An later earmarked of \$50,000 was used to hire a program manager to establish a licensed practical nursing pilot program for veterans at the College of Southern Nevada. Governor Sandoval also ordered state licensure boards to develop new programs for reciprocity agreements and bridging the gap between state-required experience and military experience. The executive order affects boards overseeing emergency medical services, Licensed Practical Nurses, and law enforcement professionals.<sup>63</sup> Lastly, Governor Sandoval issued EO 2014-20 to require all relevant state agencies and licensing boards to track the number of veterans they serve, and to report that information to the Nevada Department of Veteran Services, which will synthesize that data into an annual report to the Nevada Interagency Committee on Veterans Affairs.<sup>64</sup>

### **Virginia**

Governor Terry McAuliffe created a new workforce development board committee that is entirely focused on military transition assistance.<sup>65</sup> The state also passed legislation allowing private businesses to grant preferences in hiring and promoting veterans and spouses with service-connected disabilities.

### **Wisconsin**

Governor Scott Walker recently started the MOVE-IT campaign. The campaign focuses on outreach to veterans and connects them with licensing and employment pathways in bus and truck driving. The state also focused on data-sharing between the Department of Veterans Affairs and the Department of Workforce Development. In 2014, numerous state departments collaborated to create an accelerated training program for jobs in trucking, which leads to guaranteed jobs and emphasizes veteran eligibility.

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<sup>62</sup> [HF1915](#), Minnesota 88<sup>th</sup> Legislature. (2014).

<sup>63</sup> ["A Year of the Veteran in Nevada."](#) NV.gov. January 6, 2014.

<sup>64</sup> [EO 2014-20](#), "Establishing the Requirement for a Baseline Report for Aggregate Veteran Data in Nevada in 2015." September 23, 2014.

<sup>65</sup> ["EO-23: Establishing the New Virginia Economy Workforce Initiative."](#) Virginia.gov. August 13, 2014.

**APPENDIX III**  
**SUMMARY OF DEMONSTRATION STATE STRATEGIES AND RESULTS BY OCCUPATION**

Each of the demonstration states provided proposed strategies as part of their initial applications. As they gained more information from their internal stakeholders and their peers in other states, their initial proposals changed. In some cases states discovered their initial strategies were not feasible. They also discovered new opportunities, sometimes in professions that were not part of their original proposal. The information below summarizes what the demonstration states learned about each occupation, the strategies they pursued, their activities in support of those strategies, and their progress and results at time of writing of this report.

*Licensed Practical Nurse*

Licensed Practical Nurses (LPNs) work under the direction of registered nurses and doctors to provide basic nursing, such as monitoring vital signs, changing bandages, or helping patients with hygiene or dressing.<sup>66</sup> In 2012, slightly more than half of LPNs worked in long-term care.<sup>67</sup> A quarter worked in ambulatory care, and about 12 percent worked in hospitals.

In all states and territories, prospective LPNs must take the National Council Licensure Examination – Practical Nursing (NCLEX-PN).<sup>68</sup> The NCLEX-PN is administered by the National Council of State Boards of Nursing. State boards of nursing must authorize candidates to take the exam.<sup>69</sup> Authorization is provided after candidates have completed a program approved by the state board of nursing or in some cases by the state board of higher education. The training programs are typically provided at community colleges and technical schools.<sup>70</sup> Most of the activities states carried out during the demonstration focused on helping medics and corpsman without any specialized training earn their LPN license, which for most states requires providing some additional training and then authorizing the veteran to take the NCLEX-PN.

State	Strategies	State Activities	Progress/Results
Illinois	Bridge Program	The state developed a draft curriculum based on the NCSBN gap assessment and worked with three community colleges to implement the bridge program. This included providing expertise, stewarding the curriculum through multiple approval processes, and providing technical assistance. The state also developed an advertising	The approved curriculum reduces LPN training time by 19 months and is in place at two community colleges. Joliet Community College graduated its first students in May 2015. Illinois Central College began its first class in August 2015. A third program is still a possibility for the state, but was not

<sup>66</sup> United States Department of Labor, Bureau of Labor Statistics, "[Licensed Practical and Licensed Vocational Nurses: Summary](#)," Accessed August 6, 2015.

<sup>67</sup> Ibid.

<sup>68</sup> United States Department of Labor Bureau of Labor Statistics, "[How to Become a Licensed Practical or Licensed Vocational Nurse](#)," Accessed August 6, 2015.

<sup>69</sup> National Council of State Boards of Nursing, "[Before the Exam: NCLEX Registration and Authorization to Test](#)," Accessed August 6, 2015.

<sup>70</sup> United States Department of Labor Bureau of Labor Statistics, "[How to Become a Licensed Practical or Licensed Vocational Nurse](#)," Accessed August 6, 2015.

