

# **2013 TASK FORCE TO STUDY THE USE OF MOS SPECIALTY TRAINING AS A SUBSTITUTE FOR STATE LICENSING REQUIREMENTS**

**FINAL REPORT**

**January 1, 2014**



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## **INTRODUCTION**

Veterans are a highly trained and motivated group with much to offer the state of Connecticut. When they come home from war, veterans return to Connecticut with skills, training, and experience that should satisfy the requirements for state occupational licenses. Hundreds of veterans come to the state every year ready and willing to work as emergency medical technicians (EMTs), police officers, commercial drivers, electricians, and in other jobs. At the same time, Connecticut employers report an unmet need for qualified applicants, and a number of states have recently reformed their licensing statutes and regulations to promote veterans' employment. Our agencies have implemented important measures to grant licenses on a case-by-case basis to veterans, but unfortunately Connecticut lags behind other states in promoting employment of veterans and military spouses.

Connecticut's failure to fully credit military training and experience in its licensing and educational programs, and to recognize out-of-state licenses for military spouses, contributes to high unemployment rates for Connecticut's veterans, impairs employment among military spouses, and burdens military families.<sup>1</sup> Connecticut can learn from the successful programs already implemented by states such as New York, Maryland and Illinois to provide its service members and their spouses a smoother transition from military to civilian life. Channeling veterans into occupations for which they are already trained is an essential way to support military families and to promote a robust state economy. Given the progress already made in other states, military credentialing is also imperative to ensuring that Connecticut remains competitive in recruiting the most qualified veterans to live and work in the state.

In recognition of these concerns, this Task Force was created to develop reforms to aid Connecticut veterans as they transition from the military to the workforce. Through the passage of Special Act No. 13-5, the General Assembly directed the Task Force to determine whether and how state licensing processes can be streamlined to better recognize prior military experience.<sup>2</sup> The General Assembly also instructed the Task Force to consider broader ways to help veterans transition back to Connecticut. Pursuant to Act 13-5, "the purpose of the task force is to aid veterans in securing employment."<sup>3</sup>

Four months after the Task Force was created, Governor Dannel P. Malloy issued Executive Order No. 36, which directed "all state departments that issue certifications and licenses to conduct a thorough review of policies and procedures and make such revisions as are necessary to ensure that relevant military education, skills and training are given appropriate recognition in the certification and licensing process."<sup>4</sup> Executive Order No. 36 also required state agencies to "[i]dentify any state and federal laws or regulations that pose potential barriers" to that process.<sup>5</sup> Finally, the Executive Order mandated that "public institutions of higher

education should consider the unique knowledge and experience of military service as they evaluate and award academic credit” toward degrees and certifications.<sup>6</sup>

With these goals in mind, the Task Force convened on September 16, 2013 and began its research and evaluation process. In addition to analyzing present agency licensing practices and trends in the state labor market, the Task Force conducted a national survey of military credentialing initiatives and produced detailed studies of the occupations most relevant to Connecticut veterans. The Task Force also examined model legislation and executive initiatives from other states and sought feedback from state agencies, as well as advocates, researchers, and union representatives. The Task Force’s research, findings, and recommendations are contained in this report.



## **EXECUTIVE SUMMARY**

Veterans face significant challenges when they leave the military and look for civilian work. The transition from war into the domestic workforce can be difficult for former service members, whose military training does not always translate smoothly into jobs at home.<sup>7</sup> When they return to Connecticut, veterans are often required to repeat technical training they received in the military in order to receive state occupational licenses.<sup>8</sup> Confronted with prospect of redundant, time-consuming, and expensive training programs, some veterans accept lower-paying jobs for which they are overqualified.<sup>9</sup>

Connecticut employers report an urgent need for highly skilled and motivated workers,<sup>10</sup> and other states, including New York, Maryland, and Illinois, have implemented more aggressive programs to credit military training and experience in civilian licensing regimes. Other states have also outpaced Connecticut in encouraging veterans to pursue post-secondary education by awarding academic credit for military experience. Finally, Connecticut lags behind states such as Illinois in the effort to streamline licenses for military spouses, who often struggle to find employment when they move with their families across state lines.

Connecticut owes it to its veterans to fix these problems. Veterans enter the workforce with highly developed technical skills and with experience working in groups, under stress, and for a purpose larger than themselves. Connecticut has an opportunity—and a duty to those who have served—to harness this experience for the benefit of its citizens and its economy. To attract skilled veterans to the workforce, Connecticut's military credentialing schemes must remain competitive with other states. This report evaluates how the General Assembly and state agencies can streamline occupational licensing processes to better recognize veterans' skills and to facilitate the transition from war to civilian life.

## **MAJOR FINDINGS**

### **Statistics on Veterans and Military Families:**

- Connecticut is home to nearly 250,000 veterans and 9,000 active duty service members.<sup>11</sup>
- As the United States draws down its forces abroad in the coming years, approximately 8,000 more veterans are projected to return to the state.<sup>12</sup>
- At 9.9%, the unemployment rate of Gulf War II veterans—those who served in the Armed Forces sometime since September 2001 and have since returned to civilian life—is above the national average for both non-veterans (7.9%) and the combined average for veterans of all eras (7.0%). Female Gulf War II veterans have an even higher rate of unemployment (12.5%).<sup>13</sup>

- Approximately one third of workers are licensed by some level of government.<sup>14</sup> Workers in licensed occupations tend to receive higher wages than those in unlicensed occupations.<sup>15</sup>
- Jobs that require either an occupational license or an associates' degree are projected to grow faster than overall employment in the next decade.<sup>16</sup>
- Although approximately one million veterans nationwide have enrolled in college after their service, many have not received adequate academic credit for skills they gained in the military.<sup>17</sup>
- Approximately one third of military spouses work in a field that requires state licensure<sup>18</sup> and military spouses move across state lines ten times as frequently as civilians.<sup>19</sup>

### **Veteran Licensing Initiatives in Other States:**

- Many states have enacted their own legislation to promote veterans employment and to streamline the occupational licensing process. While Connecticut has created a number of veterans initiatives, the state has not passed a comprehensive law resembling those found in other states.
- The White House has recognized Maryland as the national leader on military credentialing. The Maryland Veterans' Full Employment Act of 2013 streamlines licensing for over 70 occupations and requires public universities to award appropriate academic credit for military experience.<sup>20</sup>
- Illinois is one of several states that have supported military families by offering temporary occupational licenses to qualified military spouses who move to the state due to military relocation. Temporary licenses reduce the burden that moving puts on military families.
- In New York, Governor Cuomo recently introduced the "Experience Counts" initiative. Like the Maryland Full Employment Act, New York's program reforms the state's occupational licensing processes and requires public universities to award academic credit to veterans where appropriate.

### **Connecticut Licensing Practices:**

- The eight occupations most relevant to Connecticut veterans are police officers, security guards, emergency medical technicians (EMTs), firefighters, electricians, HVAC technicians, bus drivers, and heavy-duty drivers.<sup>21</sup> All of these jobs require some form of licensure and each presents an opportunity for streamlined licensing.
- The top three jobs held by military spouses are K-12 teacher, registered nurse, and child-care worker.<sup>22</sup> All three of these jobs require state licenses.

- Many of the state agencies that regulate licenses relevant to veterans are authorized but not required to award credit for prior experience. Where they award credit for military training and experience, agencies tend to do so on a case-by-case basis.
- Some agencies are limited by statute in the amount of credit they may award for military experience.
- Although Connecticut has generous tuition policies for student veterans and each public institution must have a policy for awarding academic credit for military experience, the state has instituted no uniform policy on what credit student veterans should receive for prior training.<sup>23</sup>
- Few state agencies collect data on the numbers of veterans applying for occupational licenses. The agencies that collect such data do not publish it.
- At present, there is no systematic oversight mechanism to assess how veterans' skills and training are recognized in occupational licensing processes. This makes it difficult to track veterans role in the labor market, to identify areas for streamlined licensing, and to promote coordination across state agencies.
- Unlike states such as Maryland and New York, Connecticut does not currently have a single website where information about veterans employment and state licensing procedures is available.

## **MAJOR RECOMMENDATIONS**

### **Legislative Recommendations:**

- The Connecticut General Assembly should enact comprehensive legislation to streamline occupational licensing for veterans and to award uniform academic credit for relevant military training and experience. In doing so, the General Assembly should use the Maryland Veterans' Full Employment Act of 2013 as its model.
- The Connecticut General Assembly should enact spousal licensure legislation that provides for automatic temporary licenses for spouses who follow service members across state lines. In doing so, the General Assembly should use the Illinois Military Family Licensing Act of 2012 as its model.
- Wherever appropriate, the General Assembly should change statutes containing a preference, waiver, or exemption for veterans from a permissive ("may issue") to a mandatory ("shall issue") standard.
- Wherever appropriate, the General Assembly should waive licensing and testing fees for veterans eligible to obtain credit or full licensure for prior military experience.

- The General Assembly should enact oversight legislation that establishes a data collection plan to monitor and enforce military credentialing and make data on licensure rates available to the public. Such legislation should establish a complaint mechanism for veterans whose military experience has not been properly credited. In addition, the General Assembly should require every state agency and institution of higher education to publish a webpage dedicated to veterans' issues.
- The General Assembly should require every state agency and institution of higher education to submit information relevant to veterans' licensing, employment, or education to the Connecticut Department of Labor's Office for Veterans Workforce Development on a semi-annual basis, and should require the Connecticut Department of Labor's Office for Veterans Workforce Development to maintain a website that makes this information easily available.
- The Connecticut General Assembly should enact legislation requiring every state agency and institution of higher education, as appropriate, to designate at least one staff member to act as a veterans representative at each CTWorks Career Center. This program should be administered by the Connecticut Department of Labor's Office for Veterans Workforce Development.
- The Connecticut General Assembly should adopt a resolution calling for the Department of Defense (DOD) to notify the state when veterans separating from the military are coming to Connecticut. The General Assembly should also pass a resolution calling on DOD to ensure that military transcripts granted to service members are accurate and properly updated.
- The Connecticut General Assembly should adopt a resolution calling for greater transparency by the Department of Defense (DOD) and ACE in their recommendations of what military skills, training, and experience should count toward academic credit. The Governor and the General Assembly should also call for a petition for rulemaking by the U.S. Department of Transportation to expand the military skills test exemption so that it aligns with existing procedures for cross-state commercial drivers licensing.

### **Regulatory Recommendations:**

- Wherever possible, the Governor should streamline occupational licensing and provide for the award of appropriate academic credit by Executive Order. In doing so, the Governor should use the New York "Experience Counts" program as a model.
- The Governor should issue an Executive Order mandating that policies for granting credit and licenses for prior military experience should be at least as generous as the existing policies for interstate licensing reciprocity.
- The Governor should issue an Executive Order requiring the Connecticut Department of Labor's Office for Veterans Workforce Development to reach out to each military service branch's Transition Assistance Program (TAP) to ensure that separating veterans who

plan to live or work in Connecticut are aware of available employment and educational opportunities.

- The Board of Regents of Higher Education, Office of Higher Education, and the University of Connecticut (UConn) Board of Trustees should mandate that Connecticut public and private institutions of higher education accept the maximum American Council on Education (ACE)-recommended credit, thereby standardizing the granting of credit for military experience across the Connecticut system.
- The Governor should either establish or charge an existing advisory body with oversight of the implementation of veterans employment initiatives.
- Wherever a federal statute or regulation dictates the limit of a waiver, credit, or exemption available to military veterans, state regulations and policies should mirror the federal requirements so as to maximize the benefit to veterans.

The Appendices to this report describe the research that led the Task Force to its conclusions. The Findings and Recommendations section provides more detailed information regarding specific licenses and state programs.

## **FINDINGS AND RECOMMENDATIONS**

After four months of research and discussion with a broad group of participants, the Task Force has uncovered numerous opportunities to improve military credentialing in Connecticut. The Task Force has also discovered that Connecticut lags behind other states in facilitating veterans' transition to the workforce. Ultimately, the Task Force recommends that Connecticut enact comprehensive licensing reform legislation that draws on the successful implementation of similar reforms in New York, Maryland, Illinois, and other states. In adopting best practices from other states and adapting them to our state's own circumstances, Connecticut has an opportunity to become a national leader in promoting veterans' employment.

Many of the recommendations contained in this section require legislative action. Through Special Act 13-5, the General Assembly directed the Task Force to identify specific legislative amendments to streamline the licensing process for veterans.<sup>24</sup> Special Act 13-5 also stated that the general "purpose of the task force is to aid veterans in securing employment."<sup>25</sup> In considering that purpose, the Task Force identified several licensing reforms that could be achieved by regulation rather than legislation. The Task Force also recognized that the goal of reducing veterans' unemployment cannot be achieved solely through streamlined licensing. To bring veterans into the workforce, the state must channel veterans into higher education, where they can build upon their military skills and experiences to attain new qualifications. An effort to better serve military families is also incomplete unless it addresses the unique licensing demands placed on military spouses who frequently relocate across state lines.

To meet its mandate, the Task Force has thus included a series of regulatory recommendations and proposals regarding higher education along with the list of specific legislative amendments. Each of the recommendations outlined below is based on empirical and legal research as well as consultation with relevant state agencies and veterans groups.

### **FINDINGS**

#### **I. Findings on Veterans and Military Families in Connecticut**

The state of Connecticut has a long and rich history of welcoming veterans and supporting military families. Connecticut contains a number of military installations, including Naval Submarine Base New London, the Coast Guard Academy, various Coast Guard stations, Bradley Air National Guard Base, Camp Niantic, and Camp Hartell.<sup>26</sup> The state is also home to two Marine Reserve Units, the Connecticut National Guard, and the Connecticut Air National Guard.<sup>27</sup> As of September 2013, there are nearly 250,000 veterans and 9,000 active duty service members in Connecticut.<sup>28</sup> The former number is projected to increase as the United States draws down its forces abroad. In the coming years, approximately 8,000 more veterans will likely return to the state.<sup>29</sup>

Like veterans across the country, those in Connecticut face significant challenges finding work. This challenge is particularly steep for veterans who have recently left the military. At 9.9%, Gulf War II veterans' unemployment is above the national average for both non-veterans (7.9%) and the combined average for veterans of all eras (7.0%).<sup>30</sup> Female Gulf War II veterans have an even higher rate of unemployment (12.5%).<sup>31</sup> Given the pace at which veterans will be returning to the state in the next several years, these statistics indicate a serious problem for Connecticut and its citizens. If Connecticut does not take measures to facilitate the transition from war into the civilian workforce, veterans' unemployment may become more severe.

Veterans' unemployment is not an isolated issue, but rather one that has broad effects on veterans, their families, and our communities. Significant social science research demonstrates that post-separation employment is one of the most important factors in determining the health and welfare of veterans and their families.<sup>32</sup> Veteran unemployment correlates with a number of other difficulties and risk factors, including as substance abuse, involvement with the criminal justice system, and mental health concerns.<sup>33</sup> Ensuring that veterans have access to good jobs is not just about enabling their economic wellbeing. Helping veterans find civilian jobs quickly upon return from active duty is integral to the broader wellbeing of both veterans and their families.

Streamlined licensing for veterans with existing military credentials is a key way to address these concerns. Approximately one third of all American workers are licensed by some level of government,<sup>34</sup> and workers in licensed occupations tend to receive higher wages than those in unlicensed occupations.<sup>35</sup> In addition to being better paid, jobs that require an occupational license are also projected to grow faster than overall employment in the next decade.<sup>36</sup> Licensing is a vital area for reform.

The state can also support veterans and their families by streamlining licenses for military spouses. Approximately one third of military spouses work in a field that requires state licensure,<sup>37</sup> and military spouses move across state lines ten times as frequently as civilians.<sup>38</sup> The top three jobs held by military spouses—teacher, nurse, and child-care provider—all require state licenses. As a result, even military spouses with significant levels of training and experience can face significant barriers to employment when they move with their families across state lines.

Finally, it is crucial to channel veterans into higher education. Occupations that require a post-secondary education pay more and have higher projected growth than other job sectors.<sup>39</sup> Although approximately one million veterans nationwide have enrolled in college, many have not received adequate academic credit for skills they gained in the military.<sup>40</sup> Maximizing and standardizing the amount of credit that veterans receive for relevant military experience will help them obtain degrees faster and get better paying jobs when they enter the workforce.

Streamlining the transition to higher education will also allow veterans to save money or to retain GI Bill eligibility for further education. This reform would benefit Connecticut's budget by enabling post-secondary educational institutions that award veterans' tuition waivers to absorb waiver costs only for courses that veterans truly need to get their degrees. To reduce veterans' unemployment and improve the state economy, Connecticut must ensure that its veterans receive appropriate academic credit for their military service.

## **II. Findings on National Military Credentialing Practices**

In the past several years, the federal government and many states across the country have embarked on an effort to reduce veterans' employment. At the federal level, the government has prioritized veterans by creating a military credentialing Task Force within the Department of Defense.<sup>41</sup> That Task Force is currently working to identify military specialties that readily transfer to civilian occupations.<sup>42</sup>

Congress has also focused on veterans issues in recent years. In the last four years alone, Congress has proposed and enacted several important pieces of legislation to reduce veterans' unemployment. In 2011, Congress passed the VOW (Veterans Opportunity to Work) to Hire Heroes Act.<sup>43</sup> The VOW Act provides tax credits to employers who hire unemployed veterans and enables service members to begin searching for jobs before they are discharged from the military.<sup>44</sup> More recently, Congress passed and President Obama signed into law the Veterans Skills to Jobs Act of 2012.<sup>45</sup> That Act directs federal agency heads to treat relevant military training as sufficient to satisfy civilian occupational licenses. It also empowers federal agencies to promulgate new regulations to credit military experience and training.

These federal initiatives have motivated similar efforts across the United States. In the past several years, many states have enacted new laws aimed at facilitating veterans' entry into civilian life. From Idaho to Illinois, states have adopted a wide variety of measures to help veterans find work and pursue post-secondary degrees.<sup>46</sup> Such legislation tends to focus on a core set of veterans' employment issues, including license streamlining, spousal licensing, test and fee waivers, data collection, and license extensions for active duty service members. While Connecticut has created a number of its own veterans' employment initiatives, the state has not passed a comprehensive law on veterans employment, nor has Connecticut adopted many of the best practices implemented by other states. As a consequence, Connecticut lags behind many parts of the country in promoting veterans' employment. The state is currently at a competitive disadvantage in recruiting the most qualified veterans.

In working to correct this problem and to bring Connecticut to the forefront of the veterans' employment effort, the General Assembly can and should look to the states that have become national leaders on veterans' issues. Two new laws that deserve particularly close analysis from the Connecticut General Assembly are the Maryland Veterans' Full Employment



Act of 2013 and the Illinois Military Family Licensing Act of 2012.<sup>47</sup> These statutes represent some of the most comprehensive and effective credentialing legislation in the country.

The General Assembly may wish to begin by examining Maryland's law, which is included in the appendices to this report. The White House recently recognized the Maryland Veterans' Full Employment Act of 2013 as the national standard in military credentialing legislation.<sup>48</sup> That Act streamlines licensing for over 70 occupations, facilitates licensing for military spouses, and requires public universities to award appropriate academic credit for military experience.<sup>49</sup> Maryland's statute aims to produce full veteran employment by 2015, which it defines as a veteran unemployment rate of 3% or lower.<sup>50</sup> The statute also creates a robust mechanism for data collection and oversight, which allows the state to track its progress toward that goal.

A second piece of exemplary legislation is the Illinois Military Family Licensing Act, which became law on June 26, 2012.<sup>51</sup> Like other military spouse portability legislation, Illinois' Act helps "service members and their spouses obtain professional licenses that they need to continue working after the family relocates to Illinois for military service."<sup>52</sup> To achieve this aim, Illinois' Act provides for six-month expedited licenses in more than 50 professions for active duty service members and their spouses.<sup>53</sup> This law offers an excellent model for spousal licensing legislation in Connecticut.

Connecticut should also examine the possibility of reforming state licensing procedures through regulatory reform. In New York, Governor Cuomo recently introduced the "Experience Counts" program, which streamlines occupational licensing and requires public universities to award appropriate academic credit to veterans.<sup>54</sup> The Experience Counts initiative also amends occupational training procedures and expands the State Council on Returning Veterans and their Families, an inter-agency group that assists the Governor with the efficient coordination of state services for veterans.<sup>55</sup> Like the recent legislation in Illinois and Maryland, New York's program offers the General Assembly and the Governor a blueprint for promoting veterans' employment in Connecticut.

### **III. Findings on Military Credentialing in Connecticut**

Connecticut is a state that cares about veterans. As of 2013, Connecticut has enacted and implemented a number of initiatives to help service members and their families. Like many states, Connecticut has adopted a skills test waiver for heavy-duty drivers, which makes it easier for veterans to become commercial drivers.<sup>56</sup> Connecticut has also partially achieved spousal licensing through use of temporary licenses for some jobs common among military spouses.<sup>57</sup> In addition, Connecticut's public colleges and universities currently waive tuition for veterans who served during a time of war.<sup>58</sup> Commercial driving waivers, spousal licensing provisions, and

tuition waivers represent three examples of efforts to help veterans who live in the state. Nonetheless, Connecticut has yet to mount a comprehensive, systematic effort to reduce veterans' unemployment. There remain substantial gaps and redundancies in Connecticut's licensing schemes, and missed opportunities to pursue reforms already adopted by other states.

The Task Force has found ample ground for comprehensive licensing legislation. Over the course of its four-month evaluation, the Task Force identified many occupations where licensing requirements overlap with military skills. Based on data about the Connecticut labor market and military occupational specialties, which are described further in Appendix D, the eight licensed occupations relevant to the greatest number of Connecticut veterans' military training and experience are:

- Police officers
- Security guards
- Emergency medical technicians (EMTs)
- Firefighters
- Electricians
- HVAC technicians
- Bus drivers
- Heavy-duty drivers

Each presents an opportunity for streamlined licensing.

Streamlining these and other licenses will involve legislative amendments, regulatory reform, or a combination of both. In some cases, the state agencies that issue occupational licenses are already equipped to make changes to their licensing procedures. Many of the agencies that regulate licenses relevant to veterans are authorized, though not required, to award credit for prior experience. This means that many agencies can credit military experience at their discretion.