State	Strategies	State Activities	Progress/Results
		campaign to help the schools reach prospective students.	finalized as of the end of the demonstration.
<b>Iowa</b>	Bridge Program	The state proposed to develop a Registered Apprenticeship program for LPNs. The concept was similar to a bridge program, but would rely on on-the-job training to identify and fill any skills gaps. The state discovered that their National Guard already has a Registered Apprenticeship program for LPNs and hoped to capitalize on this for other veterans.	The state was unable to create a Registered Apprenticeship program during the demonstration project due to a lack of clarity about the nursing board's authority to approve such a program.
<b>Minnesota</b>	Bridge Program, Advanced Standing	The state identified a potential site for an accelerated program that would combine a bridge program and advanced standing. The state board of nursing approved the proposal.	The state was not able to implement the program changes and enroll students during the demonstration project. One of the barriers that lengthened the planning process is that all of the state schools are in the midst of program changes related to meeting national nursing accreditation standards. The accelerated program is still under development as of the close of the project.
<b>Nevada</b>	Bridge Program	The state identified a potential site by presenting information on LPN bridge programs to community colleges. The state provided expertise and technical assistance to the school, including a small grant provided through an executive order.	The College of Southern Nevada enrolled students in the bridge program for the Spring 2015 semester. The bridge program reduces LPN training by eleven months.
<b>Virginia</b>	Bridge Program	The state worked with stakeholders to identify requirements for a bridge program and researched demand for such a program. The state identified a proposed site for the bridge program based on the number of veterans in attendance and the school's veteran-friendly policies.	The state's nursing board has reviewed the national LPN gap assessment created by the NCSBN and approved the concept. However, the timeline for creating a bridge program at the proposed school was longer than the timeline for the demonstration project. The proposed site does not currently have a base LPN program, necessitating a longer development period.

State	Strategies	State Activities	Progress/Results
Wisconsin	Advanced Standing	The State Dept. of Veterans Affairs (DVA) provided expertise and helped coordinate additional clinical placements to expand an existing opportunity at Herzing University. Veterans entering Herzing's RN program are awarded about a semester's worth of course credit. Though this is an RN program, the board of nursing will allow participants to step out of the program after two semesters to take the NCLEX-PN exam and become licensed as an LPN. DVA also marketed the program to veterans.	Herzing graduated its first veteran from the VET2RN program in April 2014. Training time for LPNs in Herzing's program is reduced by a semester.

## Registered Nurse

Registered nurses (RNs) typically work with physicians to monitor patients and administer treatments.<sup>71</sup> RNs also supervise workers such as LPNs or home health aides.<sup>72</sup> Most RNs work in hospitals, though small numbers work in nursing homes, physicians' offices, and home health agencies.<sup>73</sup> All states require the NCLEX-RN exam for an RN license.<sup>74</sup> State boards of nursing authorize the exam after candidates have completed approved training. Approved training programs include hospital training programs, programs that award associate degrees, and programs that award bachelor's degrees.<sup>75</sup>

The demonstration states that examined RNs looked for ways to bridge the gap between medics and corpsman to RNs. This requires providing additional training and then authorizing the veteran to take the NCLEX-RN.

State	Strategies	State Activities	Progress/Results
Iowa	Advanced Standing	The state worked with the board of nursing to understand the requirements for an accelerated educational pathway for RNs and to clarify where authority lies for approving alternative educational pathways for RNs, including	The lack of clarity around changing educational requirements meant that the timeline for creating an accelerated pathway for RNs is longer than the timeline of the demonstration project. Stakeholders suggested

<sup>71</sup> United States Department of Labor Bureau of Labor Statistics, "[What Registered Nurses Do](#)," Accessed August 6, 2015.

<sup>72</sup> Ibid.

<sup>73</sup> United States Department of Labor Bureau of Labor Statistics, "[Registered Nurses: Work Environment](#)," Accessed August 6, 2015.

<sup>74</sup> United States Department of Labor Bureau of Labor Statistics, "[How to Become a Registered Nurse](#)," Accessed August 6, 2015.

<sup>75</sup> American Association of Colleges of Nursing, "[Nursing Fact Sheet](#)," Accessed August 6, 2015.

State	Strategies	State Activities	Progress/Results
		conducting a legal review that is on-going. The project's education committee developed a recommendation that the state promote unified prior learning policies with institutions of higher education.	that RN pathways resulting in associate degrees or diplomas instead of bachelor's degrees were not appropriate and would not result in good employment prospects, though bachelor's degrees are not required for RNs. The state did create a recognition program for institutions of higher education that have veteran-friendly prior learning policies, called the Home Base Iowa Certified Higher Education Partner Program. This will assist veterans in earning college degrees.
<b>Virginia</b>	Advanced Standing	The state shared expertise developed through demonstration with Jefferson College of Health Sciences to support their development of a bachelor's degree in nursing program for medics and corpsman. Jefferson College uses ACE credit recommendations and is designated as a Military Friendly School by Victory Media. <sup>76</sup>	Jefferson College has since been awarded a grant from HRSA's Veterans' Bachelor of Science Degree in Nursing program. <sup>77</sup>
<b>Wisconsin</b>	Advanced Standing	The State Dept. of Veterans Affairs (DVA) provided expertise and helped coordinate additional clinical placements to expand an existing opportunity at Herzing University. Veterans entering Herzing's RN program are awarded about a semester's worth of course credit. DVA also marketed the program to veterans.	Herzing graduated its first veteran from the VET2RN program in April 2014. Training time for medics becoming RNs through Herzing's program is reduced by a semester. The program awards an associate's degree.

<sup>76</sup> Jefferson College of Health Sciences, "[Veteran & Active Military Member Resources](#)," Accessed August 6, 2015.

<sup>77</sup> Jefferson College of Health Sciences, "[Jefferson College of Health Sciences Awarded 3-Year, \\$1 Million Grant to Develop Baccalaureate Nursing Degree Program for Veterans](#)," Accessed August 6, 2015.

## Emergency Medical Services

Emergency Medical Services (EMS) personnel provide rapid treatment to people suffering from injuries or sudden illness outside the hospital.<sup>78</sup> Most states use the National Registry of Emergency Medical Technician (NREMT) levels and job titles for EMS providers.<sup>79</sup> The NREMT provides tests and certifications for those levels which include Basic, Intermediate, and Paramedic.<sup>80</sup> A small number of states use their own variations for levels, but in all cases Paramedics receive the most training and are allowed to perform the most invasive tasks.

Candidates for the NREMT exams must complete state-approved training programs that meet the National EMS Education Standards created by the National Highway Traffic Safety Administration.<sup>81</sup> The training programs are provided by community colleges, technical schools, hospitals, and police and fire academies.<sup>82</sup>

The demonstration states compared medics and corpsman to their version of the EMS levels. The Basic level did not usually require additional training, while the Paramedic level did.

State	Strategies	State Activities	Progress/Results
<b>Illinois</b>	Licensure by Endorsement, Bridge Program	The state reviewed existing requirements for medics becoming EMT-Bs. The state also developed a draft curriculum for Army medic to Paramedic and worked with three training institutions to implement a bridge program.	Former medics with an active NREMT certification can apply for a state EMT-B license. The state was unable to implement Paramedic bridge program during the demonstration project. One of the barriers is that the EMS system is made of independent local employers with their own requirements, and training sites include employers such as hospitals rather than only academic institutions. This adds an additional layer to the planning and approval process. The state is still working with EMS training sites to develop an approved curriculum as of the end of the demonstration project.
<b>Iowa</b>	Licensure by Endorsement,	The state EMS Office reviewed the training provided to medics and corpsmen and designated	Former medics with an active NREMT certification can apply for a state EMT-B license.

<sup>78</sup> United States Department of Labor Bureau of Labor Statistics, "[What EMTs and Paramedics Do](#)," Accessed August 6, 2015.

<sup>79</sup> United States Department of Labor Bureau of Labor Statistics, "[How to Become an EMT or Paramedic](#)," Accessed August 6, 2015.

<sup>80</sup> United States Department of Labor Bureau of Labor Statistics, "[How to Become an EMT or Paramedic](#)," Accessed August 6, 2015.

<sup>81</sup> National Registry of Emergency Medical Technicians, "[National EMS Certification Examinations: Apply for National Certification](#)," Accessed August 6, 2015.

<sup>82</sup> National Association of Emergency Medical Technicians, "[About EMS](#)," Accessed August 6, 2015.