However, some state agencies are limited by statute in the amount of credit they may award. Moreover, where they do offer credit for military training, a number of agencies tend to do so on a case-by-case basis. This practice makes it difficult to discern whether veterans are getting appropriate, fair, and uniform credit for their prior training. The lack of transparency in licensing practices also precludes veterans' from learning about the benefits available to them. Opaque and redundant licensing processes effectively prevent veterans from seeking licenses and from using their training to benefit themselves, their families, and the state.

In the area of post-secondary education also, Connecticut has partially addressed the need to provide educational opportunity for its veterans. At present, Connecticut has generous tuition

policies for student veterans and each public post-secondary institution is required have a local policy for awarding academic credit for military experience. However, the state has no uniform policy on what credit student veterans should receive for their prior training.<sup>59</sup> As a result, many Connecticut schools under-recognize the experiences and skills of veterans who go back to school after leaving the military. Ultimately, veterans' progress through school and into the Connecticut economy is stalled by a piecemeal policy regarding academic credit.

Finally, and perhaps most significantly, Connecticut lacks a systematic oversight mechanism to assess how veterans' skills are recognized by each state agency. Very few agencies collect data on the numbers of veterans applying for their licenses. The agencies that do collect such data do not publish it. This makes it impossible to track veterans' role in the labor market, to identify areas for streamlined licensing or other opportunities for reform and improvement, and to promote coordination across state agencies. In addition, unlike states such as Maryland and New York, Connecticut does not currently have a single website where information about veterans employment and state licensing procedures is available. Connecticut needs a more coordinated and better publicized program to support veterans who wish to work in the state.

## **RECOMMENDATIONS**

### **I. Legislative Recommendations**

Pursuant to Special Act 13-5, the Task Force has identified a number of areas for legislative reform to address veterans' unemployment. A summary of the Task Force's recommendations, followed by a list of specific statutory amendments, is below. Memoranda contained in Appendix E describe the Task Force's proposals in more detail.

#### **Summary**

The Connecticut General Assembly's primary goal should be to enact comprehensive legislation to streamline occupational licensing and award uniform academic credit for relevant military training and experience. In creating comprehensive legislation, the General Assembly should use the Maryland Veterans' Full Employment Act of 2013 as its model. See Appendix F. Wherever appropriate, this legislation should change statutes containing a preference, waiver, or exemption for veterans from a permissive ("may issue") to a mandatory ("shall issue") standard. Making crediting for veterans' training and experience mandatory rather than permissive is a simple and effective way to ensure that veterans receive the full credit they deserve.

To the extent possible, licensing legislation should also waive licensing and testing fees where veterans are eligible to obtain credit or full licensure for prior military experience.

Licensing fees are burdensome, and potentially prohibitive, for veterans who are already qualified to hold civilian jobs. Because veterans represent a limited population of the total number of license applicants, waiving licensing and testing fees will not substantially affect agencies' budgets.

To address the barriers to employment for military families, the Connecticut General Assembly should also enact spousal licensing legislation that provides for automatic temporary licenses and waived licensing fees for all military spouses who enter the state with relevant work experience. This spousal licensing legislation should include temporary certifications for K-12 teachers, one group currently omitted from Connecticut's temporary licensure program. In creating its spousal licensing law, the General Assembly should use the Illinois Military Family Licensing Act of 2012 as its model. See Appendix F.

The General Assembly should enact legislation to oversee the implementation of veterans' employment initiatives. This legislation should have several features. First, it should establish a data collection plan to monitor military credentialing practices. As part of that monitoring plan, legislation should require state agencies to publish statistics on veterans' licensure and should establish a complaint mechanism for veterans whose military experience has not been properly credited. Second, any oversight legislation should require state agencies and post-secondary educational institutions to publish a webpage dedicated to veterans' issues.

Oversight legislation should require every state agency and post-secondary educational institution to submit all information relevant to veterans' licensing, employment, or education to the Connecticut Department of Labor's Office for Veteran's Workforce Development on a semi-annual basis. The General Assembly should require the Connecticut Department of Labor's Office for Veterans' Workforce Development to maintain a website that makes this information easily available. Fourth, and finally, oversight legislation should require every relevant state agency and institution of higher education to designate at least one staff member or train a CT Works staff member to act as a veterans' representative at each CT Works Career Center.

In addition, the Connecticut General Assembly should adopt a resolution calling for the Department of Defense to notify the state when veterans separating from the military are coming to Connecticut. Without such information, it is impossible for the state to adequately prepare for veterans' entry into its workforce. It is essential that the Department of Defense cooperate with state governments to facilitate veterans' smooth separation from the armed forces.

### **Statutory Amendments**

In creating a comprehensive bill to streamline occupational licensing, the General Assembly should make a number of specific amendments to the statutes that currently govern occupational licenses. By agency, those changes are:

- **Department of Motor Vehicles (DMV):** The Connecticut State Legislature should change CONN. GEN. STAT. § 14-36(e) from a permissive (“may issue”) to a mandatory (“shall issue”) standard.<sup>60</sup>
- **Department of Consumer Protection (DCP):** The Connecticut Legislature should amend CONN. GEN. STAT. § 20-333 to require DCP to recognize military training when issuing electricians’ licenses. The Connecticut Legislature should also amend CONN. GEN. STAT. § 20-332 to require DCP to recognize military training when issuing HVAC licenses. Similar statutory changes should be made for all construction trades.
- **Department of Emergency Services and Public Protection (DESPP):** The Connecticut Legislature should amend CONN. GEN. STAT. § 29-161q to permit DESPP to waive the eight-hour security guard training course if veterans have received equivalent military training. The Connecticut Legislature should also amend CONN. GEN. STAT. § 29-161q to waive Security Guard application fees for veterans with relevant training. Finally, The Legislature should amend CONN. GEN. STAT. § 29-161q to require DESPP to recognize military training and weapons qualifications when issuing armed Security Guard licenses.
- **Connecticut Board of Regents of Higher Education, Office of Higher Education, Board of Trustees of the University of Connecticut:** The General Assembly should enact legislation requiring the Board of Regents of Higher Education, the Office of Higher Education, and the UConn Board of Trustees to promulgate regulations related to veteran students by a fixed date. Those regulations should mandate that Connecticut public and private institutions of higher education accept the maximum American Council on Education (ACE)-recommended credit, and work together toward developing more comprehensive guidelines. In enacting this legislation, the General Assembly would standardize credits for military experience across the Connecticut post-secondary educational system. The General Assembly should also pass a resolution calling for greater transparency by the Department of Defense (DOD) and ACE in their recommendations of what military skills, training, and experience should count toward academic credit, and to ensure that the transcripts granted to service members are accurate and properly updated.
- **State Department of Education (SDE):** The General Assembly should enact legislation that directs the State Department of Education to grant one-year interim teaching certificates to all teachers with out-of-state credentials who have moved to Connecticut with a service member spouse, and full testing waivers to military spouses who have worked as teachers for 3 or more years in any United States jurisdiction.

- **Police Officer Standards and Training Council (POSTC):** The General Assembly should enact legislation directing POSTC to apply the current waiver for police officers trained in other states to all military veterans with relevant police training and experience.
- **Other State Agencies:** The General Assembly should enact comprehensive spousal licensing law to capture all occupations, including K-12 teachers, and to waive licensing fees for military spouses who have re-located to Connecticut. It should also enact legislation providing for the automatic renewal of licenses held by active duty military personnel, including those issued by the Department of Public Health and DOE.

## II. Regulatory and Other Executive Recommendations

In the course of evaluating the problem of veterans' unemployment in Connecticut, it became clear to the Task Force that many reforms could be achieved through regulation rather than legislation. Accordingly, the Task Force recommends that the Governor issue an Executive Order accomplishing several important reforms.

First, the Governor should mandate that every agency's military credentialing policy be at least as generous as its policy for interstate licensing reciprocity. Where state agencies already credit prior experience when people enter Connecticut from another state, the agency should extend the same credit to a veteran returning from active duty. This is a simple and direct way to incorporate veterans into existing programs for accelerated licensing.

Second, the Governor should establish an advisory body or charge an existing advisory body with oversight of the implementation of veterans' employment initiatives. Such an advisory body could monitor the data received from state agencies about their progress toward full military credentialing. An advisory body could also ensure that innovation continues around issues of veterans' licensure and employment.

Third, the Governor should streamline occupational licensing as much as possible within the existing statutory structure. In doing so, the Governor should draw on New York "Experience Counts" program as a model for regulatory reform. With such an effort in mind, the Task Force has identified a number of agency regulations that could be amended without legislative action. These regulatory changes are described in more detail in the memoranda contained in Appendix F. By agency, the relevant regulations are:

- **Department of Motor Vehicles (DMV):** The Connecticut Department of Motor Vehicles (DMV) should exempt veterans from knowledge test fees for licenses and endorsements for vehicles representative of those that the government has already licensed the veteran to operate. The DMV should eliminate the requirement that a veteran has a government license that allows him or her to operate a vehicle with at least

26,001 lbs. Gross Vehicle Weight Rating (GVWR) in order to be eligible for the skills test exemption. The DMV should also eliminate the requirement that a veteran provide a letter from his or her commanding officer indicating which Commercial Driver's License (CDL) class the veteran is licensed to operate given his or her military experience. Finally, the DMV should amend its eligibility criteria for the military skills test exemption so that they are directly in line with those in the federal regulation.<sup>61</sup>

- **Department of Consumer Protection (DCP):** The DCP should promulgate a regulation stating that veterans with sufficient technical training are exempt from the qualifying exam for the licenses they oversee, including electricians and HVAC licenses. Veterans should receive the appropriate trade license upon presentation of a DD-214 or another Department of Defense form documenting their relevant military training and experience. DCP should also implement a fee waiver for veterans with technical trade skills who are applying to become licensed journeypersons or contractors.
- **Department of Public Health (DPH):** The DPH currently allows Air Force and Army medics to serve as EMTs in the state because veterans in those branches receive their National Registry Emergency Technician credentialing while in the service. The DPH should promulgate a rule whereby Navy and Coast Guard personnel with appropriate military medical training receive are otherwise exempted from the educational prerequisite for taking the state written and practical examination.
- **Department of Emergency Services and Public Protection (DESPP):** The DESPP should promulgate a regulation waiving the security guards firearms course requirement for veterans who have a valid and relevant military weapons qualification. The Department should also waive all non-statutory Security Guard application fees for veterans with relevant training.
- **Connecticut Board of Regents, Office of Higher Education, and the Board of Trustees of the University of Connecticut:** The Board of Regents of Higher Education and the UConn Board of Trustees should mandate that public post-secondary educational institutions accept the maximum American Council on Education (ACE)-recommended credit, thereby standardizing credits for military experience across the Connecticut system. The Boards should also work with Connecticut institutions of higher education to develop more comprehensive military credentialing guidelines. The Office of Higher Education should promulgate regulations requiring Connecticut's private educational institutions to credit military skills in accordance with ACE recommendations in order to maintain their accreditation. The Board of Regents and the UConn Board of Trustees should join with the Multi-State Collaborative on Military Credit to advocate for greater transparency by the Department of Defense (DOD) and ACE regarding which military skills, training, and experience should count toward academic credit, and to ensure that

the transcripts that are granted to service members are accurate and properly updated. The Board of Regents, UConn, and private colleges and universities of Connecticut should conduct a study to gather and evaluate data about the effectiveness of practices surrounding veterans in higher education, and the crediting of military training and experience; this study should guide the development of further policies and guidelines. Finally, the Board of Regents should take measures to inform veterans about educational opportunities and to ensure the existence of user-friendly websites for veterans who wish to go back to school.

- **Police Officer Standards and Training Council (POST):** POST should encourage local police departments to solicit applications from veterans. Police departments should explicitly recruit veteran applicants.
- **Connecticut Department of Labor:** Connecticut Department of Labor's Office for Veterans Workforce Development should reach out to each military service branch's Transition Assistance Program (TAP) to ensure that separating veterans who plan to live or work in Connecticut are aware of available employment and educational opportunities.
- **The Office of the Governor:** The Office of the Governor should create a new gubernatorial advisory body or charge an existing advisory body with oversight of the implementation of veterans' employment initiatives in accordance with the legislative and regulatory reforms described in this report.

### III. Additional Recommendations

Beyond the legislative and regulatory reforms outlined above, there are several final ways to encourage veterans' employment. In the course of evaluating Connecticut's laws and initiatives, the Task Force recognized that veterans' difficulty transitioning to civilian life is a national issue. Connecticut can and should make statewide changes to better support its veterans, but reducing veterans' unemployment and supporting military families cannot be achieved by states alone. The federal government and the Department of Defense have a role to play in the effort to facilitate veterans' entry into civilian jobs.

Congress and the Obama Administration have recognized this and have worked to focus national attention on veterans' employment issues over the past several years. The White House has issued two reports on national efforts to reduce veterans' unemployment, which are contained in Appendix C. Capitalizing on the existing momentum at the national level, Connecticut should advocate for a series of federal reforms.

First, the Governor and General Assembly should encourage increased state-federal cooperation on veterans employment issues. One way to do this is to endorse military transcript



reform. The transcripts issued by the military to describe service members' occupational specialties and training are often difficult for civilian employers and agencies to understand. With these complicated and unclear military transcripts, veterans who are trained to work in civilian jobs find it hard to prove that they have the skills and experience required for state licensure. The federal government has recognized this problem and has encouraged the Department of Defense to amend military transcripts to provide more legible information for potential employers.<sup>62</sup> In response, the Department of Defense has begun working with private sector employers to study ways that it might change the format of its transcripts.

The Governor and General Assembly should monitor the transcript reform effort and should encourage its state agencies to develop proficiency in military occupational specialties. Connecticut should also join other states in calling on the Department of Defense to release data on the military occupational specialties represented by separating veterans, both in the aggregate and by state home of record. This data would help states to better direct employment resources to serve the needs of their veteran populations. In addition, the Governor and the General Assembly should call for a petition for rulemaking by the U.S. Department of Transportation to expand the military skills test exemption so that it aligns with existing procedures for cross-state licensing.

Second, the Governor and General Assembly should advocate for relaxed restrictions on the use of federal funds for the training and employment of veterans. Through the U.S. Department of Labor, the federal government currently offers a series of employment programs aimed at veterans.<sup>63</sup> However, the federal funding provided to states to encourage veterans to participate in such programs is compartmentalized by service branch.<sup>64</sup> This system makes it difficult for states to offer integrated and efficient job training programs. Relaxing the restrictions on federal funds would give states, including Connecticut, maximum flexibility to tailor job training services to their unique veterans populations.

Third and finally, the Governor and General Assembly should support a more extensive fee reimbursement policy from the United States Department of Veterans Affairs (USVA). The USVA currently covers the cost of state licensing fees for some occupations.<sup>65</sup> If this list of occupations were expanded and better publicized, Connecticut agencies could continue to generate revenue from licensing fees without passing the burden of such fees onto the state's veterans.

## **CONCLUSION**

The appendices to this report analyze each of the recommendations above in greater detail. After conducting an extensive review of Connecticut's laws and policies, the Task Force has come to the conclusion that the state can significantly improve its occupational licensing procedures for military veterans, and should do so. Departments and constituencies across the state are eager to help veterans, and veterans are eager to work. With the information contained

in this report, the General Assembly should move boldly to undertake reforms that have been implemented already in other states and that will systematically reduce unemployment among those who have served and sacrificed on behalf of this state, and this country.

## **TASK FORCE PROCESS**

The Task Force first met on September 16, 2013 to discuss their mandate under the authorizing legislation, Special Act No. 13-5, and to formulate a research plan. The Task Force also discussed Executive Order No. 36, which instructed all Connecticut state agencies to conduct a thorough review of their military credentialing practices and to assist the Task Force in its mission.<sup>66</sup> The co-chairs directed Task Force staff members to commence research into areas for reform in their respective agencies. The co-chairs also requested information from agencies regarding their existing licensing requirements.

The second Task Force meeting was held on October 23, 2013. At that meeting, Task Force staff members presented their initial research into individual licensing processes for electricians, private security guards, HVAC technicians, police, firefighters, commercial drivers, and emergency medical technicians. This research was memorialized in written memos shared with all Task Force members and added to the Task Force's website. In response, the Task Force members provided initial comment on the research and proposed reforms. The Task Force co-chairs asked Task Force members and agency representatives to conduct research into the licenses discussed and to provide more thorough comment at the next meeting.

At the Task Force Meeting on November 7, 2013, agency representatives responded to memoranda presented by the Task Force staff. Task Force staff presented additional memoranda regarding the Maryland Veterans' Full Employment Act, the New York "Experience Counts" Program, and the crediting of military training and experience toward degrees in Connecticut institutions of higher education. After initial discussion of the additional memoranda, the co-chairs renewed their prior request that Task Force members and agency representatives conduct research into the areas discussed and provide thorough comment at the next meeting.

At the Task Force Meeting on November 21, 2013, agency representatives responded to memoranda presented by the Task Force staff. The Task Force staff presented additional memoranda regarding spousal licensing and license tolling, information dissemination and outreach, and enforcement, oversight, and data collection. Agency representatives provided initial comment and the co-chairs requested thorough comment to the Task Force staff. The co-chairs directed the Task Force staff to commence drafting the Task Force Report and to circulate a draft of the report to all members by December 15, 2013.

At the Task Force Meeting on December 18, 2013, agency representatives voted unanimously to accept and submit the final Task Force Report.

Over the course of the four months it convened, the Task Force included and consulted with representatives from the State Department of Education, the Board of Regents of Higher Education, the Office of Higher Education, the UConn Board of Trustees, the Department of Veterans' Affairs, the Office of Military Affairs, the Military Department, the Department of Emergency Services and Public Protection, the Fire Academy, the Police Officer Standards and Training Council, the State Police Academy, the Department of Consumer Protection, the Department of Public Health, the Department of Motor Vehicles, the Department of Labor, Sheet Metal Workers Union No. 40, the Connecticut AFL-CIO, the nursing community, the offices of the Senate President Pro Tempore, Speaker of the House of Representatives, Senate Majority Leader, Senate Minority Leader, House Majority Leader, and House Minority Leader.

The final Task Force Report was submitted to the General Assembly on January 1, 2014.

## **TASK FORCE APPOINTEES**

### **Military Occupational Specialty Task Force Members**

**Michael J. Wishnie**

Co-Chair, Senate President Appointment

**Kent A. Carlson**

Co-Chair, House Speaker Appointment

**Dominic Sammarco**

Senate Majority Leader Appointment

**Rosendo Garza, Jr.**

House Majority Leader Appointment

**Christopher Coutu**

Senate Minority Leader Appointment

**Edward B. Wenners**

House Minority Leader Appointment

**Terry Brennan**

Department of Labor Designee

**Gail Coppage**

Board of Regents for Higher Education Designee

**Michael Criscuolo**

Office of Financial and Academic Affairs for Higher Education Designee

**John Frassinelli**

State Department of Education Designee

**Ron Giroux**

Military Department Designee

**Richard Hurlburt**

Department of Consumer Protection Designee

**Bob Ross**

Executive Director, Office of Military Affairs

**Maria Tackett**

Department of Veterans' Affairs Designee

## **Task Force Staff**

**Paul Tarbox**, Administrator, Connecticut General Assembly

**Richard R. Hanratty, Jr.**, Attorney, Connecticut General Assembly

**Matthew Blumenthal**, Law Student Intern, Yale Veterans Legal Services Clinic

**Emma Kaufman**, Law Student Intern, Yale Veterans Legal Services Clinic

**Ryan Podolsky**, Law Student Intern, Yale Veterans Legal Services Clinic

## ENDNOTES

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- <sup>1</sup> Exec. Order No. 36 (Sept. 23, 2013) [hereinafter Exec. Order No. 36], <http://www.ct.gov/malloy/lib/malloy/>
- <sup>2</sup> 2013 Conn. Acts 13-5 (Spec. Sess.) [hereinafter Special Act 13-5] (establishing a Task Force to Study the Use of Military Occupational Specialty Training as a Substitute for State Licensing Requirements).
- <sup>3</sup> *Id.*
- <sup>4</sup> Exec. Order No. 36, *supra* note 1.
- <sup>5</sup> *Id.*
- <sup>6</sup> *Id.*
- <sup>7</sup> See EXECUTIVE OFFICE OF THE PRESIDENT, THE FAST TRACK TO CIVILIAN EMPLOYMENT: STREAMLINING CREDENTIALING AND LICENSING FOR SERVICE MEMBERS, VETERANS, AND THEIR SPOUSES (2013) [hereinafter THE FAST TRACK TO CIVILIAN EMPLOYMENT].
- <sup>8</sup> *Id.*
- <sup>9</sup> *Id.*
- <sup>10</sup> Exec. Order No. 36, *supra* note 1.
- <sup>11</sup> *Id.*
- <sup>12</sup> *Id.*
- <sup>13</sup> CONNECTICUT VETERANS LEGAL CENTER, DENYING CREDIT: THE FAILURE TO TRANSITION TROOPS TO CIVILIAN EMPLOYMENT 1 (October 2012) [hereinafter “CVLC REPORT”].
- <sup>14</sup> THE FAST TRACK TO CIVILIAN EMPLOYMENT, *supra* note 7, at 5. This data was collected in 2008 and published in 2013. *See also* Morris M. Kleiner & Alan B. Krueger, “Analyzing the Extend and Influence of Occupational Licensing on the Labor Market,” 31 J. LAB. & ECON. 1 (2013).
- <sup>15</sup> THE FAST TRACK TO CIVILIAN EMPLOYMENT, *supra* note 7, at 5. This data was collected in 2008 and published in 2013. *See also* Morris M. Kleiner & Alan B. Krueger, *Analyzing the Extent and Influence of Occupational Licensing on the Labor Market*, 31 J. LABOR & ECON. 1 (2013).
- <sup>16</sup> THE FAST TRACK TO CIVILIAN EMPLOYMENT, *supra* note 7, at 5.
- <sup>17</sup> Paul Fain, *Credit for Service*, INSIDE HIGHER ED (Sept. 19, 2013), <http://www.insidehighered.com/news/2013/09/19/seven-state-coalition-pushes-more-information-about-military-credit-recommendations>.
- <sup>18</sup> United Serv. Auto. Ass’n (USAA), *Moving Causes Career Hurdles for Military Spouses*, USAA MAG. (Feb. 28, 2013), <https://www.usaa.com/inet/pages/advice-military-movingcareerhurdlesspouses?akredirect=true>.
- <sup>19</sup> Press Release, White House Press Secretary, Fact Sheet: States Answer First Lady’s Call to Put America’s Heroes Back to Work 2 (Apr. 17, 2013) [hereinafter States Answer First Lady’s Call], <http://www.whitehouse.gov/the-press-office/2013/04/17/fact-sheet-states-answer-first-lady-s-call-put-america-s-heroes-back-wor>.
- <sup>20</sup> Maryland Veterans Full Employment Act of 2013, 2013 Md. Laws Ch. 154 (S.B. 273) [hereinafter Veterans Full Employment Act], [http://mgaleg.maryland.gov/2013RS/chapters\\_noln/Ch\\_154\\_sb0273T.pdf](http://mgaleg.maryland.gov/2013RS/chapters_noln/Ch_154_sb0273T.pdf).
- <sup>21</sup> CVLC REPORT, *supra* note 13.
- <sup>22</sup> USAA, *supra* note 18.
- <sup>23</sup> *See* Appendix E, Memorandum on Crediting Military Experience in Higher Education; *The ACE Military Guide For College Credit*, VETERAN SERVICES, CONNECTICUT BOARD OF REGENTS FOR HIGHER EDUCATION (Nov. 5, 2013), <http://www.ct.edu/admission/veterans#ace>.
- <sup>24</sup> Special Act 13-5, *supra* note 2.
- <sup>25</sup> Special Act 13-5, *supra* note 2.
- <sup>26</sup> CONNECTICUT MILITARY DEP’T: FACILITY LIST, <http://www.ct.gov/mil/cwp/view.asp?a=1345&q=257140>.
- <sup>27</sup> *Id.*
- <sup>28</sup> Exec. Order No. 36, *supra* note 1.
- <sup>29</sup> *Id.*
- <sup>30</sup> CVLC REPORT, *supra* note 13, at 1.
- <sup>31</sup> *Id.*
- <sup>32</sup> *Id.*
- <sup>33</sup> *Id.*