State	Strategies	State Activities	Progress/Results
	Accelerated Training	it an approved training program.	If their NREMT certification lapsed in the past two years, they may re-take the exams after completing the same refresher course that civilians with lapsed credentials take.
<b>Minnesota</b>	Licensure by Endorsement, Advanced Standing	The state reviewed criteria for an EMT-B license and considered developing a new bridge program to help medics become Paramedics. During their planning process, they identified an existing program that provides accelerated Paramedic training for experienced EMTs that could also serve veterans. Rather than develop a new program, the state created a resource guide and provided technical assistance to EMS program directors, workforce centers, and veterans' service organizations to increase utilization of the existing opportunity.	Medics with active NREMT certification can apply and become licensed in Minnesota. Veterans' employment specialists and EMS directors have more awareness of opportunities for veterans to join the civilian EMS workforce, including a program that reduces training time to Paramedic by a semester.
<b>Nevada</b>	Licensure by Endorsement, Licensure by Exam, Bridge Program	The state EMS office reviewed processes for former medics with and without active NREMT certifications. The governor issued an executive order creating a partnership with two accredited Paramedic programs. The state also explored creating a bridge program for medics becoming AEMTs.	Medics with active certifications can apply for a license once hired by a firefighting agency or ambulance service. Medics without an active certification can apply and are approved to take the NREMT Basic exam. The state makes a refresher course optional. The state was not able to implement bridge programs for higher level EMS personnel during the demonstration project.
<b>Virginia</b>	Licensure by Endorsement, Accelerated Training	The state worked with stakeholders to explore the creation of a dedicated bridge program and examined existing accelerated pathways.	The state decided to rely on existing opportunities for medics at the EMT-B level. Former medics with an active NREMT certification can apply for a state license. Those without an active certification can be licensed after participating in existing refresher courses designed for civilians with lapsed credentials. As

State	Strategies	State Activities	Progress/Results
			of the end of the demonstration project, the pathway from medic to civilian Paramedic is to use accelerated pathways to become a licensed EMT-B, and then rely on Paramedic training programs that cater to experienced EMT-Bs.

### *Physical Therapy Assistants*

Physical therapy assistants (PTAs) provide care to patients who are working to maintain or regain movement during an illness or during recovery from an injury.<sup>83</sup> PTAs follow treatment plans developed by physical therapists. Most work in hospitals and individual practices, but PTAs also work in patients’ homes, nursing homes, schools, and other settings.<sup>84</sup> Most states require an associate’s degree followed by passing an exam provided by the Commission on Accreditation in Physical Therapy Education for PTA licenses.<sup>85</sup>

Demonstration states explored building pathways from military PTA to civilian PTA. The main challenge is the associate degree requirement. Air Force PTAs do earn an associate’s degree as part of their training, but PTAs in the other branches do not. Another challenge is that there is a much larger gap between medics and civilian PTAs than between medics and LPNs. It is more feasible to bridge from military PTA to civilian PTA, but military PTAs are much less prevalent than medics. Demonstration states proposed bridge programs for PTAs similar to those developed for LPNs, but both ultimately decided that there was not enough demand for such a program. Because of the degree requirement, awarding course credit and advanced standing are likely better strategies than developing a dedicated bridge program.

State	Strategies	State Activities	Progress/Results
<b>Illinois</b>	Bridge Program	The state initially explored a bridge program similar to that developed for LPNs and researched demand for such a program. The state identified two potential schools and worked with them to understand the feasibility of a PTA bridge program.	There were not enough potential participants for the state to justify the extensive planning required to create the program, nor to sustain the program in the long-term. The schools are considering other ways to make their programs more veteran-friendly, including preference points for admission.
<b>Virginia</b>	Bridge Program	The state initially explored a bridge program	There were not enough potential participants for

<sup>83</sup> United States Department of Labor Bureau of Labor Statistics, “[What Physical Therapist Assistants and Aides Do](#),” Accessed August 6, 2015.

<sup>84</sup> Ibid.

<sup>85</sup> United States Department of Labor Bureau of Labor Statistics, “[How to Become a Physical Therapist Assistant or Aide](#),” Accessed August 6, 2015.

State	Strategies	State Activities	Progress/Results
		similar to that developed for LPNs and researched demand for such a program.	the state to justify the extensive planning required to create the program, nor to sustain the program in the long-term.

### *Commercial Truck Drivers*

Commercial driver’s licenses (CDLs) are issued by states based on federal minimum standards set by the Federal Motor Carrier Safety Administration.<sup>86</sup> The license requires two tests, a road test and a written knowledge test. Military truck drivers also take a road test, making the civilian road test duplicative. Additionally, the road test creates a barrier because candidates must supply the vehicle. All states have waivers in place for the road test for veterans who are licensed by the military, have a safe driving record, and have at least two years of driving experience prior to discharge. Candidates must still pass the written knowledge exam. However, the waiver sometimes comes with driving restrictions because of skills gaps between military and commercial drivers. States can explore ways to fill those skill gaps so that veterans can earn unrestricted CDLs without duplicative training.

State	Strategies	State Activities	Progress/Results
<b>Wisconsin</b>	Licensure by Examination, Advanced Standing	The state identified several existing opportunities, including an accelerated training program at Fox Valley Technical College. The state also conducted outreach to its largest trucking firms to understand barriers to hiring veterans.	The state created a mobile study app for the written test, and developed a marketing campaign to increase veterans’ awareness of their options. The state’s MOVE-IT program provides an easy to follow process for veterans and brings them together with potential employers.

### *Law Enforcement Officers*

Civilian police officers duties include traffic management, domestic disturbances, criminal investigations, and other activities to enforce local, state, and federal laws.<sup>87</sup> There are no national certifications for police officers, as there are for nurses, PTAs, and EMS providers. Every state has a Peace Officer Standards and Training (POST) Board or similar entity to set training and hiring standards.<sup>88</sup> Candidates are hired after passing aptitude tests, physical fitness tests, background checks, psychological tests, among other requirements.<sup>89</sup> This occurs before training, and in order

<sup>86</sup> Federal Motor Carrier Safety Administration, “[Commercial Driver’s License Program](#),” Accessed August 6, 2015.

<sup>87</sup> United States Department of Labor, “[What Police and Detectives Do](#),” Accessed August 6, 2015.

<sup>88</sup> International Association of Chiefs of Police, “[The Hiring Process](#),” Accessed August 6, 2015.

<sup>89</sup> Ibid.

to begin their training, candidates must have a conditional offer of employment.<sup>90</sup> Police academies are offered by counties and states, colleges and technical institutions, and cities and municipalities.<sup>91</sup>

The demonstration states examined gaps between civilian police officer training and the training and job duties of military police (MPs). This is challenging because there is no standardization between states on law enforcement training, so states had fewer resources to help them identify gaps. Another challenge is that local police agencies develop their own hiring and training preferences, though they are based on POST Board standards. This creates variation even within the state. For the other occupations, the states could work with one statewide board. For law enforcement, states have to work with individual jurisdictions. The demonstration states did find significant overlaps between MPs training and their own police officer training requirements, but also found that MPs might be missing experience in areas such as traffic management and in state and local laws. The demonstration states looked for ways to help veterans learn this material and demonstrate to local agencies that veterans are qualified candidates. In some cases, this meant allowing them to attend police academies or take reciprocity exams without undergoing the hiring process first. Another important point is that since candidates have already been hired, there is no cost to them for training and are already salaried employees. Reducing training time will not reduce costs for veterans.

State	Strategies	State Activities	Progress/Results
<b>Illinois</b>	Bridge Program, Streamline Administrative Rules and Processes	The state team worked with law enforcement stakeholders to identify strategies, including a potential bridge program, and discovered an existing opportunity for veterans to receive Basic Law Enforcement training without being hired first that is covered by GI Bill benefits. The state team designed promotional materials for the program.	Illinois' Law Enforcement Training and Standards Board was in the process of revising its standards during the demonstration project. This made it difficult for the team to design a curriculum for an accelerated training opportunity. The state will continue to promote the intern program.
<b>Minnesota</b>	Licensure by Exam, Bridge Program, Streamline Administrative Rules and Processes	The state identified an existing reciprocity exam and found that not many veterans were making use of it. The state also explored an accelerated associate's degree program with two community colleges.	A new law was passed changing the requirements for taking the reciprocity exam from five years of experience to four, and from three years with a college degree to two years. This allows veterans to take the exam after one term of service which is typically four years. They were unable to create an accelerated training program during the demonstration project but continue to work with their training institutions to identify other ways to help veterans interested in law enforcement,

<sup>90</sup> International Association of Chiefs of Police, "[Training/Academy Life](#)," Accessed August 6, 2015.

<sup>91</sup> Ibid.

State	Strategies	State Activities	Progress/Results
			including awarding course credit.
<b>Nevada</b>	Bridge Program	The governor signed an executive order directing the POST Commission to produce recommendations about bridge programs for veterans interested in becoming civilian police officers. The Commission conducted a survey of local law enforcement agencies to identify barriers.	The survey results indicated that there would be no benefit to veterans for creating an accelerated training program, because there is no cost to the veteran for training after getting hired and because local agencies would hesitate to hire graduates because of liability concerns. <sup>92</sup> It found that many local agencies award preference points for veteran candidates.
<b>Wisconsin</b>	Licensure by Exam, Streamline Administrative Rules and Processes	The state looked for ways to improve an existing reciprocity process relying on examinations, which they discovered was rarely used. They conducted research to better understand why, and created an outreach program to publicize the option. They also surveyed law enforcement agencies and conducted outreach to law enforcement agencies on the benefits of hiring veterans.	Veterans with at least one year of experience who have separated from the military in the past three years and take a reciprocity exam can become certified with no additional training. The state's Law Enforcement Accelerated Development program publicizes the process. The state changed the application used by most law enforcement agencies to provide better information about military service, and removed the requirement that candidates have a conditional offer of employment before taking the exam. Law enforcement agencies can sponsor candidates for the exam and wait for the results before making their final hiring decisions.