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- <sup>34</sup> THE FAST TRACK TO CIVILIAN EMPLOYMENT, *supra* note 7, at 5. This data was collected in 2008 and published in 2013. *See also* Morris M. Kleiner & Alan B. Krueger, “Analyzing the Extend and Influence of Occupational Licensing on the Labor Market,” 31 J. OF LABOR & ECON. 1 (2013).
- <sup>35</sup> *Id.*
- <sup>36</sup> *Id.*
- <sup>37</sup> USAA, *supra* note 18.
- <sup>38</sup> Fact Sheet: States Answer First Lady’s Call, *supra* note 19.
- <sup>39</sup> THE FAST TRACK TO CIVILIAN EMPLOYMENT, *supra* note 7, at 5.
- <sup>40</sup> Paul Fain, *Credit for Service*, INSIDE HIGHER ED (Sept. 19, 2013), <http://www.insidehighered.com/news/2013/09/19/seven-state-coalition-pushes-more-information-about-military-credit-recommendations>.
- <sup>41</sup> Craig Roberts, *Civilian Credentialing: A Legion Concern*, AMERICAN LEGION (Sept. 29, 2013), [www.legion.org/print/216988](http://www.legion.org/print/216988).
- <sup>42</sup> *Id.* at 2-3
- <sup>43</sup> VOW (Veterans Opportunity to Work) to Hire Heroes Act of 2011, Pub. L. No. 112-56, 125 Stat. 711 (2013).
- <sup>44</sup> WHITE HOUSE BUSINESS COUNCIL, GUIDE TO HIRING VETERANS (2012), [http://www.whitehouse.gov/sites/default/files/docs/white\\_house\\_business\\_council\\_-\\_guide\\_to\\_hiring\\_veterans.pdf](http://www.whitehouse.gov/sites/default/files/docs/white_house_business_council_-_guide_to_hiring_veterans.pdf).
- <sup>45</sup> Veterans Skills to Jobs Act, Pub. L. No. 112-147, §§ 2-3, 126 Stat. 1138 (2012).
- <sup>46</sup> *See* Appendix B for a fuller description of the specific laws that have been passed in other states.
- <sup>47</sup> *See* Appendix F for the text of these two laws.
- <sup>48</sup> Fact Sheet: State’s Answer First Lady’s Call, *supra* note 19.
- <sup>49</sup> Veterans Full Employment Act, *supra* note 20.
- <sup>50</sup> *Id.*
- <sup>51</sup> Governor Pat Quinn, Press Release, Governor Quinn Signs Illinois Military Family Licensing Act with First Lady Michelle Obama, June 26, 2012.
- <sup>52</sup> *Id.*
- <sup>53</sup> *Id.*
- <sup>54</sup> *See* Appendix B: Case Studies on Military Credentialing: Maryland and New York.
- <sup>55</sup> *Id.*
- <sup>56</sup> *See* Appendix E, Memorandum on CDL and Bus Drivers’ Licenses.
- <sup>57</sup> *See* Appendix E, Memorandum on Spousal Licensing and License Tolling.
- <sup>58</sup> *See* CONN. GEN. STAT. § 10a-105(e).
- <sup>59</sup> *See* Appendix E, Memorandum Crediting Military Experience in Higher Education 4; *see also* *The ACE Military Guide For College Credit*, CONNECTICUT BOARD OF REGENTS FOR HIGHER EDUCATION: VETERANS SERVICES (Nov. 5, 2013), <http://www.ct.edu/admission/veterans#ace>.
- <sup>60</sup> This amendment would be accomplished by deleting the language of § 14-36(e)(3):

If any such applicant has held a license from a state, territory or possession of the United States where a similar examination is required, or if any such applicant is a person honorably separated from the United States armed forces who applies within two years following the separation and who, prior to the separation, held a military operator's license for motor vehicles of the same class as that for which such applicant has applied, the commissioner may waive part or all of the examination.

That language would be replaced with the following:

If any such applicant has held a license from a state, territory or possession of the United States where a similar examination is required, the commissioner may waive part or all of the examination. If any such applicant is a person honorably separated from the United States armed forces who applies within two years following the separation and who, prior to the separation, held a military operator's license for motor vehicles of the same class as that for which such applicant has applied, the commissioner shall waive part or all of the examination.

<sup>61</sup> 49 C.F.R. § 383.77(b).

<sup>62</sup> *See* Appendix E, Memorandum on Crediting Military Experience in Higher Education, 2-3.

<sup>63</sup> Letter from Joan Wodiska, Chairman, Subcommittee on Red Tape Reduction, National Governors Association &



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Bob Simoneau, Member, Subcommittee on Red Tape Reduction, National Association of State Workforce Agencies, to U.S. Secretary of Labor Hilda Solis, Re: Committee Report – Key Recommendations to Eliminate Federal Red Tape, Dec. 7, 2012.

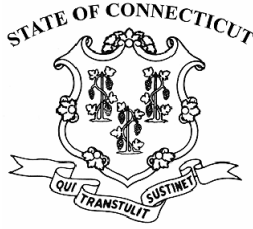
<sup>64</sup> *Id.* at 5-6.

<sup>65</sup> U.S. DEPARTMENT OF VETERANS AFFAIRS: LICENSING AND CERTIFICATION, [http://www.gibill.va.gov/resources/education\\_resources/programs/licensing\\_and\\_certification.html](http://www.gibill.va.gov/resources/education_resources/programs/licensing_and_certification.html) (last visited Oct. 22, 2013); *see also* U.S. Department of Veterans Affairs, *WEAMS Licenses/Certification Search*, <http://inquiry.vba.va.gov/weamspub/buildSearchLCCriteria.do> (last visited Dec. 6, 2013).

<sup>66</sup> *See* Exec. Order No. 36, *supra* note 1.

## **APPENDIX A: LEGISLATION AND EXECUTIVE ORDER**

On June 7, 2010, the Connecticut General Assembly passed Public Act No. 10-105, which required state agencies that issue occupational licenses to provide credit for prior military experience where appropriate. Three years later, on May 24, 2013, the General Assembly passed Special Act No. 13-5, which established this Task Force to study whether and how military occupational specialty training could be used to improve state licensing procedures for military veterans. On September 23, 2013, Governor Dannel P. Malloy issued Executive Order No. 36, which directs state agencies to review their licensing policies to ensure that relevant military experience is being properly recognized.



***Substitute House Bill No. 5350***

***Public Act No. 10-105***

***AN ACT CONCERNING LICENSURE AND CERTIFICATION  
CREDITS FOR MILITARY TRAINING.***

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (NEW) (*Effective October 1, 2010*) Notwithstanding any provision of the general statutes or any regulation of Connecticut state agencies, a state agency or board that issues licenses or certificates for which professional training, schooling or apprenticeship is required shall provide credits or exemptions from requirements toward licensure or certification for any applicant who received applicable training, schooling or experience while serving as a member of the armed forces. An applicant shall not be required to repeat any substantively similar training or schooling required for licensure or certification. Credits or exemptions from requirements toward licenses or certificates awarded by the constituent units of the state system of public higher education pursuant to this section shall be granted in a manner consistent with (1) guidelines established by the American Council on Education, (2) the constituent units' transfer credit policies, and (3) 38 CFR 21.4253 and 38 CFR 21.4254. For purposes of this section, "armed forces" means the United States Army, Navy, Marine Corps, Coast Guard and Air Force and any reserve component thereof, including the Connecticut National Guard and the state militia.

***Substitute House Bill No. 5350***

Approved June 7, 2010



***Substitute House Bill No. 5387***

***Special Act No. 13-5***

***AN ACT ESTABLISHING A TASK FORCE TO STUDY THE USE OF  
MILITARY OCCUPATIONAL SPECIALTY TRAINING AS A  
SUBSTITUTE FOR STATE LICENSING REQUIREMENTS.***

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (*Effective from passage*) (a) There is established a task force to study the use of military occupational specialty training experience to satisfy training requirements for state licensing purposes. The purpose of the task force is to aid veterans in securing employment. For the purposes of this section, "state licensing" shall include, but not be limited to, occupational licensing, professional licensing and trade licensing. The task force shall examine military occupational specialty training and determine if any such training is equivalent to that required for state licensing purposes. The task force shall recommend specific substitutions of state licensing training requirements with military occupational specialty training.

(b) The task force shall consist of the following members:

(1) The Commissioner of Veterans' Affairs, or the commissioner's designee;

(2) The Adjutant General of the Military Department, or the Adjutant General's designee;

***Substitute House Bill No. 5387***

(3) The executive director of the Office of Military Affairs, or the executive director's designee;

(4) The Labor Commissioner, or the commissioner's designee;

(5) The president of the Board of Regents for Higher Education, or the president's designee;

(6) The executive director of the Office of Financial and Academic Affairs for Higher Education, or the executive director's designee;

(7) The Commissioner of Consumer Protection, or the commissioner's designee;

(8) The Commissioner of Education, or the commissioner's designee;

(9) One appointed by the speaker of the House of Representatives;

(10) One appointed by the president pro tempore of the Senate;

(11) One appointed by the majority leader of the House of Representatives;

(12) One appointed by the majority leader of the Senate;

(13) One appointed by the minority leader of the House of Representatives; and

(14) One appointed by the minority leader of the Senate.

(c) All appointments to the task force shall be made not later than thirty days after the effective date of this section. Any vacancy shall be filled by the appointing authority.

(d) The members appointed by the speaker of the House of Representatives and the president pro tempore of the Senate shall be the chairpersons of the task force. Such chairpersons shall schedule the

***Special Act No. 13-5***

***Substitute House Bill No. 5387***

first meeting of the task force, which shall be held not later than sixty days after the effective date of this section.

(e) Not later than January 1, 2014, the task force shall submit a report on its findings and recommendations to the joint standing committee of the General Assembly having cognizance of matters relating to veterans' affairs, in accordance with the provisions of section 11-4a of the general statutes. The task force shall terminate on the date that it submits such report or January 1, 2014, whichever is later.

Approved May 24, 2013

***Special Act No. 13-5***

STATE OF CONNECTICUT

BY HIS EXCELLENCY

DANNEL P. MALLOY

2013 SEP 23 P 1:56

SECRETARY OF THE STATE  
LEGISLATION & ELECTIONS  
ADMINISTRATION DIVISION

EXECUTIVE ORDER NO. 36

**WHEREAS**, Connecticut has nearly 250,000 military veterans residing in the state and another 9,000 residents currently serving in the United States Armed Forces, including active duty members as well as National Guard and Reserve forces;

**WHEREAS**, more than 14,000 Connecticut residents have served in the United States Armed Forces in support of Operation Iraqi Freedom, Operation Enduring Freedom, and around the world since September 11, 2001;

**WHEREAS**, the nearly 8,000 additional veterans who will likely return to Connecticut in coming years following the drawdown of troops abroad and budget cuts at the Department of Defense;

**WHEREAS**, veterans nationwide endure higher unemployment rates than the overall labor force, and unemployment is particularly high among those veterans who volunteered to serve following September 11, 2011;

**WHEREAS**, many Connecticut employers report an unmet need for qualified applicants with twenty-first century education and skills;

**WHEREAS**, Connecticut's veterans represent a highly-trained and educated cohort of employment candidates who are ready, willing, and able to get to work;

**WHEREAS**, many members of the military possess unique leadership and management experience and receive easily transferrable education and training that could prove invaluable to today's private and public sector employers;

**WHEREAS**, more than 4,500 veterans are attending institutions of higher education in Connecticut, utilizing federal veteran education benefits;

**WHEREAS**, the State of Connecticut is committed to ensuring access to quality and affordable public higher education for veterans of the United States Armed Forces through the Connecticut State Colleges and Universities system and through the University of Connecticut;

**WHEREAS**, public institutions of higher education should consider the unique knowledge and experience of military service as they evaluate and award academic credit for military training and experience;

**WHEREAS**, Special Act 13-5 created a Task Force to Study the Use of Military Occupational Specialty Training as a Substitute for State Licensing Requirements;

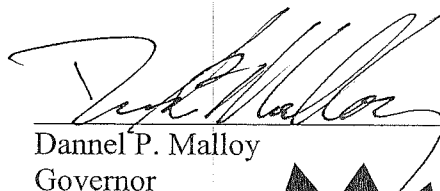
**NOW THEREFORE**, I, Dannel P. Malloy, Governor of the State of Connecticut, by virtue of the power and authority vested in me by the Constitution and by the Statutes of this State, do hereby ORDER and DIRECT:

1. State departments that issue occupational certifications or licenses shall:
  - a. Conduct a thorough review of policies and procedures and make such revisions as are necessary to ensure that relevant military education, skills and training are given appropriate recognition in the certification and licensing process;
  - b. Identify state and federal laws or regulations that pose potential barriers to the recognition of relevant military education, skills, and training in the certification and licensing process;
  - c. Report all findings and actions concerning the above to the Governor no later than January 1, 2014.

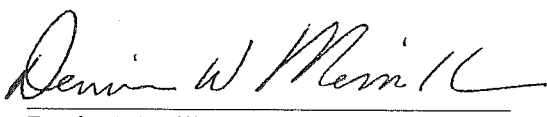


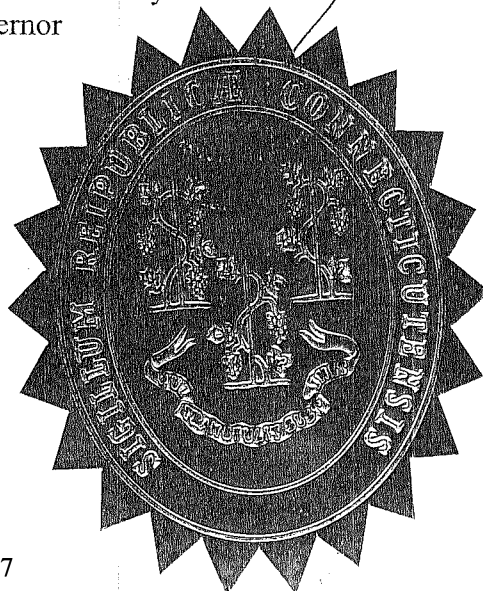
2. The Department of Emergency Services and Public Protection shall:
  - a. Review statutes governing the Police Officer Standards and Training Council and identify military education and training that could appropriately be applied to a State Certified Lateral Entry Program for veterans and federal law enforcement officers;
  - b. Report all findings and actions concerning the above to the Governor no later than January 1, 2014.
3. The Commissioner of Labor, the Commissioner of Veterans Affairs, the Adjutant General, and Executive Director of the Office of Military Affairs shall:
  - a. Assist state boards and commissions that issue occupational certificates or licenses in reviewing and revising policies and procedures to ensure that relevant military education, skills and training are given appropriate recognition in the certification and licensing process;
  - b. Conduct coordinated outreach to business organizations, employers, service members, veterans and veteran organizations to ensure they are aware of the available employment, licensure and academic benefits.
4. The Commissioner of Labor, the Commissioner of Veterans Affairs, the Adjutant General, and Executive Director of the Office of Military Affairs shall assist the President of the Board of Regents and the President of the University of Connecticut in:
  - a. Reviewing current institutional policies to identify military education and training that should qualify for academic credit;
  - b. Recommending system-wide policies to guide evaluation of military records and to standardize the award of academic credit based upon accepted external standards;
  - c. Identifying state and federal laws or regulations that pose potential barriers to the revision of institutional policies and procedures that would allow military education and training to qualify for academic credit.
5. The Commissioner of Labor, the Commissioner of Veterans Affairs, the Adjutant General, and Executive Director of the Office of Military Affairs shall report all findings, actions and recommendations concerning the above to the Governor by January 1, 2014.

Dated at Hartford, Connecticut, this 23 Day of September, 2013.

  
Dannel P. Malloy  
Governor

By His Excellency's Order

  
Denise Merrill  
Secretary of the State



## **APPENDIX B: MODEL LEGISLATION**

This section presents two examples of model legislation: the Maryland Veterans Full Employment Act of 2013 and the Illinois Military Family Licensing Act of 2012. The White House has recognized Maryland's Act as the nation's most comprehensive and effective state legislation directed at veterans' licensing, education, and employment. Illinois' Act provides a model for streamlining licenses for military spouses who move with service members across state lines. The Task Force believes these two laws may provide useful models for the Connecticut General Assembly.

## Chapter 154

(Senate Bill 273)

AN ACT concerning

### Veterans Full Employment Act of 2013

FOR the purpose of requiring certain licensing units and boards to give credit to certain former service members for relevant military training, education, and experience in connection with the issuance of certain occupational and professional licenses, certificates, and registrations; repealing and recodifying certain provisions of law regarding the renewal of certain occupational or professional licenses and the completion of continuing education or continuing competency requirements for certain members of an armed force deployed outside the State; requiring certain licensing units and boards to issue a temporary expedited license, certification, or registration to certain individuals under certain circumstances; authorizing certain licensing units and boards to issue a temporary license under certain circumstances; ~~authorizing certain health occupations boards to apply to the Secretary of Health and Mental Hygiene for consideration of an alternate process of expedited licensing, certification, or registration under certain circumstances~~ requiring certain health occupations boards to develop certain procedures by which an applicant for a license, certificate, or registration can provide certain notice to the board; requiring each health occupations board to expedite the licensing, certification, or registration process for certain applicants and issue a license, certificate, or registration within a certain number of days under certain circumstances; requiring each health occupations board to assign to certain applicants a certain advisor; requiring each health occupations board to provide certain assistance to certain persons under certain circumstances; requiring the State Superintendent of Schools to expedite educator certification under certain circumstances; authorizing the State Superintendent of Schools to issue a temporary educator certificate under certain circumstances; requiring certain licensing units and boards and the State Department of Education to publish certain information on a certain Web site; authorizing certain licensing units and boards, the Commissioner of Financial Regulation, and the State Board of Education to adopt certain regulations; requiring the Maryland Higher Education Commission to develop and adopt certain guidelines regarding the awarding of academic credit for military training, coursework, and education; requiring public institutions of higher education to develop and implement certain policies in accordance with the guidelines adopted by the Commission; requiring that certain reports on the implementation of this Act be submitted to the Governor and the General Assembly on or before a certain ~~date~~ dates; and generally relating to occupational and professional licensing requirements and

the crediting, for certain purposes, of certain training, experience, and education of service members, veterans, and military spouses.

BY repealing

Article – Business Regulation

Section 2–111

Annotated Code of Maryland

(2010 Replacement Volume and 2012 Supplement)

BY adding to

Article – Business Regulation

Section 2.5–101 through 2.5–108 to be under the new title “Title 2.5. Service Members, Veterans, and Military Spouses – Licensing”

Annotated Code of Maryland

(2010 Replacement Volume and 2012 Supplement)

BY adding to

Article – Education

Section 6–101.1, 13–516(b–1), and 15–113

Annotated Code of Maryland

(2008 Replacement Volume and 2012 Supplement)

BY repealing and reenacting, without amendments,

Article – Education

Section 10–101(c) and 13–501(f)

Annotated Code of Maryland

(2008 Replacement Volume and 2012 Supplement)

BY adding to

Article – Financial Institutions

Section 11–612.2

Annotated Code of Maryland

(2011 Replacement Volume and 2012 Supplement)

BY adding to

Article – Health Occupations

Section 1–701 through 1–706 to be under the new subtitle “Subtitle 7. Service Members, Veterans, and Military Spouses – Licensing”

Annotated Code of Maryland

(2009 Replacement Volume and 2012 Supplement)

SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND, That Section(s) 2–111 of Article – Business Regulation of the Annotated Code of Maryland be repealed.

SECTION 2. AND BE IT FURTHER ENACTED, That the Laws of Maryland read as follows:

**Article – Business Regulation**

**TITLE 2.5. SERVICE MEMBERS, VETERANS, AND MILITARY SPOUSES –  
LICENSING.**

**2.5–101.**

(A) IN THIS TITLE THE FOLLOWING WORDS HAVE THE MEANINGS INDICATED.

(B) (1) “LICENSE” MEANS ANY GRANT OF AUTHORITY TO AN INDIVIDUAL TO PRACTICE AN OCCUPATION OR PROFESSION.

(2) “LICENSE” INCLUDES A CERTIFICATE, PERMIT, OR REGISTRATION.

(C) (1) “MILITARY SPOUSE” MEANS THE SPOUSE OF A SERVICE MEMBER OR VETERAN.

(2) “MILITARY SPOUSE” INCLUDES A SURVIVING SPOUSE OF:

(I) A VETERAN; OR

(II) A SERVICE MEMBER WHO DIED WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE APPLICATION FOR A LICENSE IS SUBMITTED.

(D) “SERVICE MEMBER” MEANS AN INDIVIDUAL WHO IS AN ACTIVE DUTY MEMBER OF:

(1) THE ARMED FORCES OF THE UNITED STATES;

(2) A RESERVE COMPONENT OF THE ARMED FORCES OF THE UNITED STATES; OR

(3) THE NATIONAL GUARD OF ANY STATE.

(E) “UNIT” MEANS A UNIT IN THE DEPARTMENT THAT IS AUTHORIZED TO ISSUE A LICENSE.

(F) (1) “VETERAN” MEANS A FORMER SERVICE MEMBER WHO WAS ~~HONORABLY DISCHARGED FROM ACTIVE DUTY~~ DISCHARGED FROM ACTIVE

**DUTY UNDER CIRCUMSTANCES OTHER THAN DISHONORABLE WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE APPLICATION FOR A LICENSE IS SUBMITTED.**

**(2) “VETERAN” DOES NOT INCLUDE AN INDIVIDUAL WHO HAS COMPLETED ACTIVE DUTY AND HAS BEEN DISCHARGED FOR MORE THAN 1 YEAR BEFORE THE APPLICATION FOR A LICENSE IS SUBMITTED.**

**2.5–102.**

**THIS TITLE DOES NOT APPLY TO LICENSES ISSUED UNDER TITLE 11, SUBTITLE 5 OR SUBTITLE 6 OF THE FINANCIAL INSTITUTIONS ARTICLE.**

**2.5–103.**

**A UNIT MAY ALLOW AN INDIVIDUAL LICENSEE WHO IS A MEMBER OF AN ARMED FORCE DEPLOYED OUTSIDE THE STATE TO:**

**(1) RENEW THE LICENSE AFTER THE EXPIRATION OF THE RENEWAL PERIOD WITHOUT PAYMENT OF A PENALTY OR REINSTATEMENT FEE IF THE LATE RENEWAL IS A DIRECT RESULT OF THE DEPLOYMENT; AND**

**(2) COMPLETE ANY CONTINUING EDUCATION OR CONTINUING COMPETENCY REQUIREMENTS FOR RENEWAL WITHIN A REASONABLE TIME AFTER RENEWING THE LICENSE.**

**2.5–104.**

**(A) IN CALCULATING AN INDIVIDUAL’S YEARS OF PRACTICE IN AN OCCUPATION OR A PROFESSION, EACH UNIT SHALL GIVE CREDIT TO THE INDIVIDUAL FOR ALL RELEVANT EXPERIENCE AS A SERVICE MEMBER.**

**(B) EACH UNIT SHALL CREDIT ANY TRAINING AND EDUCATION PROVIDED BY THE MILITARY AND COMPLETED BY A SERVICE MEMBER TOWARD ANY TRAINING OR EDUCATION REQUIREMENTS FOR LICENSURE IF THE TRAINING OR EDUCATION IS DETERMINED BY THE UNIT TO BE:**

**(1) SUBSTANTIALLY EQUIVALENT TO THE TRAINING OR EDUCATION REQUIRED BY THE UNIT; AND**

**(2) NOT OTHERWISE CONTRARY TO ANY OTHER LICENSING REQUIREMENT.**

**2.5–105.**

**(A) EACH UNIT SHALL ISSUE AN EXPEDITED TEMPORARY LICENSE TO A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE WHO MEETS THE REQUIREMENTS OF THIS SECTION.**

**(B) A TEMPORARY LICENSE ISSUED UNDER THIS SECTION IS VALID UNTIL THE EARLIER OF:**

**(1) 6 MONTHS AFTER THE DATE OF ISSUANCE; OR**

**(2) THE DATE ON WHICH A LICENSE IS GRANTED OR A NOTICE TO DENY A LICENSE IS ISSUED BY THE UNIT.**

**(C) AN APPLICATION FOR A TEMPORARY LICENSE SHALL INCLUDE THE FOLLOWING, IN THE FORM AND MANNER REQUIRED BY THE UNIT:**

**(1) PROOF THAT THE APPLICANT IS A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE;**

**(2) PROOF THAT THE APPLICANT HOLDS A VALID LICENSE IN GOOD STANDING ISSUED IN ANOTHER STATE;**

**(3) IF THE APPLICANT IS A SERVICE MEMBER OR VETERAN, PROOF THAT THE APPLICANT IS ASSIGNED TO A DUTY STATION IN THE STATE OR HAS ESTABLISHED LEGAL RESIDENCE IN THE STATE;**

**(4) IF THE APPLICANT IS A MILITARY SPOUSE, PROOF THAT THE APPLICANT'S SPOUSE IS ASSIGNED TO A DUTY STATION IN THE STATE OR HAS ESTABLISHED LEGAL RESIDENCE IN THE STATE;**

**(5) IF A CRIMINAL BACKGROUND CHECK IS REQUIRED BY THE UNIT FOR LICENSURE, PROOF OF APPLICATION FOR A CRIMINAL BACKGROUND CHECK;**

**(6) PROOF THAT THE APPLICANT HAS SUBMITTED THE FULL APPLICATION FOR LICENSURE; AND**

**(7) PAYMENT OF ANY APPLICATION FEE REQUIRED BY THE UNIT.**

**(D) BEFORE ISSUING A TEMPORARY LICENSE UNDER THIS SECTION, THE UNIT SHALL DETERMINE THAT THE REQUIREMENTS FOR LICENSURE IN THE OTHER STATE ARE SUBSTANTIALLY EQUIVALENT TO, OR EXCEED THE REQUIREMENTS FOR, LICENSURE IN THIS STATE.**

(A) SUBJECT TO SUBSECTIONS (B) AND (C) OF THIS SECTION, A UNIT MAY ISSUE A TEMPORARY LICENSE TO A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE WHO HOLDS A VALID LICENSE IN GOOD STANDING ISSUED IN ANOTHER STATE FOR WHICH THE REQUIREMENTS FOR LICENSURE ARE NOT SUBSTANTIALLY EQUIVALENT TO THE REQUIREMENTS FOR LICENSURE IN THIS STATE.

(B) A TEMPORARY LICENSE ISSUED UNDER THIS SECTION AUTHORIZES THE SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE, FOR A LIMITED PERIOD OF TIME, AS DETERMINED BY THE UNIT, TO PERFORM SERVICES REGULATED BY THE UNIT WHILE THE SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE COMPLETES ADDITIONAL REQUIREMENTS FOR LICENSURE IN THIS STATE.

(C) A UNIT MAY NOT ISSUE A LICENSE UNDER THIS SECTION IF ISSUANCE OF THE LICENSE WOULD POSE A RISK TO PUBLIC HEALTH, WELFARE, OR SAFETY.

#### **2.5–107.**

EACH UNIT SHALL PUBLISH PROMINENTLY ON ITS WEB SITE:

(1) THE PROCESS FOR OBTAINING A TEMPORARY LICENSE UNDER § 2.5–105 OF THIS TITLE AND, IF APPLICABLE, § 2.5–106 OF THIS TITLE; AND

(2) THE PROCESS FOR APPLYING FOR A PERMANENT LICENSE FROM THE UNIT.

#### **2.5–108.**

EACH UNIT MAY ADOPT REGULATIONS TO CARRY OUT THIS TITLE.

### **Article – Education**

#### **6–101.1.**

(A) (1) IN THIS SECTION THE FOLLOWING WORDS HAVE THE MEANINGS INDICATED.

(2) (I) “MILITARY SPOUSE” MEANS THE SPOUSE OF A SERVICE MEMBER OR VETERAN.



**(II) "MILITARY SPOUSE" INCLUDES A SURVIVING SPOUSE OF:**

- 1. A VETERAN; OR**
- 2. A SERVICE MEMBER WHO DIED WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE APPLICATION FOR AN EDUCATOR CERTIFICATE IS SUBMITTED.**

**(3) "SERVICE MEMBER" MEANS AN INDIVIDUAL WHO IS AN ACTIVE DUTY MEMBER OF:**

- (I) THE ARMED FORCES OF THE UNITED STATES;**
- (II) A RESERVE COMPONENT OF THE ARMED FORCES OF THE UNITED STATES; OR**
- (III) THE NATIONAL GUARD OF ANY STATE.**

**(4) (I) "VETERAN" MEANS A FORMER SERVICE MEMBER WHO WAS ~~HONORABLY DISCHARGED FROM ACTIVE DUTY~~ DISCHARGED FROM ACTIVE DUTY UNDER CIRCUMSTANCES OTHER THAN DISHONORABLE WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE APPLICATION FOR AN EDUCATOR CERTIFICATE IS SUBMITTED.**

**(II) "VETERAN" DOES NOT INCLUDE AN INDIVIDUAL WHO HAS COMPLETED ACTIVE DUTY AND HAS BEEN DISCHARGED FOR MORE THAN 1 YEAR BEFORE THE APPLICATION FOR AN EDUCATOR CERTIFICATE IS SUBMITTED.**

**(B) THE STATE SUPERINTENDENT SHALL EXPEDITE EDUCATOR CERTIFICATION FOR A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE.**

**(C) TO QUALIFY FOR EXPEDITED EDUCATOR CERTIFICATION UNDER THIS SECTION, A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE SHALL:**

- (1) SUBMIT AN APPLICATION FOR EDUCATOR CERTIFICATION;**
- (2) HOLD A VALID EDUCATOR LICENSE OR CERTIFICATE IN GOOD STANDING ISSUED IN ANOTHER STATE;**
- (3) MEET THE APPLICABLE QUALIFICATIONS FOR CERTIFICATION IN COMAR 13A.12.01.04 AND.05; AND**

**(4) PAY THE APPLICABLE CERTIFICATION FEE.**

**(D) (1) SUBJECT TO PARAGRAPH (2) OF THIS SUBSECTION, THE STATE SUPERINTENDENT, AT THE REQUEST OF A LOCAL SCHOOL SYSTEM, MAY ISSUE A TEMPORARY EDUCATOR CERTIFICATE TO A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE WHO HOLDS A VALID EDUCATOR CERTIFICATE OR LICENSE IN GOOD STANDING ISSUED IN ANOTHER STATE BUT WHO DOES NOT MEET THE QUALIFICATIONS FOR EDUCATOR CERTIFICATION IN THIS STATE.**

**(2) A TEMPORARY EDUCATOR CERTIFICATE ISSUED UNDER THIS SUBSECTION AUTHORIZES THE SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE, FOR A LIMITED PERIOD OF TIME, AS DETERMINED BY THE STATE SUPERINTENDENT, TO BE EMPLOYED AS AN EDUCATOR IN THE STATE WHILE THE SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE COMPLETES ADDITIONAL REQUIREMENTS FOR CERTIFICATION IN THIS STATE.**

**(E) THE DEPARTMENT SHALL PUBLISH PROMINENTLY ON ITS WEB SITE THE PROCESS FOR OBTAINING EXPEDITED EDUCATOR CERTIFICATION UNDER THIS SECTION.**

**(F) THE STATE BOARD MAY ADOPT REGULATIONS TO CARRY OUT THIS SECTION.**

10-101.

**(c) “Commission” means the Maryland Higher Education Commission.**

13-501.

**(f) “EMS Board” means the State Emergency Medical Services Board.**

13-516.

**(B-1) (1) IN THIS SUBSECTION, “SERVICE MEMBER” MEANS AN INDIVIDUAL WHO IS AN ACTIVE DUTY MEMBER OF:**

**(I) THE ARMED FORCES OF THE UNITED STATES;**

**(II) A RESERVE COMPONENT OF THE ARMED FORCES OF THE UNITED STATES; OR**

**(III) THE NATIONAL GUARD OF ANY STATE.**

(2) (i) IN CALCULATING AN INDIVIDUAL'S YEARS OF EXPERIENCE IN AN OCCUPATION OR PROFESSION, THE EMS BOARD SHALL GIVE CREDIT TO THE INDIVIDUAL FOR ALL RELEVANT EXPERIENCE AS A SERVICE MEMBER.

(ii) THE EMS BOARD SHALL CREDIT ANY TRAINING AND EDUCATION PROVIDED BY THE MILITARY AND COMPLETED BY A SERVICE MEMBER TOWARD ANY TRAINING OR EDUCATION REQUIREMENTS FOR LICENSURE OR CERTIFICATION IF THE TRAINING OR EDUCATION IS DETERMINED BY THE EMS BOARD TO BE:

1. SUBSTANTIALLY EQUIVALENT TO THE TRAINING OR EDUCATION REQUIRED BY THE EMS BOARD; AND

2. NOT OTHERWISE CONTRARY TO ANY OTHER LICENSING REQUIREMENT.

15-113.

(A) THE COMMISSION, IN CONSULTATION WITH THE PUBLIC INSTITUTIONS OF HIGHER EDUCATION IN THE STATE, SHALL DEVELOP AND ADOPT GUIDELINES ON AWARDING ACADEMIC CREDIT FOR A STUDENT'S MILITARY TRAINING, COURSEWORK, AND EDUCATION.

(B) IN ACCORDANCE WITH THE GUIDELINES DEVELOPED BY THE COMMISSION UNDER SUBSECTION (A) OF THIS SECTION, THE GOVERNING BODY OF EACH PUBLIC INSTITUTION OF HIGHER EDUCATION IN THE STATE SHALL DEVELOP AND IMPLEMENT POLICIES GOVERNING THE AWARDING OF ACADEMIC CREDIT FOR A STUDENT'S MILITARY TRAINING, COURSEWORK, AND EDUCATION.

#### Article – Financial Institutions

11-612.2.

(A) (1) IN THIS SECTION THE FOLLOWING WORDS HAVE THE MEANINGS INDICATED.

(2) (i) “MILITARY SPOUSE” MEANS THE SPOUSE OF A SERVICE MEMBER OR VETERAN.

(ii) “MILITARY SPOUSE” INCLUDES A SURVIVING SPOUSE  
OF:

1. A VETERAN; OR

**2. A SERVICE MEMBER WHO DIED WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE LICENSE APPLICATION, RENEWAL, OR CHANGE OF STATUS IS SUBMITTED.**

**(3) “SERVICE MEMBER” MEANS AN INDIVIDUAL WHO IS AN ACTIVE DUTY MEMBER OF:**

**(I) THE ARMED FORCES OF THE UNITED STATES;**

**(II) A RESERVE COMPONENT OF THE ARMED FORCES OF THE UNITED STATES; OR**

**(III) THE NATIONAL GUARD OF ANY STATE.**

**(4) (I) “VETERAN” MEANS A FORMER SERVICE MEMBER WHO WAS ~~HONORABLY DISCHARGED FROM ACTIVE DUTY~~ DISCHARGED FROM ACTIVE DUTY UNDER CIRCUMSTANCES OTHER THAN DISHONORABLE WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE LICENSE APPLICATION, RENEWAL, OR CHANGE OF STATUS IS SUBMITTED.**

**(II) “VETERAN” DOES NOT INCLUDE AN INDIVIDUAL WHO HAS COMPLETED ACTIVE DUTY AND HAS BEEN DISCHARGED FOR MORE THAN 1 YEAR BEFORE THE LICENSE APPLICATION, RENEWAL, OR CHANGE OF STATUS IS SUBMITTED.**

**(B) TO EXPEDITE THE RENEWAL OR CHANGE OF STATUS OF A LICENSE FOR A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE, THE COMMISSIONER:**

**(1) SHALL WAIVE, AS APPLICABLE, THE STATE CRIMINAL HISTORY RECORDS CHECK; AND**

**(2) MAY WAIVE OR SUSPEND ANY OTHER LICENSING REQUIREMENTS TO THE EXTENT THAT THE WAIVER OR SUSPENSION DOES NOT RESULT IN THE FAILURE TO MEET THE MINIMUM LICENSING STANDARDS SET FORTH IN 12 U.S.C. CHAPTER 51 AND THE REGULATIONS ADOPTED UNDER IT.**

**(C) TO EXPEDITE THE ISSUANCE OF A LICENSE TO A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE WHO HOLDS A VALID MORTGAGE LOAN ORIGINATOR LICENSE IN ANOTHER STATE, THE COMMISSIONER:**

**(1) SHALL WAIVE THE STATE CRIMINAL HISTORY RECORDS CHECK; AND**

(2) MAY WAIVE OR SUSPEND ANY OTHER LICENSING REQUIREMENTS TO THE EXTENT THAT THE WAIVER OR SUSPENSION DOES NOT RESULT IN THE FAILURE TO MEET THE MINIMUM LICENSING STANDARDS SET FORTH IN 12 U.S.C. CHAPTER 51 AND THE REGULATIONS ADOPTED UNDER IT.

(D) THE COMMISSIONER SHALL PUBLISH PROMINENTLY ON THE COMMISSIONER'S WEB SITE, OR HAVE PUBLISHED ON A THIRD-PARTY WEB SITE USED FOR LICENSING MORTGAGE LOAN ORIGINATORS IN THE STATE, THE EXPEDITED PROCESSES FOR THE ISSUANCE, RENEWAL, OR CHANGE OF STATUS OF A LICENSE UNDER THIS SECTION.

(E) THE COMMISSIONER MAY ADOPT REGULATIONS TO CARRY OUT THIS SECTION.

#### Article – Health Occupations

#### SUBTITLE 7. SERVICE MEMBERS, VETERANS, AND MILITARY SPOUSES – LICENSING.

1-701.

(A) IN THIS SUBTITLE THE FOLLOWING WORDS HAVE THE MEANINGS INDICATED.

(B) “HEALTH OCCUPATIONS BOARD” MEANS A BOARD AUTHORIZED TO ISSUE A LICENSE, CERTIFICATE, OR REGISTRATION UNDER THIS ARTICLE.

(C) (1) “MILITARY SPOUSE” MEANS THE SPOUSE OF A SERVICE MEMBER OR VETERAN.

(2) “MILITARY SPOUSE” INCLUDES A SURVIVING SPOUSE OF:

(I) A VETERAN; OR

(II) A SERVICE MEMBER WHO DIED WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE APPLICATION FOR A LICENSE, CERTIFICATE, OR REGISTRATION IS SUBMITTED.

(D) “SERVICE MEMBER” MEANS AN INDIVIDUAL WHO IS AN ACTIVE DUTY MEMBER OF:

(1) THE ARMED FORCES OF THE UNITED STATES;

(2) A RESERVE COMPONENT OF THE ARMED FORCES OF THE UNITED STATES; OR

(3) THE NATIONAL GUARD OF ANY STATE.

(E) (1) "VETERAN" MEANS A FORMER SERVICE MEMBER WHO WAS ~~HONORABLY DISCHARGED FROM ACTIVE DUTY~~ DISCHARGED FROM ACTIVE DUTY UNDER CIRCUMSTANCES OTHER THAN DISHONORABLE WITHIN 1 YEAR BEFORE THE DATE ON WHICH THE APPLICATION FOR A LICENSE, CERTIFICATE, OR REGISTRATION IS SUBMITTED.

(2) "VETERAN" DOES NOT INCLUDE AN INDIVIDUAL WHO HAS COMPLETED ACTIVE DUTY AND HAS BEEN DISCHARGED FOR MORE THAN 1 YEAR BEFORE THE APPLICATION FOR A LICENSE, CERTIFICATE, OR REGISTRATION IS SUBMITTED.

#### **1-702.**

(A) IN CALCULATING AN INDIVIDUAL'S YEARS OF PRACTICE IN A HEALTH OCCUPATION, EACH HEALTH OCCUPATIONS BOARD SHALL GIVE CREDIT TO THE INDIVIDUAL FOR ALL RELEVANT EXPERIENCE AS A SERVICE MEMBER.

(B) EACH HEALTH OCCUPATIONS BOARD SHALL CREDIT ANY TRAINING AND EDUCATION PROVIDED BY THE MILITARY AND COMPLETED BY A SERVICE MEMBER TOWARD ANY TRAINING OR EDUCATION REQUIREMENTS FOR LICENSURE, CERTIFICATION, OR REGISTRATION IF THE TRAINING OR EDUCATION IS DETERMINED BY THE HEALTH OCCUPATIONS BOARD TO BE:

(1) SUBSTANTIALLY EQUIVALENT TO THE TRAINING OR EDUCATION REQUIRED BY THE HEALTH OCCUPATIONS BOARD; AND

(2) NOT OTHERWISE CONTRARY TO ANY OTHER LICENSING REQUIREMENT.