<sup>92</sup> Nevada Commission on Peace Officers' Standards and Training, [Post Commission Meeting, October 6, 2014](#), Accessed August 6, 2015.

**APPENDIX IV  
DEMONSTRATION COST STUDY BACKGROUND AND APPROACH**

Two laws were enacted in 2011 that required cost studies addressing civilian credentialing of service members and veterans, the VOW Act (Public Law 112-56) enacted in November 2011 and the National Defense Authorization Act (NDAA) for FY 2012 (Public Law 112-81) enacted in December 2011.<sup>93</sup> The VOW Act demonstration project, the subject of the this Final Report, focused on accelerating pathways to civilian credentials for veterans after separation and is the basis for the demonstration cost study. The NDAA pilot directed the DoD to help service members attain civilian credentials before separation. The table below summarizes the four key dimensions underlying the two separate, but related cost studies.

Cost Study Dimensions		
	<i>Pre-separation</i>	<i>Post-separation</i>
<i>Status Quo:</i>	<b>A</b> DoD provides NO additional training	<b>B</b> DOL & VA incur unemployment & redundant training costs
<i>Pilot Studies:</i>	<b>C</b> DoD provides bridge training (NDAA pilot)	<b>D</b> States provide accelerated bridge training (VOW Act)

Section 551 of the NDAA legislation explicitly called for a comparison of square **C** with square **B**. The results of that analysis are summarized in the box below.

About the NDAA Cost Study and Findings
<p><b>Approach:</b> The following costs were analyzed in the credentialing report to Congress in response to Section 558 of the FY2012 NDAA. The principal types of costs studied included:</p> <ul style="list-style-type: none"> <li>• “Direct credentialing costs, which include:               <ul style="list-style-type: none"> <li>- Credentialing agency fees, such as application, exam and membership fees; and,</li> <li>- Exam preparation costs, such as study guides specific to the credentialing exam.</li> </ul> </li> <li>• Preparatory costs, which include:               <ul style="list-style-type: none"> <li>- Education fees, such as the cost of a degree or courses toward a degree; and,</li> <li>- Training fees, such as the cost of training that does not lead to a degree.</li> </ul> </li> <li>• Management and operational costs, such as personnel, equipment and supplies.</li> <li>• Living expenses, such as housing, food and transportation.”<sup>94</sup></li> </ul> <p><b>Findings:</b> The study estimates that DOD’s average direct cost of credentialing during the pilot program totaled \$285 per participant, though as stated in the report it is important to note that that cost comparison “...was not intended to provide a rigorous compilation of all the direct and indirect costs of the pilot program; nor was it intended to provide rigorous estimates of the post-service cost savings that accrue to the government.” Furthermore, although the report concludes that training before separation is expected to reduce costs for living expenses, it does not provide estimates of the specific amounts of training, counseling, and unemployment costs avoided.</p>

<sup>93</sup> [Public Law 112-81](#) (2011).

<sup>94</sup> [“Pilot Program: Civilian Credentialing for Military Occupational Specialties, Vol. 1”](#) United States Department of Defense, September 27, 2013.

By comparison, the language in Section 237 of the VOW Act that specifies the demonstration cost study is less straightforward than the corresponding NDAA language. A literal reading of the VOW Act language could be interpreted to require a comparison of square **A** with square **B**, which would provide baseline costs for maintaining the status quo in the military and civilian sectors. That study would require data on DoD costs that are not available to the NGA Center and would not take advantage of what has been learned in the course of the demonstration. Therefore, that study would not be feasible and would not advance the state of knowledge about costs as far as this demonstration would permit.

The VOW Act also could be interpreted as calling for a comparison of square **C** with square **D**. Again, that type of study would require data on DoD costs that are not available to the NGA Center. In addition, neither the military nor the civilian sectors have the right type of data available or the right data systems to produce an informative accounting of the costs associated with the activities in square **C** and **D**, though fledgling efforts are underway to improve that circumstance. Therefore, that study also would not be feasible and would seek to advance the state of knowledge further than the two demonstrations permit.

Although the VOW Act statute does not mandate that DOL consider other costs, DOL asked the NGA Center for a comparison of square **D** to square **B**—that is, the potential cost savings to DOL and the VA that could be realized by creating accelerated pathways to licensure for veterans with relevant military training and experience in the selected occupations. In turn, this study estimates the potential cost reductions using average cost figures and time saved for each veteran participating in an accelerated pathway. Those results provide a base of evidence to estimate ranges of potential cost reductions.

**APPENDIX V**  
**OCCUPATION SPECIFIC RESOURCES FROM DEMONSTRATION**

**Bus and Truck Driver**

*General Resources:*

- [Program to Assist Veterans to Acquire Commercial Driver's Licenses Report to Congress: A Report Pursuant to Section 32308 of the Moving Ahead for Progress in the 21st Century Act \(P.L. 112-141\)](#) – this report describes military commercial motor vehicle drivers, the national CDL system, and initiatives to facilitate the ability of service members and veterans to attain CDLs. It also outlines recommendations for further action.
- Military Skills Test Waiver
  - [Application for Military Skills Test Waiver](#) – application form used by military truck drivers to document that they meet the criteria for the skills test waiver.
  - [Military Skills Test Waiver Map](#) - map showing states that have adopted the military skills test waiver.
- Army COOL provides information on [additional related credentials](#) veterans can obtain to enhance their employment opportunities.

*Gap Analyses:*

- *Assessment of Gaps between Military Training and Civilian Credentialing Requirements – [Chapter 6: Truck Drivers](#)* – excerpt from a report summarizing the results of a study conducted under the oversight of the Veterans' Employment Initiative (VEI) Task Force.

*Bridge Programs:*

- Report: [Virginia's Troops to Trucks Program](#).
- Wisconsin - established a program similar to Troops to Trucks called MOVE-IT with information that will shortly be available on the [DOT website](#).
- The following states also have Troops to Trucks initiatives: [California](#), [Georgia](#), and [Tennessee](#)
- [Millis Training Institute Truck Driving Program for Veterans](#).

**EMT/Paramedic**

*Gap Analyses:*

- *Assessment of Gaps between Military Training and Civilian Credentialing Requirements – [Chapter 4 – Health Care Support](#)* – excerpt from a report summarizing the results of a study conducted under the oversight of the Veterans' Employment Initiative (VEI) Task Force.
- [Skills Comparison Checklist](#)—provides information on the skills covered at the EMT, AEMT, Paramedic, and Army 68W levels; currently, there is no similar analysis for the cognitive elements of EMS training.
- NGA hosted an [interactive webinar](#) (link to recording) reviewing the equivalency and gaps between military medic training and civilian EMS professionals, as well as outlining potential promising practices for streamlining the process. [Slides are available here](#).

*Bridge Programs:*

- [Lansing Community College](#) in Michigan offers a military medic to civilian Paramedic bridge program.

- Illinois Bridge Curricula (note IL does not use the current NREMT levels for EMS professionals):
  - **Army Medics to Emergency Medical Technicians Intermediate (EMT-I) and Emergency Medical Technicians Paramedics (EMT-Paramedics)** - The curriculum addresses the differences in competencies between the 68W-10 Army Hospital Corpsman Program and those of a practical EMT program as delineated in the Emergency Medical Services Systems Act and Trauma Center Code. Upon completion of the curriculum, students would need to have a skills check-off and pass the written competency exam. [Army Medic - EMT-I & EMT-Paramedic Approved Assessment \[Partial Equivalency\] \(PDF, 142 KB\)](#).
  - **Air Force and Navy Military Medics to Emergency Medical Technicians Intermediate (EMT-B)** - The curriculum addresses the differences in competencies between the Navy Corpsman and Air Force P-e 1 Aerospace Program and those of a practical EMT program as delineated in the Emergency Medical Services Systems Act and Trauma Center Code. Upon completion of the curriculum, students would need to have a skills check-off and pass the written competency exam. [Air Force and Navy Military Medics - EMT-B Approved Assessment \[Partial Equivalency\] \(PDF, 142KB\)](#).
  - Side Note: Information on all of IL's licensing and certification work can be accessed on the [IDVA website](#).
- Military Medic to Civilian Paramedic EMS Bridge Programs (11-18-13): National Highway Traffic Safety Administration with National Association of State EMS Officials (NASEMSO) offered a webinar providing an overview of the issue and including presentations on bridge programs:
  - [Military Medic to Paramedic Webinar](#) – Link to audio and PowerPoints.
  - [Webinar Slides](#) – Link to webinar slides in pdf format.
    - See slides 38-74 for information on other bridge programs including the National EMS Academy at Acadian and a program at Phoenix College in Arizona.
- Accelerated programs for experienced EMTs to become Paramedics can also serve experienced veteran medics; [an accelerated Paramedic program can now cover in as little as 12 weeks what used to take nearly two years](#).
  - Century College [Paramedic for the Experienced EMT \(PEEMT\)](#) Program (MN).
  - Tidewater Community College [Accelerated Paramedic](#) Program (VA).

## **Law Enforcement**

### *General Resources:*

- The International Association of Directors of Law Enforcement Standards and Training (IADLEST) maintains a web site devoted to [Peace Officer Standards and Training \(POST\)](#).

### *Gap Analyses:*

- Due to the variation in civilian standards, there is currently no standard gap assessment for police patrol officers.