#### **~~1-703.~~**

~~(A) (1) EXCEPT AS PROVIDED IN SUBSECTION (B) OF THIS SECTION, EACH HEALTH OCCUPATIONS BOARD SHALL ISSUE AN EXPEDITED TEMPORARY LICENSE, CERTIFICATE, OR REGISTRATION TO A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE WHO MEETS THE REQUIREMENTS OF THIS SUBSECTION.~~

~~(2) A TEMPORARY LICENSE, CERTIFICATE, OR REGISTRATION ISSUED UNDER THIS SUBSECTION IS VALID UNTIL THE EARLIER OF:~~

~~(I) 6 MONTHS AFTER THE DATE OF ISSUANCE; OR~~

~~(II) THE DATE ON WHICH A LICENSE, CERTIFICATE, OR REGISTRATION IS GRANTED OR A NOTICE TO DENY A LICENSE, CERTIFICATE, OR REGISTRATION IS ISSUED BY THE HEALTH OCCUPATIONS BOARD.~~

~~(3) AN APPLICATION FOR A TEMPORARY LICENSE, CERTIFICATE, OR REGISTRATION TO PRACTICE A HEALTH OCCUPATION UNDER THIS SUBSECTION SHALL INCLUDE THE FOLLOWING, IN THE FORM AND MANNER REQUIRED BY THE HEALTH OCCUPATIONS BOARD:~~

~~(I) PROOF THAT THE APPLICANT IS A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE;~~

~~(II) PROOF THAT THE APPLICANT HOLDS A VALID LICENSE, CERTIFICATE, OR REGISTRATION IN GOOD STANDING ISSUED IN ANOTHER STATE;~~

~~(III) IF THE APPLICANT IS A SERVICE MEMBER OR VETERAN, PROOF THAT THE APPLICANT IS ASSIGNED TO A DUTY STATION IN THE STATE OR HAS ESTABLISHED LEGAL RESIDENCE IN THE STATE;~~

~~(IV) IF THE APPLICANT IS A MILITARY SPOUSE, PROOF THAT THE APPLICANT'S SPOUSE IS ASSIGNED TO A DUTY STATION IN THE STATE OR HAS ESTABLISHED LEGAL RESIDENCE IN THE STATE;~~

~~(V) IF A CRIMINAL BACKGROUND CHECK IS REQUIRED BY THE HEALTH OCCUPATIONS BOARD FOR LICENSURE, CERTIFICATION, OR REGISTRATION, PROOF OF APPLICATION FOR A CRIMINAL BACKGROUND CHECK;~~

~~(VI) PROOF THAT THE APPLICANT HAS SUBMITTED THE FULL APPLICATION FOR LICENSURE, CERTIFICATION, OR REGISTRATION; AND~~

~~(VII) PAYMENT OF ANY APPLICATION FEE REQUIRED BY THE HEALTH OCCUPATIONS BOARD.~~

~~(4) BEFORE ISSUING A TEMPORARY LICENSE UNDER THIS SUBSECTION, THE HEALTH OCCUPATIONS BOARD SHALL DETERMINE THAT THE REQUIREMENTS FOR LICENSURE, CERTIFICATION, OR REGISTRATION IN THE OTHER STATE ARE SUBSTANTIALLY EQUIVALENT TO, OR EXCEED THE REQUIREMENTS FOR, LICENSURE, CERTIFICATION, OR REGISTRATION IN THIS STATE.~~

~~(B) (1) A HEALTH OCCUPATIONS BOARD MAY APPLY TO THE SECRETARY FOR CONSIDERATION OF A PROCESS FOR LICENSURE, CERTIFICATION, OR REGISTRATION THAT DOES NOT MEET THE REQUIREMENTS OF SUBSECTION (A) OF THIS SECTION, BUT THAT ALLOWS SERVICE MEMBERS, VETERANS, AND MILITARY SPOUSES TO OBTAIN A LICENSE, CERTIFICATE, OR REGISTRATION UNDER THIS ARTICLE IN AN EXPEDITED MANNER THAT MEETS THE GOALS OF SUBSECTION (A) OF THIS SECTION.~~

~~(2) IF THE SECRETARY APPROVES AN ALTERNATIVE PROCESS FOR LICENSURE, CERTIFICATION, OR REGISTRATION UNDER PARAGRAPH (1) OF THIS SUBSECTION, THEN THE HEALTH OCCUPATIONS BOARD SHALL BE CONSIDERED TO HAVE FULFILLED THE REQUIREMENTS OF SUBSECTION (A) OF THIS SECTION.~~

~~1-704.~~

~~(A) SUBJECT TO SUBSECTIONS (B) AND (C) OF THIS SECTION, A HEALTH OCCUPATIONS BOARD MAY ISSUE A TEMPORARY LICENSE, CERTIFICATE, OR REGISTRATION TO A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE WHO HOLDS A VALID LICENSE, CERTIFICATE, OR REGISTRATION IN GOOD STANDING ISSUED IN ANOTHER STATE FOR WHICH THE REQUIREMENTS FOR LICENSURE, CERTIFICATION, OR REGISTRATION ARE NOT SUBSTANTIALLY EQUIVALENT TO THE REQUIREMENTS IN THIS STATE.~~

~~(B) A TEMPORARY LICENSE, CERTIFICATE, OR REGISTRATION ISSUED UNDER THIS SECTION AUTHORIZES THE SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE, FOR A LIMITED PERIOD OF TIME, TO PERFORM SERVICES REGULATED BY THE HEALTH OCCUPATIONS BOARD WHILE THE SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE COMPLETES ADDITIONAL REQUIREMENTS FOR LICENSURE, CERTIFICATION, OR REGISTRATION IN THIS STATE.~~

~~(C) A HEALTH OCCUPATIONS BOARD MAY NOT ISSUE A LICENSE, CERTIFICATE, OR REGISTRATION UNDER THIS SECTION IF ISSUANCE OF THE LICENSE, CERTIFICATE, OR REGISTRATION WOULD POSE A RISK TO PUBLIC HEALTH, WELFARE, OR SAFETY.~~

~~1-705.~~

~~EACH HEALTH OCCUPATIONS BOARD SHALL PUBLISH PROMINENTLY ON ITS WEB SITE:~~



~~(1) THE PROCESS FOR OBTAINING A TEMPORARY LICENSE, CERTIFICATE, OR REGISTRATION UNDER § 1-703 OF THIS SUBTITLE AND, IF APPLICABLE, § 1-704 OF THIS SUBTITLE; AND~~

~~(2) THE PROCESS FOR APPLYING FOR A PERMANENT LICENSE, CERTIFICATE, OR REGISTRATION FROM THE HEALTH OCCUPATIONS BOARD.~~

1-703.

A HEALTH OCCUPATIONS BOARD MAY ALLOW A LICENSEE OR CERTIFICATE HOLDER WHO IS A MEMBER OF AN ARMED FORCE DEPLOYED OUTSIDE THE UNITED STATES OR ITS TERRITORIES TO:

(1) RENEW THE LICENSE OR CERTIFICATE AFTER THE EXPIRATION OF THE RENEWAL PERIOD WITHOUT PAYMENT OF A PENALTY OR REINSTATEMENT FEE IF THE LATE RENEWAL IS A DIRECT RESULT OF THE DEPLOYMENT; AND

(2) COMPLETE ANY CONTINUING EDUCATION OR CONTINUING COMPETENCY REQUIREMENTS OR CRIMINAL HISTORY RECORDS CHECK REQUIRED FOR RENEWAL WITHIN A REASONABLE TIME AFTER RENEWING THE LICENSE OR CERTIFICATE.

1-704.

(A) (1) EACH HEALTH OCCUPATIONS BOARD SHALL DEVELOP A PROCEDURE BY WHICH AN INDIVIDUAL WHO APPLIES FOR A LICENSE, CERTIFICATE, OR REGISTRATION CAN NOTIFY THE BOARD THAT THE INDIVIDUAL IS A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE.

(2) A HEALTH OCCUPATIONS BOARD MAY SATISFY THE REQUIREMENT OF PARAGRAPH (1) OF THIS SUBSECTION BY INCLUDING A CHECK-OFF BOX ON A LICENSE, CERTIFICATE, OR REGISTRATION APPLICATION FORM.

(B) FOR EACH APPLICANT WHO IS A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE, A HEALTH OCCUPATIONS BOARD SHALL ASSIGN TO THE APPLICANT AN ADVISOR TO ASSIST THE INDIVIDUAL WITH THE APPLICATION PROCESS.

(C) (1) EACH HEALTH OCCUPATIONS BOARD SHALL EXPEDITE THE PROCESS FOR THE LICENSURE, CERTIFICATION, OR REGISTRATION OF A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE.

(2) IF A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE MEETS THE REQUIREMENTS FOR LICENSURE, CERTIFICATION, OR REGISTRATION, A HEALTH OCCUPATIONS BOARD SHALL ISSUE THE LICENSE, CERTIFICATE, OR REGISTRATION WITHIN 15 BUSINESS DAYS AFTER RECEIVING A COMPLETED APPLICATION.

(D) IF A HEALTH OCCUPATIONS BOARD DETERMINES THAT A SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE DOES NOT MEET THE EDUCATION, TRAINING, OR EXPERIENCE REQUIREMENTS FOR LICENSURE, CERTIFICATION, OR REGISTRATION, A REPRESENTATIVE OF THE BOARD SHALL ASSIST THE SERVICE MEMBER, VETERAN, OR MILITARY SPOUSE IN IDENTIFYING:

(1) PROGRAMS THAT OFFER RELEVANT EDUCATION OR TRAINING; OR

(2) WAYS OF OBTAINING NEEDED EXPERIENCE.

**1-705.**

EACH HEALTH OCCUPATIONS BOARD SHALL PUBLISH PROMINENTLY ON ITS WEB SITE INFORMATION ON:

(1) THE EXPEDITED LICENSING PROCESS AVAILABLE TO SERVICE MEMBERS, VETERANS, AND MILITARY SPOUSES UNDER § 1-704 OF THIS SUBTITLE; AND

(2) ANY ASSISTANCE AND SERVICES RELATED TO LICENSURE, CERTIFICATION, OR REGISTRATION PROVIDED BY THE BOARD TO SERVICE MEMBERS, VETERANS, AND MILITARY SPOUSES.

**1-706.**

**EACH HEALTH OCCUPATIONS BOARD MAY ADOPT REGULATIONS TO CARRY OUT THIS SUBTITLE.**

SECTION 3. AND BE IT FURTHER ENACTED, That ~~on~~:

(a) On or before January 1, 2014, the Department of Health and Mental Hygiene, the Department of Labor, Licensing, and Regulation, the State Department of Education, the Maryland Institute for Emergency Medical Services Systems, and the Maryland Higher Education Commission shall submit a preliminary report to the Governor and, in accordance with § 2-1246 of the State Government Article, the General Assembly on the implementation of this Act.

(b) On or before January 1, 2015, the Department of Health and Mental Hygiene, the Department of Labor, Licensing, and Regulation, the State Department of Education, the Maryland Institute for Emergency Medical Services Systems, and the Maryland Higher Education Commission shall submit a final report to the Governor and, in accordance with § 2-1246 of the State Government Article, the General Assembly on the implementation of this Act.

(c) The reports required under subsections (a) and (b) of this section shall, for each licensing unit, include:

(1) the number of applicants who identified themselves as service members, veterans, or military spouses;

(2) the number of service members, veterans, or military spouses whose applications for a license, certificate, or registration were approved;

(3) the number of service members, veterans, or military spouses whose applications for a license, certificate, or registration were denied, including data on the reasons for denial;

(4) data on the licensing unit's application processing times for service members, veterans, and military spouses;

(5) information on the licensing unit's efforts to assist service members, veterans, and military spouses in identifying programs that offer education and training needed to meet the requirements for licensure, certification, or registration;

(6) information on whether the applicable provisions of this Act effectively address the challenges that service members, veterans, and military spouses face when applying for an occupational or professional license, certificate, or registration on discharge from military service or after relocating to the State; and

(7) recommendations on ways to improve the licensing unit's ability to meet the needs of service members, veterans, and military spouses, including recommendations on whether issuing temporary or provisional licenses, certificates, or registrations would allow the licensing unit to more effectively address the challenges that service members, veterans, and military spouses face when applying for an occupational or professional license, certificate, or registration.

SECTION 4. AND BE IT FURTHER ENACTED, That this Act shall take effect July 1, 2013.

**Approved by the Governor, April 17, 2013.**

AN ACT concerning State government.

**Be it enacted by the People of the State of Illinois,  
represented in the General Assembly:**

Section 5. The Civil Administrative Code of Illinois is amended by adding Section 5-715 as follows:

(20 ILCS 5/5-715 new)

Sec. 5-715. Expedited licensure for service members and spouses.

(a) In this Section, "service member" means any person who, at the time of application under this Section, is an active duty member of the United States Armed Forces or any reserve component of the United States Armed Forces or the National Guard of any state, commonwealth, or territory of the United States or the District of Columbia or whose active duty service concluded within the preceding 2 years before application.

(b) Each director of a department that issues an occupational or professional license is authorized to and shall issue an expedited temporary occupational or professional license to a service member who meets the requirements under this Section. The temporary occupational or professional license shall be valid for 6 months after the date of issuance or until a license is granted or a notice to deny a license is issued in accordance with rules adopted by the department

issuing the license, whichever occurs first. No temporary occupational or professional license shall be renewed. The service member shall apply to the department on forms provided by the department. An application must include proof that:

(1) the applicant is a service member;

(2) the applicant holds a valid license in good standing for the occupation or profession issued by another state, commonwealth, possession, or territory of the United States, the District of Columbia, or any foreign jurisdiction and the requirements for licensure in the other jurisdiction are determined by the department to be substantially equivalent to the standards for licensure of this State;

(3) the applicant is assigned to a duty station in this State or has established legal residence in this State;

(4) a complete set of the applicant's fingerprints has been submitted to the Department of State Police for statewide and national criminal history checks, if applicable to the requirements of the department issuing the license; the applicant shall pay the fee to the Department of State Police or to the fingerprint vendor for electronic fingerprint processing; no temporary occupational or professional license shall be issued to an applicant if the statewide or national criminal history check discloses information that would cause the denial of an application for licensure under any applicable

occupational or professional licensing Act;

(5) the applicant is not ineligible for licensure pursuant to Section 2105-165 of the Civil Administrative Code of Illinois;

(6) the applicant has submitted an application for full licensure; and

(7) the applicant has paid the required fee; fees shall not be refundable.

(c) Each director of a department that issues an occupational or professional license is authorized to and shall issue an expedited temporary occupational or professional license to the spouse of a service member who meets the requirements under this Section. The temporary occupational or professional license shall be valid for 6 months after the date of issuance or until a license is granted or a notice to deny a license is issued in accordance with rules adopted by the department issuing the license, whichever occurs first. No temporary occupational or professional license shall be renewed. The spouse of a service member shall apply to the department on forms provided by the department. An application must include proof that:

(1) the applicant is the spouse of a service member;

(2) the applicant holds a valid license in good standing for the occupation or profession issued by another state, commonwealth, possession, or territory of the United States, the District of Columbia, or any foreign

jurisdiction and the requirements for licensure in the other jurisdiction are determined by the department to be substantially equivalent to the standards for licensure of this State;

(3) the applicant's spouse is assigned to a duty station in this State or has established legal residence in this State;

(4) a complete set of the applicant's fingerprints has been submitted to the Department of State Police for statewide and national criminal history checks, if applicable to the requirements of the department issuing the license; the applicant shall pay the fee to the Department of State Police or to the fingerprint vendor for electronic fingerprint processing; no temporary occupational or professional license shall be issued to an applicant if the statewide or national criminal history check discloses information that would cause the denial of an application for licensure under any applicable occupational or professional licensing Act;

(5) the applicant is not ineligible for licensure pursuant to Section 2105-165 of the Civil Administrative Code of Illinois;

(6) the applicant has submitted an application for full licensure; and

(7) the applicant has paid the required fee; fees shall not be refundable.

(d) All relevant experience of a service member in the discharge of official duties, including full-time and part-time experience, shall be credited in the calculation of any years of practice in an occupation or profession as may be required under any applicable occupational or professional licensing Act. All relevant training provided by the military and completed by a service member shall be credited to that service member as meeting any training or education requirement under any applicable occupational or professional licensing Act, provided that the training or education is determined by the department to be substantially equivalent to that required under any applicable Act and is not otherwise contrary to any other licensure requirement.

(e) A department may adopt any rules necessary for the implementation and administration of this Section and shall by rule provide for fees for the administration of this Section.

Section 10. The School Code is amended by changing Section 21B-20 as follows:

(105 ILCS 5/21B-20)

Sec. 21B-20. Types of licenses. Before July 1, 2013, the State Board of Education shall implement a system of educator licensure, whereby individuals employed in school districts who are required to be licensed must have one of the following licenses: (i) a professional educator license; (ii) a



professional educator license with stipulations; or (iii) a substitute teaching license. References in law regarding individuals certified or certificated or required to be certified or certificated under Article 21 of this Code shall also include individuals licensed or required to be licensed under this Article. The first year of all licenses ends on June 30 following one full year of the license being issued.

The State Board of Education, in consultation with the State Educator Preparation and Licensure Board, may adopt such rules as may be necessary to govern the requirements for licenses and endorsements under this Section.

(1) Professional Educator License. Persons who (i) have successfully completed an approved educator preparation program and are recommended for licensure by the Illinois institution offering the educator preparation program, (ii) have successfully completed the required testing under Section 21B-30 of this Code, (iii) have successfully completed coursework on the psychology of, the identification of, and the methods of instruction for the exceptional child, including without limitation the learning disabled, (iv) have successfully completed coursework in methods of reading and reading in the content area, and (v) have met all other criteria established by rule of the State Board of Education shall be issued a Professional Educator License. All Professional Educator Licenses are valid until June 30 immediately following 5

years of the license being issued. The Professional Educator License shall be endorsed with specific areas and grade levels in which the individual is eligible to practice.

Individuals can receive subsequent endorsements on the Professional Educator License. Subsequent endorsements shall require a minimum of 24 semester hours of coursework in the endorsement area, unless otherwise specified by rule, and passage of the applicable content area test.

(2) Educator License with Stipulations. An Educator License with Stipulations shall be issued an endorsement that (i) is non-renewable, (ii) limits the license holder to one particular position, or (iii) does not require completion of an approved educator program or any combination of items (i) through (iii) of this paragraph (2).

An individual with an Educator License with Stipulations must not be employed by a school district or any other entity to replace any presently employed teacher who otherwise would not be replaced for any reason.

An Educator License with Stipulations may be issued with the following endorsements:

(A) Provisional educator. A provisional educator endorsement in a specific content area or areas on an Educator License with Stipulations may be issued to an applicant who holds an educator license with a minimum

of 15 semester hours in content coursework from another state, U.S. territory, or foreign country and who, at the time of applying for an Illinois license, does not meet the minimum requirements under Section 21B-35 of this Code, but does, at a minimum, meet both of the following requirements:

(i) Holds the equivalent of a minimum of a bachelor's degree, unless a master's degree is required for the endorsement, from a regionally accredited college or university or, for individuals educated in a country other than the United States, the equivalent of a minimum of a bachelor's degree issued in the United States, unless a master's degree is required for the endorsement.

(ii) Has passed a test of basic skills and content area test, as required by Section 21B-30 of this Code.

However, a provisional educator endorsement for principals may not be issued, nor may any person with a provisional educator endorsement serve as a principal in a public school in this State. In addition, out-of-state applicants shall not receive a provisional educator endorsement if the person completed an alternative licensure program in another state, unless the program has been determined to be equivalent to Illinois program requirements.

Notwithstanding any other requirements of this Section, a service member or spouse of a service member may obtain a Professional Educator License with Stipulations, and a provisional educator endorsement in a specific content area or areas, if he or she holds a valid teaching certificate or license in good standing from another state, meets the qualifications of educators outlined in Section 21B-15 of this Code, and has not engaged in any misconduct that would prohibit an individual from obtaining a license pursuant to Illinois law, including without limitation any administrative rules of the State Board of Education; however, the service member or spouse may not serve as a principal under the Professional Educator License with Stipulations or provisional educator endorsement.

In this Section, "service member" means any person who, at the time of application under this Section, is an active duty member of the United States Armed Forces or any reserve component of the United States Armed Forces or the National Guard of any state, commonwealth, or territory of the United States or the District of Columbia.

A provisional educator endorsement is valid until June 30 immediately following 2 years of the license being issued, during which time any remaining testing and coursework deficiencies must be met. Failure to satisfy all stated deficiencies shall mean the individual, including any service member or spouse who has obtained a

Professional Educator License with Stipulations and a provisional educator endorsement in a specific content area or areas, is ineligible to receive a Professional Educator License at that time. A provisional educator endorsement on an Educator License with Stipulations shall not be renewed.

(B) Alternative provisional educator. An alternative provisional educator endorsement on an Educator License with Stipulations may be issued to an applicant who, at the time of applying for the endorsement, has done all of the following:

(i) Graduated from a regionally accredited college or university with a minimum of a bachelor's degree.

(ii) Successfully completed the first phase of the Alternative Educator Licensure Program for Teachers, as described in Section 21B-50 of this Code.

(iii) Passed a test of basic skills and content area test, as required under Section 21B-30 of this Code.

The alternative provisional educator endorsement is valid for 2 years of teaching and may be renewed for a third year by an individual meeting the requirements set forth in Section 21B-50 of this Code.

(C) Alternative provisional superintendent. An

alternative provisional superintendent endorsement on an Educator License with Stipulations entitles the holder to serve only as a superintendent or assistant superintendent in a school district's central office. This endorsement may only be issued to an applicant who, at the time of applying for the endorsement, has done all of the following:

(i) Graduated from a regionally accredited college or university with a minimum of a master's degree in a management field other than education.

(ii) Been employed for a period of at least 5 years in a management level position in a field other than education.

(iii) Successfully completed the first phase of an alternative route to superintendent endorsement program, as provided in Section 21B-55 of this Code.

(iv) Passed a test of basic skills and content area tests required under Section 21B-30 of this Code.

The endorsement may be registered for 2 fiscal years in order to complete one full year of serving as a superintendent or assistant superintendent.

(D) Resident teacher endorsement. A resident teacher endorsement on an Educator License with Stipulations may be issued to an applicant who, at the

time of applying for the endorsement, has done all of the following:

(i) Graduated from a regionally accredited institution of higher education with a minimum of a bachelor's degree.

(ii) Enrolled in an approved Illinois educator preparation program.

(iii) Passed a test of basic skills and content area test, as required under Section 21B-30 of this Code.

The resident teacher endorsement on an Educator License with Stipulations is valid for 4 years of teaching and shall not be renewed.

A resident teacher may teach only under the direction of a licensed teacher, who shall act as the resident mentor teacher, and may not teach in place of a licensed teacher. A resident teacher endorsement on an Educator License with Stipulations shall no longer be valid after June 30, 2017.

(E) Career and technical educator. A career and technical educator endorsement on an Educator License with Stipulations may be issued to an applicant who has a minimum of 60 semester hours of coursework from a regionally accredited institution of higher education, has passed a test of basic skills required under Section 21B-30 of this Code, and has a minimum of 2,000

hours of experience in the last 10 years outside of education in each area to be taught.

The career and technical educator endorsement on an Educator License with Stipulations is valid until June 30 immediately following 5 years of the endorsement being issued.

(F) Provisional career and technical educator. A Provisional career and technical educator endorsement on an Educator License with Stipulations may be issued to an applicant who has a minimum of 8,000 hours of work experience in the skill for which the applicant is seeking the endorsement. It is the responsibility of each employing school board and regional office of education to provide verification, in writing, to the State Superintendent of Education at the time the application is submitted that no qualified teacher holding a Professional Educator License or an Educator License with Stipulations with a career and technical educator endorsement is available and that actual circumstances require such issuance.

The provisional career and technical educator endorsement on an Educator License with Stipulations is valid until June 30 immediately following 5 years of the endorsement being issued and may be renewed only one time for 5 years if the individual passes a test of basic skills, as required under Section 21B-30 of this



Code, and has completed a minimum of 20 semester hours from a regionally accredited institution.

(G) Transitional bilingual educator. A transitional bilingual educator endorsement on an Educator License with Stipulations may be issued for the purpose of providing instruction in accordance with Article 14C of this Code to an applicant who provides satisfactory evidence that he or she meets all of the following requirements:

(i) Possesses adequate speaking, reading, and writing ability in the language other than English in which transitional bilingual education is offered.

(ii) Has the ability to successfully communicate in English.

(iii) Either possessed, within 5 years previous to his or her applying for a transitional bilingual educator endorsement, a valid and comparable teaching certificate or comparable authorization issued by a foreign country or holds a degree from an institution of higher learning in a foreign country that the State Educator Preparation and Licensure Board determines to be the equivalent of a bachelor's degree from a regionally accredited institution of higher learning in the United States.