### *Bridge programs:*

- Although most services do not have a policy to train to POST standards, the Army is running a pilot with the Missouri POST and adapted its MP training curriculum to align closely with MO Post requirements. MPs are now able to apply for a basic POST License upon completion of MP school at Fort Leonard Wood as a reciprocal agreement with MO POST. Missouri requires approximately 600 hours of training to gain licensure—about

average for IADLEST POST requirements. States Basic Law Enforcement Academy Hours range from a low of 360 in LA to a high of over 1000 hours in AK and CA. The Army is in the process of entering into an agreement with IADLEST that would allow its reciprocity with MO to extend to all 50 states through their reciprocity with MO. If it proves viable, it could be a model for the other states and the other services' military police/law enforcement schools to model.

## **Licensed Practical Nurse/Registered Nurse**

### *General Resources:*

- One-page summary of military training and experience for [LPNs and RNs](#) (MOC: 68W).
  - Additional information on the [68C MOS](#), military medics with additional training as LPNs who are also licensed by the state of Texas.
- Webinar recording: [Military Medic to LPN/RN](#).
  - Includes sample ACE Credit Recommendations for training and experience.

### *Gap Analyses:*

- [National Council of State Boards of Nursing \(NCSBN\) Gap Analysis](#) - NCSBN staff, with consultation from leading experts in the areas of nursing and military education, conducted an in-depth analysis of the health care specialist (medic), corpsman and airman curricula, and compared these with a standard LPN/VN curriculum. The standard LPN/VN curriculum developed for that project is comparable to the LPN/VN curricula approved by U.S. BONs. In addition, NCSBN staff reviewed the Army LPN program and compared it with the standard LPN/VN curriculum; that analysis is provided within the report, along with recommendations and legislative talking points.
- [Assessment of Gaps between Military Training and Civilian Credentialing Requirements – Chapter 4 – Health Care Support](#).

### *LPN Bridge Training Programs*

- GateWay Community College (Phoenix, AZ) - a program in its first semester as of January 2014. [Presentation](#) by Margi Schultz.
- Illinois - drafted a bridge curriculum for Air Force and Navy medics: [METC Corpsman - LPN Approved Assessment \[Partial Equivalency\] \(PDF, 164 KB\)](#) - The program addresses differences in competencies between the METC Basic Medical Technician Corpsman Program and those of a practical nursing program as delineated in the Illinois Nurse Practice Act. Program components include didactic, clinical, and skills validation learning experiences. Upon program completion, students are eligible to sit for the PN-NCLEX. Information on all of IL's licensing and certification work can be accessed on the [IDVA website](#).

### *RN Bridge Training Programs:*

- [Lansing Community College](#) [RN via Medic to Paramedic].
- [GateWay Community College](#) (Phoenix, AZ) [RN via Medic to LPN].
- [Herzing University](#) (Madison, WI) [RN via Medic to LPN].
  - Herzing offers an approved RN program that allows students to step out of the program at the LPN level and sit for the NCLEX-PN exam. Essentially, the program allows civilian EMTs and military medics to enter the program as second-semester students, enabling them to take the NCLEX-PN exam in one semester or less, or continue on to receive an Associate's Degree in Nursing (ADN) in another two semesters. The program will enroll its first Army medic in summer 2014.

## **Physical Therapy Assistant**

### *Gap Analyses:*

- Federation of State Boards of Physical Therapy [presentation](#) by Dr. Adrien Leslie.

### *Bridge Training Programs:*

- [Arapahoe Community College, Army Career Degree Plan](#) – Associate of Applied Science – Physical Therapist Assistant – Arapahoe Community College, in Littleton, Colorado, a member of the service members Opportunity Colleges (SOC) - an articulated degree plan that provides credit for Army training attained by Army MOS 68F – Physical Therapy Specialists.
- [Federation of State Boards of Physical Therapy \(FSBPT\)](#) – FSBPT represents the national level interests of State Boards of Physical Therapy. FSBPT administers the National Physical Therapy Examination (NPTE), promotes standards for laws and regulations governing physical therapy occupations, and promotes public and professional awareness of resources that support high standards of practice in the field.
- Policy Academy presentation - “[Military PT Techs to Civilian PTAs.](#)”  
Lake Superior College in Minnesota offers an Associate of Applied Science degree for Physical Therapy Assistants that is accredited by the Commission on Accreditation in Physical Therapy Education (CAPTE). The College adapted that program to also offer a 20-credit, online degree-completion program for military-trained physical therapy personnel: [Associate of Applied Science, Physical Therapist Assistant; Military Bridge Program](#). Lake Superior College is a member of the [Servicemembers Opportunity Colleges \(SOC\)](#), which means that the College subscribes to military-friendly academic policies.