A transitional bilingual educator endorsement shall be valid for prekindergarten through grade 12, is valid until June 30 immediately following 5 years of the endorsement being issued, and shall not be renewed.

Persons holding a transitional bilingual educator endorsement shall not be employed to replace any presently employed teacher who otherwise would not be replaced for any reason.

(H) Language endorsement. In an effort to alleviate the shortage of teachers speaking a language other than English in the public schools, an individual who holds an Educator License with Stipulations may also apply for a language endorsement, provided that the applicant provides satisfactory evidence that he or she meets all of the following requirements:

(i) Holds a transitional bilingual endorsement.

(ii) Has demonstrated proficiency in the language for which the endorsement is to be issued by passing the applicable language content test required by the State Board of Education.

(iii) Holds a bachelor's degree or higher from a regionally accredited institution of higher education or, for individuals educated in a country other than the United States, holds a degree from an institution of higher learning in a

foreign country that the State Educator Preparation and Licensure Board determines to be the equivalent of a bachelor's degree from a regionally accredited institution of higher learning in the United States.

(iv) Has passed a test of basic skills, as required under Section 21B-30 of this Code.

A language endorsement on an Educator License with Stipulations is valid for prekindergarten through grade 12 for the same validity period as the individual's transitional bilingual educator endorsement on the Educator License with Stipulations and shall not be renewed.

(I) Visiting international educator. A visiting international educator endorsement on an Educator License with Stipulations may be issued to an individual who is being recruited by a particular school district that conducts formal recruitment programs outside of the United States to secure the services of qualified teachers and who meets all of the following requirements:

(i) Holds the equivalent of a minimum of a bachelor's degree issued in the United States.

(ii) Has been prepared as a teacher at the grade level for which he or she will be employed.

(iii) Has adequate content knowledge in the

subject to be taught.

(iv) Has an adequate command of the English language.

A holder of a visiting international educator endorsement on an Educator License with Stipulations shall be permitted to teach in bilingual education programs in the language that was the medium of instruction in his or her teacher preparation program, provided that he or she passes the English Language Proficiency Examination or another test of writing skills in English identified by the State Board of Education, in consultation with the State Educator Preparation and Licensure Board.

A visiting international educator endorsement on an Educator License with Stipulations is valid for 3 years and shall not be renewed.

(J) Paraprofessional educator. A paraprofessional educator endorsement on an Educator License with Stipulations may be issued to an applicant who holds a high school diploma or its recognized equivalent and either holds an associate's degree or a minimum of 60 semester hours of credit from a regionally accredited institution of higher education or has passed a test of basic skills required under Section 21B-30 of this Code. The paraprofessional educator endorsement is valid until June 30 immediately following 5 years of

the endorsement being issued and may be renewed through application and payment of the appropriate fee, as required under Section 21B-40 of this Code. An individual who holds only a paraprofessional educator endorsement is not subject to additional requirements in order to renew the endorsement.

(3) Substitute Teaching License. A Substitute Teaching License may be issued to qualified applicants for substitute teaching in all grades of the public schools, prekindergarten through grade 12. Substitute Teaching Licenses are not eligible for endorsements. Applicants for a Substitute Teaching License must hold a bachelor's degree or higher from a regionally accredited institution of higher education.

Substitute Teaching Licenses are valid for 5 years and may be renewed if the individual has passed a test of basic skills, as authorized under Section 21B-30 of this Code. An individual who has passed a test of basic skills for the first licensure renewal is not required to retake the test again for further renewals.

Substitute Teaching Licenses are valid for substitute teaching in every county of this State. If an individual has had his or her Professional Educator License or Educator License with Stipulations suspended or revoked or has not met the renewal requirements for licensure, then that individual is not eligible to obtain a Substitute

Teaching License.

A substitute teacher may only teach in the place of a licensed teacher who is under contract with the employing board. If, however, there is no licensed teacher under contract because of an emergency situation, then a district may employ a substitute teacher for no longer than 30 calendar days per each vacant position in the district if the district notifies the appropriate regional office of education within 5 business days after the employment of the substitute teacher in the emergency situation. An emergency situation is one in which an unforeseen vacancy has occurred and (i) a teacher is unable to fulfill his or her contractual duties or (ii) teacher capacity needs of the district exceed previous indications, and the district is actively engaged in advertising to hire a fully licensed teacher for the vacant position.

There is no limit on the number of days that a substitute teacher may teach in a single school district, provided that no substitute teacher may teach for longer than 90 school days for any one licensed teacher under contract in the same school year. A substitute teacher who holds a Professional Educator License or Educator License with Stipulations shall not teach for more than 120 school days for any one licensed teacher under contract in the same school year. The limitations in this paragraph (3) on the number of days a substitute teacher may be employed do

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not apply to any school district operating under Article 34  
of this Code.

(Source: P.A. 97-607, eff. 8-26-11.)

## **APPENDIX C: NATIONAL MILITARY CREDENTIALING EFFORTS**

Over the course of four months, the Task Force conducted extensive research on military credentialing practices across the United States. The documents that follow reflect that research. This section presents reports on national efforts to streamline the transition from the military to the civilian workforce. It includes a nationwide survey of credentialing initiatives, as well as case studies from New York and Maryland, two states that have been recognized as national leaders on this issue.



## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 26, 2013  
RE: State Programs for Crediting Military Experience

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### I. OVERVIEW

This memo summarizes state and federal efforts to ease the transition from the military to the civilian workforce. Section I presents key findings and conclusions from a survey of national best practices. Section II examines the federal legislation and initiatives on this issue. Section III describes existing practices at the state level. Section IV explores the potential for legislative and regulatory reforms in Connecticut. Section V presents two case studies that might provide useful models for the Task Force. Highlights of the memo include:

- Two significant federal laws on this issue are the VOW to Hire Heroes Act of 2011 and the Veterans Skills to Jobs Act of 2012. These laws establish tax credits for hiring veterans and direct federal agencies to credit military experience.
- Many states have enacted their own legislation to promote veterans employment. The existing state-level legislation tends to focus on a core set of issues, including: spousal licensing; CDL waivers; EMT and nursing licenses; data collection; and license extensions for active duty service members. Legislation from other states may provide a model for the Connecticut Task Force.
- The Task Force may also wish to consider additional state-level reforms, including tax credits, fee waivers, and a campaign to publicize existing veterans employment services.
- At the federal level, the Task Force could consider advocating for military transcript reform and for relaxed restrictions on the use of federal training and employment funds. The Task Force could also support a more extensive fee reimbursement policy from the Department of Veterans Affairs, which currently covers the cost of state licensing fees for some occupations.
- Two state-level initiatives that might serve as useful case studies for the Task Force are a new Maryland law and a recent executive initiative in New York. The White House recently recognized the Maryland Veterans' Full Employment Act of 2013 as "the national standard" in state-level military credentialing legislation. Maryland's law streamlines more than 70 state licenses, requires state universities to give academic credit for military experience, and facilitates licensing for military spouses who move across state lines. In New York, Governor Cuomo's "Experience Counts" program achieves many of the same aims through regulatory reform.

## II. FEDERAL LEGISLATION AND INITIATIVES

The federal government has prioritized veterans' employment in a number of ways. In 2012, President Obama oversaw the creation of a Credentialing and Licensing Task Force within the Department of Defense (DoD).<sup>1</sup> In December of last year, the DoD Task Force announced that it would identify military specialties that readily transfer to civilian employment by the end of 2013.<sup>2</sup> The DoD Task Force then initiated a Pilot Program to study licensing in five specific occupational areas: aircraft mechanic; automotive mechanic; healthcare; supply and logistics; and truck drivers.<sup>3</sup> That study is ongoing.

The last four years has also witnessed a steady flow of proposed and enacted federal legislation related to veterans' employment. Two new federal laws are particularly noteworthy. First, in 2011, Congress passed the VOW (Veterans Opportunity to Work) to Hire Heroes Act.<sup>4</sup> The VOW Act amends the United States Code to require federal agencies to treat active duty service members as veterans for the purpose of hiring.<sup>5</sup> The goal of this amendment is to enable service members to begin searching for civilian jobs with the federal government before they are discharged from active duty. The VOW Act also provides tax credits to private sector employers who hire unemployed veterans.<sup>6</sup>

More recently, Congress passed and President Obama signed into law the Veterans Skills to Jobs Act of 2012.<sup>7</sup> That Act directs federal agency heads to treat relevant military training as sufficient to satisfy civilian occupational licenses. It also empowers federal agencies to promulgate the new regulations necessary to credit military experience and training.

Beyond supporting these laws, the White House has also been active in encouraging veterans' employment through the Joining Forces Initiative, a program devoted to providing resources for veterans who are transitioning to civilian jobs.<sup>8</sup> That Initiative has published two significant reports on issues relevant to the Connecticut Task Force: *The Fast Track to Civilian Employment*,<sup>9</sup> a study of civilian licensing requirements; and *Military Skills for America's Future*,<sup>10</sup> a report on efforts to leverage military experience to put veterans and military spouses back to work. These reports were circulated at the first Task Force meeting.

## III. STATE LEGISLATION

Prompted in part by the Joining Forces Initiative, many states have passed new legislation to promote veterans' employment. The most notable among them is **Maryland**, which has been recognized by the White House as the state that sets "the national standard" on military credentialing.<sup>11</sup> In 2013, Maryland passed the Veterans' Full Employment Act,<sup>12</sup> which streamlines licensing requirements for over 70 civilian occupations. That Act requires state licensing agencies to credit military education and training toward the qualifications of civilian job licenses.<sup>13</sup> It also requires the state's public universities to implement policies that award academic credit for military experience.<sup>14</sup> Finally, Maryland's law requires state agencies to expedite licenses for military service members and spouses who seek to transfer a license across state lines or to obtain a temporary license while re-qualifying in Maryland.<sup>15</sup>

A number of other states have also passed legislation related to licensing for veterans and military spouses. State-level legislation tends to focus on several key issues:

## A. Spousal Licensing

Many states have passed “spousal licensing legislation” that expedites temporary licenses for military spouses and veterans who cross state lines with existing occupational licenses. These laws have been particularly helpful to nurses and teachers, two occupations common among military spouses. The states with spousal licensing legislation include **Arizona, Colorado, Georgia, Idaho, Indiana, Kansas, Kentucky, Louisiana, Mississippi, Montana, New Mexico, Nevada, North Dakota, South Dakota, Tennessee, Utah, Wisconsin, and Wyoming.**<sup>16</sup> In a related initiative, **North Dakota** has passed a law that grants a teachers’ license to an applicant who holds a teaching license in another state. **Connecticut** has achieved partial spousal licensing through the case-by-case provision of temporary and expedited licenses in many occupations, but the state has not implemented any comprehensive legislation to facilitate spousal licensing. More detailed information on Connecticut’s approach to spousal licensing is contained in the separate memorandum on this issue, which was submitted to the Task Force on November 4, 2013.

In addition to passing military spouse-specific statutes, states have also worked to support military families by ensuring broader forms of cross-state licensing reciprocity. **Vermont** recently announced that its Apprenticeship State Council plans to match the federal guidelines for licensing reciprocity between states.<sup>17</sup> In the summer of 2012, the **Utah** Department of Workforce Services initiated the Accelerated Credentialing to Employment (ACE) program, which provides National Guard and Reserve veterans with resources to determine if they already qualify for Utah-based occupational licenses.<sup>18</sup> Utah’s ACE program also offers job training and educational information for veterans.

## B. CDL Waivers

Like many states, **Connecticut** has adopted the Military Skills Test Waiver for Commercial Drivers Licenses (CDLs).<sup>19</sup> Other states with CDL waivers include **Arizona,**<sup>20</sup> **Kentucky,**<sup>21</sup> **Mississippi,**<sup>22</sup> **South Dakota,**<sup>23</sup> **Tennessee,**<sup>24</sup> **Utah,**<sup>25</sup> **Virginia,**<sup>26</sup> and **Wyoming.**<sup>27</sup> **Iowa** has not waived the CDL skills test altogether, but has passed a law that allows its Department of Transportation to waive the driving skills test if a service member can prove relevant active-duty training.<sup>28</sup>

States have also implemented policies to encourage veterans to obtain CDL licenses. In addition to enacting its CDL law, **Virginia** recently started a “Troops to Trucks” program in which its DMV works with military installations to certify veterans as third party testers to train more personnel to operate commercial motor vehicles. In **New York**, the Governor has initiated a campaign called “Experience Counts,” which waives the CDL test and supports veterans’ efforts to obtain heavy-duty drivers’ licenses.<sup>29</sup>

## C. Law Enforcement

**Illinois** recently passed legislation that makes it easier for Afghanistan/Iraq Campaign veterans to join the Illinois State Police (ISP). The Illinois law waives certain educational requirements, including the existing rule that ISP candidates who are not yet 21 undergo two years of law enforcement studies. It also waives a rule that prevented officers under the age of 21 from carrying firearms or having the power of arrest.<sup>30</sup> **New York** has achieved similar aims

with its “Experience Counts” program, which provides on-site training to help veterans become armed security guards.<sup>31</sup>

#### **D. EMTs and Nurses**

Several states have passed laws that streamline occupational licenses in the healthcare industry. **Indiana** and **Kentucky** have recently enacted laws that make it easier for veterans to become EMTs.<sup>32</sup> **Wyoming, Utah, Tennessee, Kansas, South Dakota, New Mexico, and Mississippi** have passed similar legislation for EMT licenses, and have streamlined nursing licenses as well.<sup>33</sup>

#### **E. Construction Trades**

**Georgia** has passed a law that streamlines licensing for construction trades, including electricians and plumbers. Enacted in April 2013, the law created a committee to determine whether veterans should receive skills waivers for their military training. The law also empowered the committee to grant licenses to military spouses.<sup>34</sup>

#### **F. License Tolling**

**Connecticut**, like **Montana**<sup>35</sup> and **Washington**,<sup>36</sup> has passed a law that automatically renews most occupational licenses when service members are on active duty. These laws mean that fewer veterans’ licenses expire during their tours of duty. The memorandum on Spousal Licensing and Tolling, which was circulated to the Task Force on November 4, 2013, examines the Connecticut tolling statute in more detail.

#### **G. Mandatory Credit for Military Experience**

In 2012, **Oregon** passed a law that requires state agencies to credit military experience when awarding occupational licenses if that experience is substantially equivalent to the education required for licensing.<sup>37</sup> **Washington** and **West Virginia** have also enacted laws that make recognizing military experience and training mandatory for state agencies.<sup>38</sup>

#### **H. Data Collection**

Data collection and management efforts are critical to facilitating veterans’ employment. States with notable efforts to centralize data, streamline collection efforts, or integrate disparate data sets in an effort to facilitate veteran employment include **Alaska, Maryland, Minnesota, New Hampshire, Tennessee, Utah, and Vermont**.<sup>39</sup>

#### **I. Other Pending Reforms**

Several state legislatures have announced their intention to pass legislation that streamlines occupational licensing for veterans. Those states include **Alaska** and **Hawaii**.<sup>40</sup> **Michigan** has considered introducing legislation to streamline licenses for barbers, security

guards, electricians, and plumbers.<sup>41</sup> Michigan has also introduced a program that provides wounded veterans with paid internships at the state's Department of Transportation.<sup>42</sup>

#### **IV. POTENTIAL CONNECTICUT REFORMS**

Connecticut has enacted laws, policies, and a number of initiatives for its veterans, including several of the measures listed above. Like many states, Connecticut has adopted the CDL waiver for heavy-duty drivers. Connecticut has also implemented license tolling for a many occupations, and has partially achieved spousal licensing through use of temporary and expedited licenses for jobs common among military spouses. Nonetheless, Connecticut has yet to pass comprehensive legislation to support veterans and military families who would like to enter the state's civilian labor market. Laws from other states might provide a useful model for the Task Force as it moves forward.

In addition to streamlining specific occupational licenses to better credit military training, the Task Force could consider several other state-level reforms. Potential reforms include:

- Reducing or eliminating state licensing fees for all veterans. Connecticut currently has a fee waiver for veterans who received an Honorable discharge and apply for a state license within one year of leaving the military. The Task Force could consider recommending that the state expand this fee waiver provision to capture more of Connecticut's veterans.
- Improving information dissemination and communication with returning veterans. The Connecticut Department of Labor (DOL) has launched a website that connects veterans to employers. The website allows veterans to schedule appointments with employment representatives who provide information about jobs, grants, credits, and apprenticeship and job training programs.<sup>43</sup> The Task Force could consider ways to publicize this website.
- Enacting tax credits. The VOW to Hire Heroes Act of 2011 created two federal tax credits to incentivize firms to hire veterans. First, the Returning Heroes Tax Credit allows employers to claim a credit of 40 percent for the first \$6,000 of wages paid to a veteran unemployed for at least four weeks in the last year, or whose family has received Supplementary Nutrition Assistance Program (SNAP) benefits for three of the past 15 months before hiring. If the veteran was unemployed for more than six months in the last year, the employer may claim 40% of up to \$14,000 in wages.<sup>44</sup> Second, the Wounded Warriors Tax Credit gives a \$4,800 credit to firms that hire veterans within one year of discharge with service-connected disability. The credit increases to 40% of the first \$24,000 of wages for a disabled veteran who has been unemployed for more than six months in the last year.<sup>45</sup> Connecticut could institute similar tax credits for state employers.

Beyond these three measures, the Task Force could also consider advocating for federal reforms. Notable areas for reform at the federal level include:

- **Military Transcripts.** Transcripts issued by the military are often difficult for civilian employers to translate. The federal government has already recognized this issue and has encouraged the Department of Defense (DoD) to amend military transcripts to provide more legible information for potential employers. In response, DoD has begun working with private sector employers to study ways that it might change the format of its transcripts. The Task Force could monitor these changes and could consider ways to better translate military transcripts for Connecticut employers.
- **VA Reimbursements.** The VA currently publishes a list of occupations for which it will reimburse the costs of state licensing exams.<sup>46</sup> As the process stands, veterans can apply to the VA for reimbursement after they have taken the relevant exam. To better serve veterans, the VA could expand its list of approved occupations and could better publicize its reimbursement policies. The Task Force could advocate for this reform.
- **Federal Funding.** The federal government currently imposes tight restrictions on states' use of federal employment and training funds.<sup>47</sup> Relaxing these restrictions would give states, including Connecticut, maximum flexibility to tailor services to their unique veterans populations.

## **V. CASE STUDIES**

Two state-level developments—a new statute in Maryland and an executive initiative in New York—merit particular attention from the Task Force as it considers the best avenues for reform in Connecticut. The case studies described below are also outlined in a shorter memorandum, “Case Studies on Military Credentialing,” which was circulated separately before the last Task Force meeting.

### **A. Maryland: The Veterans’ Full Employment Act of 2013**

Enacted earlier this year, the Maryland Veterans’ Full Employment Act is designed to smooth the process by which veterans receive state licenses and academic credit for relevant military training and experience. Maryland’s law also reduces the burden of relocation for military families by removing state licensure impediments for military spouses.<sup>48</sup> The legislature passed the Act in response to the federal USA4Military Families initiative, which identified license streamlining and spousal licensing as two of the most pressing issues facing military service members and their families.<sup>49</sup> Ultimately, the statute aims to produce full veteran employment by 2015, which it defines as a veteran unemployment rate of 3% or lower.<sup>50</sup> Through Governor O’Malley’s performance-management tool, *VetStar*, the Administration will track the state’s progress toward this goal.<sup>51</sup>

To achieve its aims, the Maryland Veterans’ Full Employment Act of 2013 uses a combination of mandatory crediting, expedited licensing, data collection, and information dissemination. Under the Act, Maryland licensing boards are required to consider a veteran’s relevant military experience when calculating her years of practice in an occupation.<sup>52</sup> Maryland licensing boards must also credit any substantially equivalent military training and education.<sup>53</sup> In addition, the Act requires state agencies to grant temporary, immediate licenses to applicants

who otherwise meet the specified requirements so that veterans do not have to wait for full licensure to begin working.<sup>54</sup> In terms of spousal licensing, the Maryland Act establishes a cross-state reciprocity program under which military spouses with existing out-of-state licenses can quickly receive Maryland licenses and join the labor market.<sup>55</sup> The Veterans' Full Employment Act also requires each state agency to publish information about how its licensing process works for veterans on its website.<sup>56</sup>

Beyond these structural reforms, Maryland's law also specifically addresses health-sector licensing. The Veterans' Full Employment Act requires certain health occupation boards to assign advisors to military applicants. These advisors guide veterans through the licensing process and direct them to opportunities where they can build credentials should they not already possess all the requisite military experience for a particular license.<sup>57</sup> In addition, the statute permits, but does not require, these health licensing boards to renew licenses that have lapsed as a direct result of a military deployment.<sup>58</sup>

Finally, Maryland's statute provides for robust data collection. Pursuant to the new law, each state agency is required to submit periodic reports to the Governor in which it provides data including the number of veteran, active duty service member, and military spouse applicants for its licenses, the number of such applicants who were approved for licensing, and the number of applicants who were denied licenses. Where agencies have denied a license to a veteran or military spouse, the Act directs the agency to specify the reasons for denial.<sup>59</sup>

## **B. New York: The "Experience Counts" Campaign**

The "Experience Counts" program presents a similar model for reform, in this case enacted through regulation and executive order rather than new legislation. In November 2011, New York Governor Andrew Cuomo initiated a series of reforms to ensure that state agencies recognize military experience when veterans transfer to the civilian workforce and higher education.

In the education sector, Governor Cuomo directed the State University of New York (SUNY) and the City University of New York (CUNY) to improve their procedures for awarding academic credit for military training. Under the Experience Counts program, each school now flags applications received from veterans and active duty service members. SUNY and CUNY also provide centralized guidance to students who are veterans in order to award the maximum amount of credit for their prior military experience and training.

The Experience Counts initiative also reforms licensing and occupational training procedures. Under the new program, the Department of Motor Vehicles (DMV) has agreed to waive licensing fees and road tests for New York Commercial Drivers Licenses (CDLs). As of January 2013, 250 CDLs had been issued under this expedited system. Governor Cuomo also directed the Department of Public Health (DPH) to allow military medic training to count toward certification for home health aide and nursing home aide licenses.<sup>60</sup> Finally, the Experience Counts Campaign created a free, on-site training program through which veterans can become licensed armed security guards and connect with potential employers.<sup>61</sup>

In addition to implementing these changes, the Experience Counts program also expanded the State Council on Returning Veterans and their Families, an inter-agency group that assists the Governor with the efficient coordination of state services for veterans.<sup>62</sup> That Council has asked State agencies to identify ways that New York can better recognize military skills and training in all of its licensing procedures. Specific licenses covered by the Council's campaign

include: Emergency Medical Technicians, Armed and Unarmed Security Guards, Bus Drivers, Certified First Responders, Crane Operators, Home Health Aides and Nurse Aides, Licensed Radiological Technologists, Personal Care Providers, Tractor Trailer Operators, and Truck Drivers.<sup>63</sup>

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<sup>2</sup> *Id.* at 2-3

<sup>3</sup> Claudette Roulo, *Military-to-Civilian Skills Credentialing Pilot Underway*, American Forces Press Service (Nov. 20, 2012), [www.defense.gov/News/NewsArticle.aspx?ID=118604](http://www.defense.gov/News/NewsArticle.aspx?ID=118604).

<sup>4</sup> VOW (Veterans Opportunity to Work) to Hire Heroes Act of 2011, Pub. L. No. 112-56, 125 Stat. 711 (2013).

<sup>5</sup> *Id.* at §2108a.

<sup>6</sup> WHITE HOUSE BUSINESS COUNCIL, GUIDE TO HIRING VETERANS (2012), [http://www.whitehouse.gov/sites/default/files/docs/white\\_house\\_business\\_council\\_-\\_guide\\_to\\_hiring\\_veterans.pdf](http://www.whitehouse.gov/sites/default/files/docs/white_house_business_council_-_guide_to_hiring_veterans.pdf).

<sup>7</sup> Veterans Skills to Jobs Act, Pub. L. No. 112-147, §§ 2-3, 126 Stat. 1138 (2012).

<sup>8</sup> See WHITE HOUSE, JOINING FORCES INITIATIVE (2012), <http://www.whitehouse.gov/joiningforces>

<sup>9</sup> EXECUTIVE OFFICE OF THE PRESIDENT, THE FAST TRACK TO CIVILIAN EMPLOYMENT: STREAMLINING CREDENTIALING AND LICENSING FOR SERVICE MEMBERS, VETERANS, AND THEIR SPOUSES (2013).

<sup>10</sup> EXECUTIVE OFFICE OF THE PRESIDENT, MILITARY SKILLS FOR AMERICA'S FUTURE: LEVERAGING MILITARY SERVICE AND EXPERIENCE TO PUT VETERANS AND MILITARY SPOUSES BACK TO WORK (2012).

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<sup>12</sup> Maryland Veterans Full Employment Act of 2013, S.B. 273, [http://mgaleg.maryland.gov/2013RS/chapters\\_noln/Ch\\_154\\_sb0273T.pdf](http://mgaleg.maryland.gov/2013RS/chapters_noln/Ch_154_sb0273T.pdf).

<sup>13</sup> *Id.*

<sup>14</sup> *Id.*

<sup>15</sup> *Id.*

<sup>16</sup> *States Answer First Lady's Call* at 2-3; see also NATIONAL GOVERNOR'S ASSOCIATION, VETERANS INITIATIVES IN THE STATES INDEX (Nov. 2012) [hereinafter NGA, VETERANS INITIATIVES].

<sup>17</sup> NGA, VETERANS INITIATIVES at 3.

<sup>18</sup> *Id.*

<sup>19</sup> CONN. GEN. STAT. § 14-36(e) (2013).

<sup>20</sup> *States Answer First Lady's Call* at 1.

<sup>21</sup> *Id.*

<sup>22</sup> *Id.*

<sup>23</sup> *Id.*

<sup>24</sup> *Id.*

<sup>25</sup> *Id.*

<sup>26</sup> NGA, VETERANS INITIATIVES at 2.

<sup>27</sup> *Id.*

<sup>28</sup> Iowa CDL applicants must still pass a knowledge skills test. Governor Branstad signed this into law on April 4, 2012. NGA, VETERANS INITIATIVES at 9-10.

<sup>29</sup> NGA, VETERANS INITIATIVES at 3.

<sup>30</sup> *Id.* at 2.

<sup>31</sup> New York State Department of Labor, *State Labor Department Announces New "Experience Counts" Initiative Grants Veterans Credit for Their Military Experience* (July 2, 2012), <http://labor.ny.gov/pressreleases/2013/july-2-2013.shtm>

<sup>32</sup> *States Answer First Lady's Call* at 3.

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<sup>34</sup> *Id.* See also Office of Governor Nathan Deal, *Deal Signs Veterans Licensure Bill into Law* (Aprl 8, 2013), <http://gov.georgia.gov/press-releases/2013-04-08/deal-signs-veterans-licensure-bill-law-0>.

<sup>35</sup> *States Answer First Lady's Call* at 3.

<sup>36</sup> *Id.*

<sup>37</sup> NGA, VETERANS INITIATIVES at 3.

<sup>38</sup> *Id.* at 4.

<sup>39</sup> Alaska S.B. 4 (2013).

<sup>40</sup> NGA, VETERANS INITIATIVES at 4.

<sup>41</sup> *Id.* at 2-3.

<sup>42</sup> *Id.* at 3.

<sup>43</sup> Connecticut Department of Labor, *Office for Veterans Workforce Development*, <http://www.ctdol.state.ct.us/veterans/default.htm> (last visited Oct. 22, 2013).

<sup>44</sup> EXECUTIVE OFFICE OF THE PRESIDENT, MILITARY SKILLS FOR AMERICA'S FUTURE: LEVERAGING MILITARY SERVICE AND EXPERIENCE TO PUT VETERANS AND MILITARY SPOUSES BACK TO WORK 15 (2012).

<sup>45</sup> *Id.* at 16.

<sup>46</sup> U.S. Department of Veterans Affairs, *Licensing and Certification*, [http://www.gibill.va.gov/resources/education\\_resources/programs/licensing\\_and\\_certification.html](http://www.gibill.va.gov/resources/education_resources/programs/licensing_and_certification.html) (last visited Oct. 22, 2013); see also U.S. Department of Veterans Affairs, *WEAMS Licenses/Certification Search*, <http://inquiry.vba.va.gov/weamspub/buildSearchLCCriteria.do> (last visited Oct. 22, 2012).

<sup>47</sup> Letter from Joan Wodiska, Chairman, Subcommittee on Red Tape Reduction, National Governors Association & Bob Simoneau, Member, Subcommittee on Red Tape Reduction, National Association of State Workforce Agencies, to U.S. Secretary of Labor Hilda Solis, Re: Committee Report – Key Recommendations to Eliminate Federal Red Tape, Dec. 7, 2012.

<sup>48</sup> Serving Together, *Veterans Full Employment Act of 2013 Signed Into Maryland Law* (April 17, 2013), available at: <http://servingtogetherproject.org/veterans-full-employment-act-of-2013-signed-into-maryland-law/>

<sup>49</sup> *Id.*

<sup>50</sup> *Id.*

<sup>51</sup> See Serving Together, supra note 48. The monitoring program can be viewed at: <https://data.maryland.gov/goals/veterans>.

<sup>52</sup> Maryland Veterans Full Employment Act of 2013, S.B. 273, § 2.5-104 (2013). Full text available at: [http://mgaleg.maryland.gov/2013RS/chapters\\_noln/Ch\\_154\\_sb0273T.pdf](http://mgaleg.maryland.gov/2013RS/chapters_noln/Ch_154_sb0273T.pdf).

<sup>53</sup> *Id.* at § 2.5-104.

<sup>54</sup> *Id.* at § 2.5-104.

<sup>55</sup> *Id.* at § 2.5-104.

<sup>56</sup> *Id.* at § 2.5-107.

<sup>57</sup> *Id.* at § 1-704.

<sup>58</sup> *Id.* at § 1-703.

<sup>59</sup> *Id.* at § 1-706.

<sup>60</sup> Office of the Governor of New York, *Press Release: Governor Cuomo Launches "Experience Counts" Campaign to Help Veterans Qualify for Jobs upon their Return to New York* (last viewed Nov. 2, 2013), available at: [www.governor.ny.gov/press/11102011ExperienceCountsCampaign](http://www.governor.ny.gov/press/11102011ExperienceCountsCampaign).

<sup>61</sup> New York State Department of Labor, *State Labor Department Announces New "Experience Counts" Initiative Grants Veterans Credit for their Military Experience* (July 2, 2013), available at: <http://labor.ny.gov/pressreleases/2013/july-2-2013.shtm>

<sup>62</sup> Office of the Governor of New York, supra note 60.

<sup>63</sup> *Id.*

## **APPENDIX D: WHITE HOUSE REPORTS ON MILITARY CREDENTIALING**

Appendix D includes two reports from the Executive Office of the President of the United States, which has prioritized the improvement of military credentialing as a policy and advocacy objective.



# THE FAST TRACK TO CIVILIAN EMPLOYMENT: STREAMLINING CREDENTIALING AND LICENSING FOR SERVICE MEMBERS, VETERANS, AND THEIR SPOUSES

Executive Office of the President

February 2013



*This report was prepared by the National Economic Council and the President's Council of Economic Advisers, with assistance from the Department of Defense, the Department of the Treasury, the Department of Health and Human Services, the Department of Labor, the Department of Veterans Affairs, the Department of Transportation, the Domestic Policy Council, National Security Staff, and the Office of the First Lady.*

## Executive Summary

This report discusses the unique challenges that confront service members, military spouses and veterans in establishing their qualifications for civilian employment, and outlines the measures that the Administration and States have taken and still need to take to ensure that the skills and abilities of these individuals can be applied to meet employer needs while providing good, meaningful jobs for our military families.

- **Service members, military families and veterans face unique challenges in the labor market.**
  - Frequent moves combined with different requirements for occupational licenses across state lines can make it difficult and costly for spouses of active duty military to find a job.
  - Despite having valuable military experience, veterans frequently find it difficult to obtain formal private sector recognition of their military training, experiences, and skill sets through civilian certification and licensure. This also makes it difficult for the private sector to capitalize on the resources and time spent training and educating service members.
- **Under the leadership of First Lady Michelle Obama and Dr. Jill Biden, the Obama Administration has responded aggressively to the challenges faced by military spouses, working with the states to ensure that these individuals do not confront unnecessary obstacles when pursuing their chosen professions.**
  - Since February of 2012, 17 states have passed spousal licensing legislation, bringing the overall total to 28 states with military spouse licensure measures in place. An additional 15 states have active spouse licensure bills.
  - Through collaboration with state legislators and regulators, the Department of Defense has worked towards state adoption of best practice options that can expedite the transfer of military spouse licenses that are in good standing and are substantially equivalent: licensure through endorsement; temporary licensure; and expedited processes for issuing licenses.
- **The Obama Administration also has worked hard to ensure that separating service members and veterans have the opportunity to apply their skills in civilian employment.** The Department of Defense Military Credentialing and Licensing Task Force, established last year at the direction of President Obama, has identified and created opportunities for service members to earn civilian occupational credentials and licenses. The Task Force has focused its efforts on well-paying industries and occupations that have a high demand for skilled workers, including: manufacturing; information technology; transportation and logistics; health care; and emergency medical services.

- With the help of the Task Force's efforts, hundreds of service members have earned or are in the process of earning machinist, logistics, welding, and engineering certifications for high-demand manufacturing jobs, and efforts are underway to develop similar pathways for the attainment of information technology certifications.
- **The Obama Administration is now launching the next phase of its military credentialing and licensing efforts, partnering with the states to streamline state occupational licensing for veterans.** The Task Force will continue to work with the states and institutions to streamline licensing for service members and veterans, specifically targeting the occupations of bus and truck drivers, emergency medical technicians, paramedics, and licensed practical nurses.
  - A total of 34 states have already passed laws to waive the driving skills test for veterans with a record of safely operating vehicles similar to the trucks and buses for which a commercial driving license is required, and similar legislation is pending in the District of Columbia and 9 other states.
- **The Obama Administration is expanding educational opportunities available to veterans who wish to build on their military training and experience and earn degrees to become advanced practice health care providers like physician assistants.** Through its grant programs, the Department of Health and Human Services continues to provide incentives for physician assistant and nursing training programs to enroll veterans, give them credit for their military experience, and provide them with the support they need to successfully complete their education.
- **The Obama Administration has outlined a suite of best practices, including suggested legislative language, for states to use to ensure that separating service members and veterans receive appropriate licensure and academic credit for their training and experience** and do not face other unnecessary barriers to qualifying for employment in high-demand occupations that require certification or licensure.

# The Fast Track to Civilian Employment

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*"But, unfortunately, a lot of returning heroes with advanced skills -- they don't get hired simply because they don't have the civilian licenses or certifications that a lot of companies require. At the same time, I hear from business leaders...who say they can't find enough workers with the skills necessary to fill open positions...So think about it -- we got all these openings and all these skilled veterans looking for work, and somehow they're missing each other. That doesn't make any sense."*

*- President Obama, June 1, 2012*

## Introduction

In the coming years, America will see a continued demand for skilled workers in high-growth industries from healthcare and information technology to clean energy and advanced manufacturing. Experts project that openings for jobs requiring post-secondary education, including associates' degrees and occupational certificates, will grow faster than employment overall in the years ahead (Lockard and Wolf, 2012; Carnevale, Smith and Strohl, 2010). During the 1950s, less than 5 percent of employed persons were in occupations that required a state level license. One recent study, based on new survey data, found that nearly 30 percent of workers were licensed by some level of government in 2008 (Kleiner and Krueger, 2013). If one includes government certifications, that share rises closer to about 35 percent. Studies generally find that both occupational licenses and government certifications are associated with

higher wages, with substantial wage premiums—on the order of 15 to 18 percent—for individuals who hold an occupational license. Those without licenses often have to take jobs in different, lower-paying occupations. As employers in some industries report difficulty filling jobs that require specific technical skills, it is of the utmost importance that we streamline the process for highly skilled and trained workers to earn occupational licenses and certifications to help fill workforce needs.

The United States has the most highly trained military in the world, sustained by individuals who have skill sets with enormous breadth and depth because of their military education and experience. The members of our Armed Forces and their families make great sacrifices in the service of our Nation, and when their service is concluded, we owe it to our veterans and their families to help them accomplish a successful transition to the civilian labor market. However, these talented and dedicated individuals face barriers making it difficult to find jobs that capitalize their current skills. The Nation supports having the most effective military through its allocation of billions of hard earned tax dollars to train and equip our service members. In doing so, there are many skills that are taught while in the service that can be utilized once they transition to civilian life, especially in the fastest growing private sector industries. However, many service members are required to repeat education or training in order to receive industry certifications and state occupational licenses, even though much, and in some cases, all, of their military training and experience overlaps with credential training requirements. Additionally, frequent moves, and the resulting need to search for new employment, can be a significant problem for military spouses, especially when getting a job in a new state requires obtaining an occupational license. Leveraging the skills of our military veterans and their families will build a stronger workforce and a more competitive economy.



# PUTTING OUR MILITARY SPOUSES BACK TO WORK: THE STATE OF SPOUSAL LICENSING

## Overview of Military Spouse Employment

There are currently more than 860,000 military spouses, about 95 percent of whom are female. Over the past six years, the labor force participation rate for military spouses has been approximately 55 percent, with an unemployment rate of 9.7 percent. Military spouses experience a number of unique employment challenges. According to analysis from the Treasury Department, military spouses are ten times more likely to have moved across state lines in the last year compared to their civilian counterparts: Taking an average for the years 2007 through 2012, 15.4 percent of military spouses moved across state lines each year, compared to just 1.1 percent of civilian spouses.

**Table 1: Labor Force Participation and  
Unemployment Rate of Military and Civilian Spouses**

	Military Spouses	Civilian Spouses
Labor Force Participation Rate	55.4%	72.6%
Unemployment Rate	9.7%	5.0%

Notes: The first two columns represent annual averages based on pooled 2007 through 2012 data from the ASEC supplement of the CPS. Civilian spouse statistics are weighted to be comparable with the gender distribution of military spouses. Data are restricted to respondents aged 18 to 45.

**Table 2: Annual Percent of Adult Population  
Who Moved Across State Lines**

	Percent Moved
Military Spouse	15.4
Civilian Spouse	1.1
Single / Unmarried	1.8
All households	1.5

Notes: Annual averages based on pooled 2007 through 2012 data from the ASEC supplement of the CPS, but reflect relocation in the year before the survey. Those who moved from overseas locations are excluded from this table.

Teaching is the most common occupation among military spouses, followed by nursing and child care services. While many of the common occupations among military spouses are not licensed, some of the most popular professions, including teaching and nursing, do require licensure. As occupational licenses carry state-specific conditions and processes, many spouses face lengthy re-employment delays when they move between states. Because of the delay, and expense involved in re-licensure, many spouses are unable to work in their chosen profession. This dilemma can affect the financial stability of military families, discourage service members

from staying in the military, and reduce hiring potential if spouses must remain out of the workforce because of these delays.

**Table 3: Top 20 Occupations for  
Military Spouses in the Labor Force**

Rank	Occupation	Percent of total
1	Teachers (Pre-Kindergarten - 12th Grade)**	5.8
2	Registered nurses**	4.7
3	Child care workers*	3.9
4	Retail salespersons	3.6
5	Secretaries and administrative assistants	3.5
6	Receptionists and information clerks	3.0
7	Waiters and waitresses	2.7
8	Cashiers	2.7
9	First-line supervisors/managers of retail sales workers	2.6
10	Customer service representatives	2.1
11	Nursing, psychiatric, and home health aides*	1.7
12	First-line supervisors/managers of office and administrative support workers	1.6
13	Accountants and auditors**	1.4
14	Dental assistants*	1.2
15	Managers, all other	1.2
16	Financial managers	1.2
17	Tellers	1.1
18	Other teachers and instructors	1.1
19	Postsecondary teachers	1.1
20	Teacher assistants	1.1
Other categories		52.9

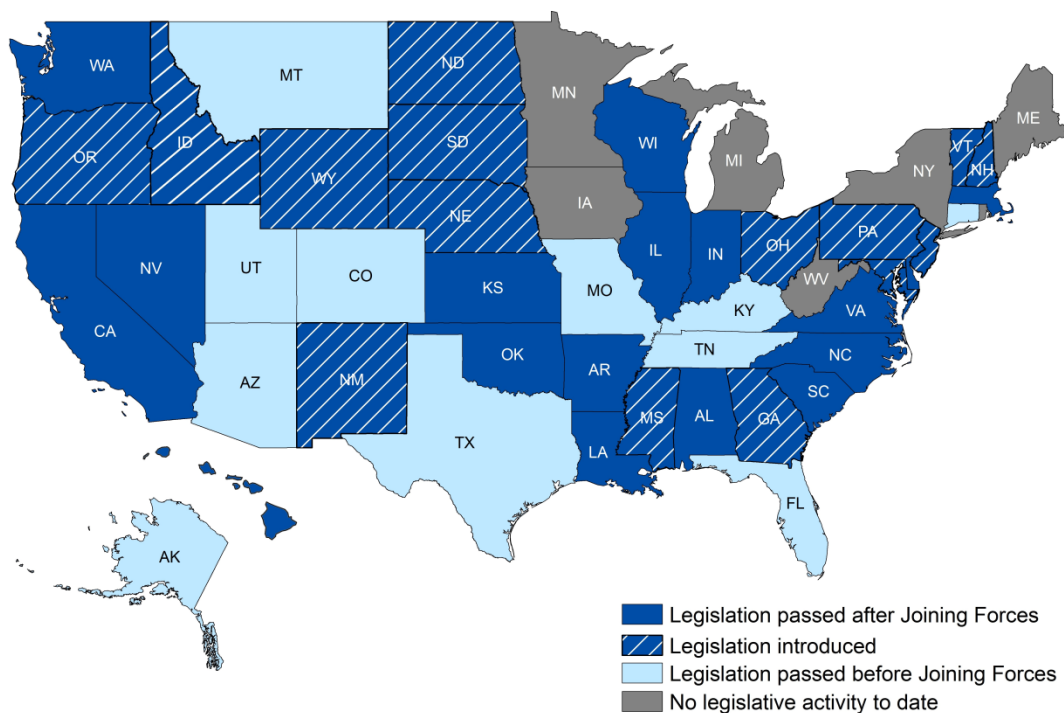
Notes: Annual averages based on pooled 2007 through 2012 data from the ASEC supplement of the CPS. Data include unemployed workers. Double asterisks (\*\*) denote occupations that require licenses; single asterisk (\*) denotes occupations that have certification.

In a 2008 Defense Manpower Data Center survey of military spouses, participants were asked what would have helped them with their employment search after their last military move. Nearly 40 percent of those respondents who had moved indicated that “easier state-to-state transfer of certification” would have helped them. This is not surprising given that a third of the respondents said they had recently been employed in an occupation with potential licensure requirements, and nearly half of the respondents suggested that they were interested in pursuing careers in licensed fields. Streamlining state licensing procedures for military spouses and increasing license portability can significantly ease some employment challenges facing these spouses.

## The Joining Forces Military Spouse Licensing Initiative

At the National Governors Association meeting in February 2012, First Lady Michelle Obama and Dr. Jill Biden called upon all 50 governors to help advance legislation to expedite professional licenses or certification for military spouses when they move to a new state. At that time, as shown in Figure 1, only 11 states had legislation in place to assist military spouses seeking licenses or certifications. Since First Lady Michelle Obama and Dr. Jill Biden's call to governors last year, states have made enormous progress. As of February 20<sup>th</sup>, an additional 17 states have passed spousal licensing legislation, bringing the overall total to 28 states with military spouse measures in place. Additionally, 15 other states have active spouse licensure bills.

**Figure 1: Military Spouse Licensing Legislation -- Current Status**



The Department of Defense (DoD) continues to work with all the states on ways to help military spouses move into the workforce as quickly as possible, and through collaboration with state legislators and regulators, DoD has developed three best practice options to expedite the transfer of licenses that are in good standing and are substantially equivalent: licensure through endorsement; temporary licensure; and expedited processes for issuing licenses.

- **Licensure through endorsement.** Many military spouses, especially those recently stationed overseas, have difficulty accessing endorsements if they had to comply with experience requirements to show competency. For example, **North Carolina** has developed a best practice that allows spouses to “*demonstrate competency in the occupation through methods as determined by the Board, such as having completed continuing education units or having had recent experience for at least two of the five*

*years preceding the date of the application under this section. All relevant experience, including full-time and part-time experience, regardless of whether in a paid or volunteer capacity, shall be credited in the calculation of years of practice in an occupation."* To date, 19 states have passed legislation supporting endorsement processes for military spouses, and 11 states have active bills.

- **Temporary licensure.** Many states provide temporary licenses to allow a military spouse to secure employment while completing state requirements that may be different from what was required by the previous licensing state or while awaiting verification of current license, certification and/or employment history for an endorsement. For example, **Tennessee** authorizes *"the person to perform professional services regulated by the board in this state by issuing the person a temporary permit for a limited period of time to allow the person to perform professional services while completing any specific requirements that may be required in this state that were not required in the state in which the person was licensed or certified."* To date, 22 states have passed legislation supporting temporary licensure, and 13 states have active bills.
- **Expedited processes for issuing licenses.** Additionally, some states have expedited procedures for regulatory department or board approval of endorsements or temporary licenses. For example, **Montana, Kansas and Washington** allow boards to approve a license based on an application certified by affidavit as being accurate and where verification documentation has been requested. **Colorado** allows the director of the overseeing agency authority to approve applications on behalf of the licensing boards. **Utah** offers a unique opportunity to military spouses by allowing them to *"engage in the practice of their occupation or profession, subject to the stated circumstances and limitations, without being licensed under this title"* while the individual's spouse is stationed within the state. To date, 13 states have established processes that expedite licensure, and 13 states have active bills.

## **PUTTING OUR VETERANS BACK TO WORK: TRANSLATING MILITARY EXPERIENCE INTO CIVILIAN CREDENTIALS**

### **Leveraging Veterans' Skills into Civilian Jobs**

As of January 2013, roughly 844,000 veterans were unemployed and looking for work, including 252,000 post-9/11 veterans. Each year the military separates between 240,000 and 360,000 service members, and as we drawdown from the war in Afghanistan, the military is expected to separate a million service members over the next several years. President Obama is committed to doing everything in his power to assist these veterans in re-entering civilian life and finding employment. Administration policies to help veterans transition to private-sector employment include the first re-design of the military's transition assistance program in twenty years; expanded reemployment services, such as the Veterans Job Bank and the Veterans Gold Card; initiatives to expand the number of veterans that get jobs in healthcare and first responder fields; supporting tailored training programs to enable veterans to qualify for advanced professional opportunities; and expanding hiring and training partnerships with the private sector. Moreover, through the leadership of the First Lady and Dr. Biden, the Administration has committed to supporting military families, and has called upon the Federal government and private employers to play a prominent role in helping veterans and military spouses find jobs.

To ensure that service members leave the military with the skills to meet the needs of civilian employers and able to demonstrate that they have those skills, the President created the Department of Defense Military Credentialing and Licensing Task Force, charged with (1) identifying military specialties that readily transfer to high-demand jobs; (2) working with civilian credentialing and licensing associations to address gaps between military training programs and credentialing and licensing requirements; and (3) providing service members with greater access to necessary certification and licensing exams. The Task Force has been charged with focusing its efforts on well-paying industries and occupations that have a high demand for skilled workers, including: health care; first responders; manufacturing; information technology; and transportation and logistics.

In addition to the work of the DoD Task Force, the VOW to Hire Heroes Act and the National Defense Authorization Act have prescribed that the Administration take additional steps to streamline credentialing and licensing for military members. These include:

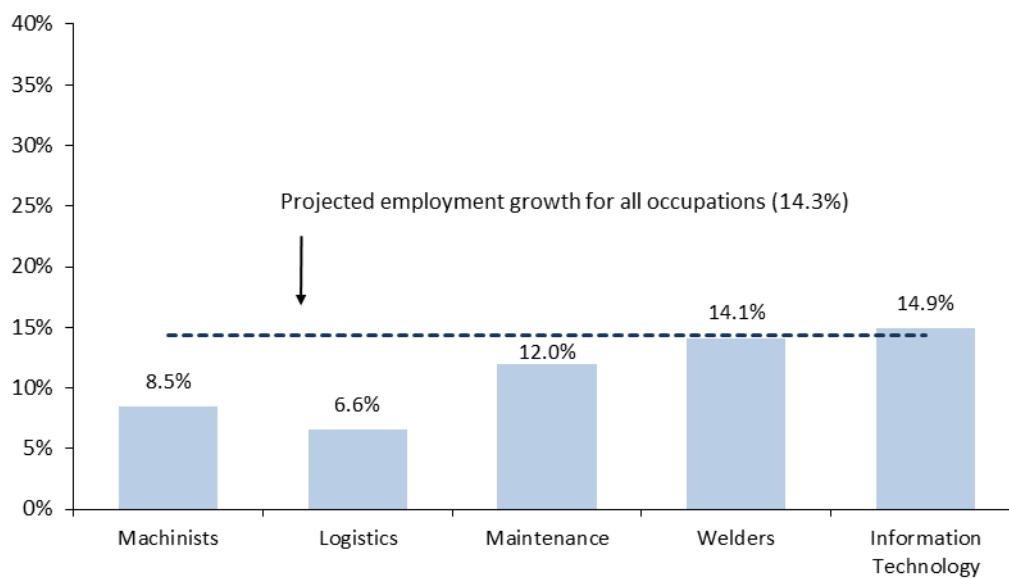
- **A Department of Labor (DOL) pilot program to help states determine the best practice options to translate military training and experience into credit towards civilian licenses.** Additionally, DOL will be conducting an in-depth study to strengthen their existing military skills to civilian skills crosswalk, currently available through its online tools, including *My Next Move for Veterans*.

- **A DoD pilot program to conduct credentialing and licensing pilots in five career fields: aircraft mechanic, automotive mechanic, truck driver, healthcare, and logistics and supply.** The certifications chosen by the Services represent the nationally-recognized commercial certification in each chosen career category, a federal license, or set of representative State licenses. More than 2,000 service members are pursuing credentialing and licensing in 16 military occupational codes.

## The President's Military Credentialing and Licensing Initiative: National Certification

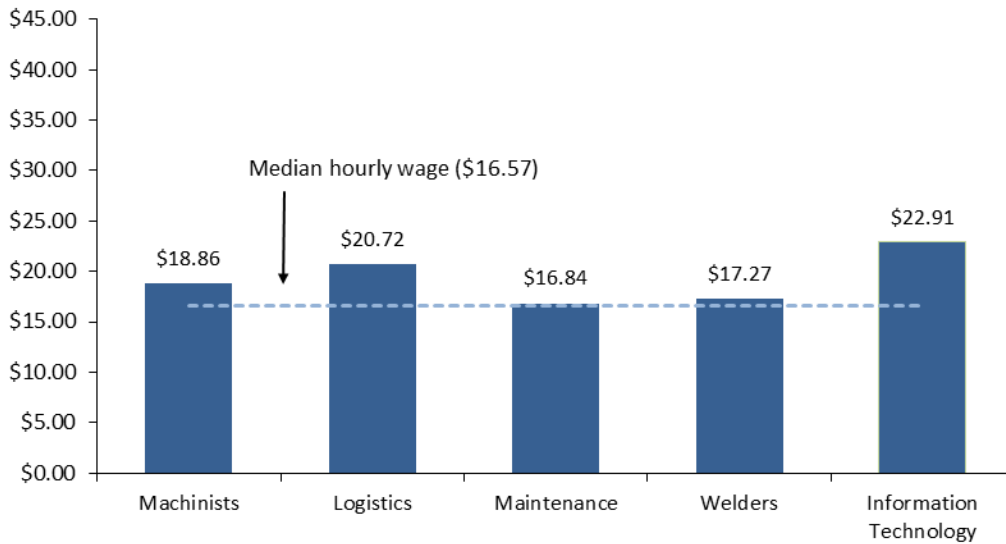
Since its establishment, the DoD Military Credentialing and Licensing Task Force's efforts have been focused on industries that utilize nationally-recognized, highly portable industry certifications. In June 2012, as its initial action, the Task Force forged partnerships with the five largest manufacturing credentialing bodies to provide opportunities for service members to gain industry-recognized, nationally-portable certifications for high-demand manufacturing jobs. These certifications cover occupations including welding, machining, maintenance, and logistics. In addition to projected growth in the number of available jobs (Figure 2a), there will be a significant need for skilled workers in these occupations to replace those who will be retiring in the years ahead. Among machinists, for example, the Bureau of Labor Statistics projects that the need for replacement workers over the decade ending in 2020 will total 18.4 percent of 2010 employment. All of the targeted occupations have median hourly wages above the national average (Figure 2b). The Task Force is also engaged with the information technology industry to form similar partnerships.

**Figure 2a: Projected Employment Growth by Occupation, 2010–2020**



Source: CEA calculations based on BLS employment projections

Figure 2b: Median Hourly Wages by Occupation, 2011



Source: CEA calculations based on Occupational Employment Statistics. Wages reported for maintenance, welders and information technology are weighted medians across a set of more detailed occupations.

Since last summer, the manufacturing partnerships that were announced have been put into action at bases across the country:

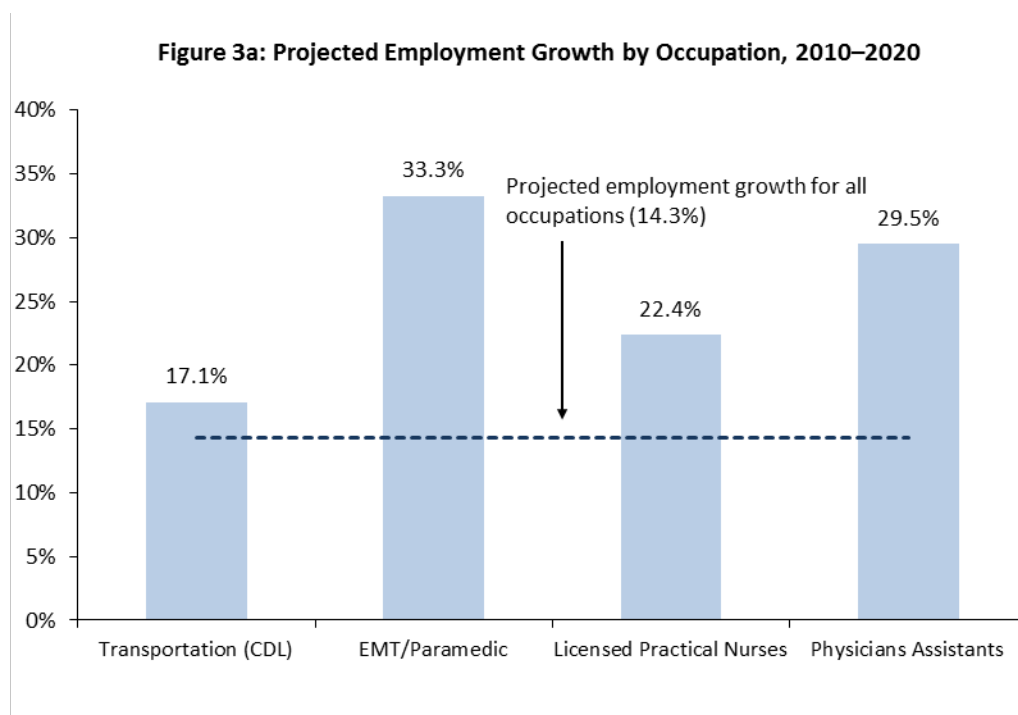
- **Manufacturing Skills Standards Council (MSSC):** MSSC is partnering with all military services to promote attainment of the Certified Logistics Associate (CLA) and Certified Logistics Technician (CLT) credentials. Approximately 400 service members have taken the MSSC CLA and/or CLT exams at no cost to the service member. An additional 400 service members have been identified to take these exams in the near future. MSSC is offering a substantial discount on training costs to service members and is paying for the credentialing exams.
- **Society of Manufacturing Engineers (SME):** SME offers advanced manufacturing certifications as well as a Lean certification similar to the American Society for Quality's Lean Six Sigma and Green/Black Belt certifications. Warrant Officer Advanced Course students at the Army's Engineer School at Ft. Leonard Wood are eligible for the SME Certified Manufacturing Technologist program. The Engineer School credentialing program is currently in development and the first class of participants will take their SME test in 2013.
- **National Institute for Metalworking Skills (NIMS):** NIMS offers 52 different certifications focused on machining and metalworking. Thus far, 87 service members have earned a Level One Machinist certification. NIMS is also working closely with the Navy's Center for Naval Engineering to train proctors for the Machinery Repairman schools in the Great Lakes so that the Navy can proctor its own NIMS exams.

- **American Welding Society (AWS):** Certified Welder and Certified Welding Inspector are the credentials offered by the AWS. As a result of AWS partnership with the Army's Ordnance Center and School, the approximately 540 Soldiers and 140 Marines who graduate each year from the Allied Trades Specialist Advanced Individual Training course will earn the Basic Welder certification upon course completion. The first class to participate in this program began their training on December 1, 2012.
- **Tooling University (Tooling U):** Another key component of the manufacturing initiative is coordination with Tooling University. Tooling U provides assessment and gap training for NIMS, SME, and AWS certifications personalized to the individual student. As part of the Administration's efforts, Tooling U is working with the Air Force to provide training at no cost to participants. Tooling U also donated 50 seats of training for the Marine Corps Wounded Warrior Regiment.

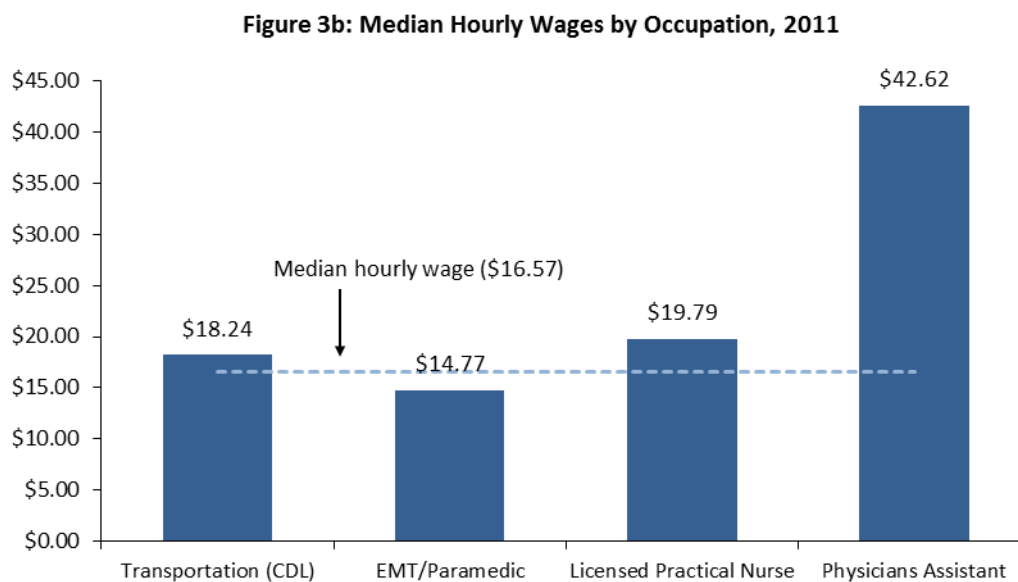
### **The President's Military Credentialing and Licensing Initiative: State Licenses**

Military education, training, and experience are not always recognized by state licensing agencies or by the organizations that administer the related certifications or exams, making it difficult for service members and veterans to qualify for the credentials they need for professional positions. Challenges include the absence of common standards for service credentialing programs, inconsistent state laws, and a lack of understanding about how military training and experience translates into licensing and academic credits. Many state licensing agencies and institutions do not or cannot assess military training and experience. The next phase of the Administration's Military Credentialing and Licensing Initiative will be to work with the states and industry leaders to assist states in translating military training and experience into credit towards professional licensure, especially in the healthcare and transportation industries. All of these targeted occupations have strong projected employment growth (Figure 3a). Wages for first responders are slightly below the overall national median wage, but are close to the median wage for civilian workers with some college; wages for truck and bus drivers and for LPNs are well above, and wages for PAs more than two and a half times, the overall national median (Figure 3b).





Source: CEA calculations based on BLS employment projections



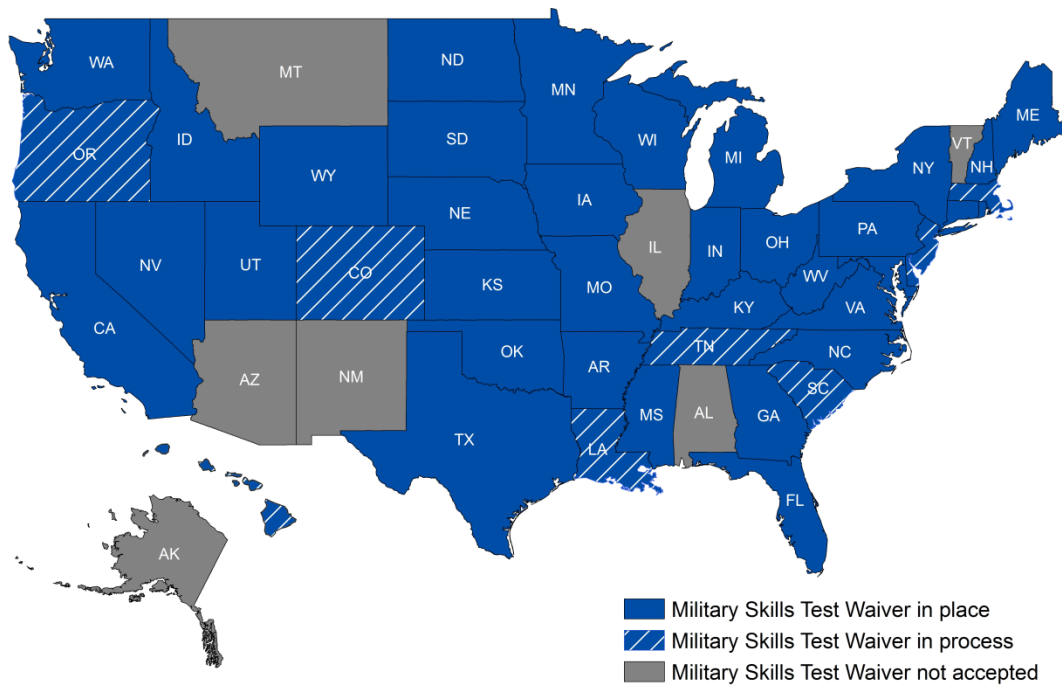
Source: CEA calculations based on Occupational Employment Statistics. Wage reported for transportation is a weighted median across a set of more detailed occupations.

The objectives of this *State Initiative* will be to accelerate states' occupational licensing processes; to explore the feasibility of establishing national approaches for assessing the equivalency of military training and experience in specific occupations; to equip state and local licensing agencies with the ability to better assess the equivalency of military training and experience; to partner with academic institutions to document military training and experience and determine academic equivalency; to ensure that documented military training and

experience are identified as considerations for eligibility for professional licenses and when pursuing additional education; and finally, to establish an ongoing process to work with the states and institutions to analyze the gaps between military training and experience and state licensing requirements and develop bridge programs to address these gaps. Some fields that provide an example of the importance of this work include:

- **Commercial Drivers Licenses for Bus and Truck Drivers (CDLs):** In 2012, there were more than 22,000 active duty, guard, and reserve members in truck driving military occupations, and last year nearly 10,000 separated from the military. By 2020, the Department of Labor estimates that the demand for bus and truck drivers will increase 17.1 percent. At \$18.24, the median hourly wage for a truck driver is well above the national median wage. Service members who drive trucks and other forms of heavy equipment while serving on active duty have conquered some of the most challenging driving conditions, but they are not required to obtain a commercial drivers' license (CDLs) while on active duty. However, two recent developments have begun to make it easier for active duty service members, as well as for recently separated veterans, to obtain CDLs in preparation for their civilian employment. First, many states now offer a waiver of the skills test (the "behind the wheel" test) for service members (or veterans separated within the past 90 days) who provide military documentation of two years of "safe driving" experience operating military vehicles comparable to the buses and trucks that require CDLs in the civilian sector. To date, 34 states have adopted legislation waiving the driver's skills test for qualified service members and veterans. An additional nine states plus the District of Columbia are strongly considering similar legislation (Figure 4). Second, recently-enacted Federal legislation created a special exception for military personnel from the restriction that formerly prevented state licensing agencies from issuing CDLs to any individual whose "domicile" (legal residence) was in another state. While lifting the domicile requirement may involve different procedures from state to state, it is expected to make CDLs more accessible, especially for active duty service members. As a result, the *State Initiative* will focus on: a) recently separated veterans in all states that waive the CDL skills test; and, b) service members in states that include military bases with sufficient numbers of service members who would qualify for the skills test waiver.

**Figure 4: Military CDL Skills Test Waiver -- Current Status**



- Emergency Medical Technicians (EMTs) and Paramedics:** Military medics have extensive experience with administering care in high pressure situations. This experience can serve them well in civilian jobs in emergency medical response. In 2012, there were slightly more than 75,000 Active Duty, Guard, and Reserve members in healthcare support occupations, and last year nearly 10,000 separated from the military. The Department of Labor estimates that, by 2020, the demand for EMT/Paramedics will increase 33 percent. At \$14.77, the median hourly wage for an EMT/Paramedic is somewhat below the overall national median, but at about the median for high school graduates with some college education—the level of education of 44 percent of post 9/11 veterans in 2012. Currently, medics in the Army are required to pass the EMT national certification at the conclusion of their technical training in the health sciences and maintain the certification while they remain in that military occupational specialty. Air Force medics may take the exam but are not required to pass it. States generally recognize this national EMT certification as one of the prerequisites for state licensure as an EMT, but most states also have additional requirements for state licensure and these requirements vary widely from state to state. Additionally, advanced EMT and EMT Paramedics' licensure requires an additional level of training and experience beyond that of an EMT, and that training may need to be provided to medics and corpsman through bridge training. There are initiatives in the Army to convert the EMT Flight Medic to Flight Paramedic, which is the industry standard and the Army continues to present more avenues for its medics to train at an advanced level. Therefore, for this occupational area, the *State Initiative* will focus on: a) identifying medics who are veterans of the Army and Air Force and have an existing EMT-Basic certification; b) assisting Navy Corpsmen to achieve EMT-Basic certification, c) working to streamline

medic training across services and d) identifying legislative or administrative ways for states to reduce state-specific barriers to EMT and paramedic licensure for veterans.

- **Licensed Practical Nurses (LPNs):** By 2020, the Department of Labor projects that the demand for licensed practical nurses will grow 22.4 percent. Additionally, at \$19.79, the median hourly wages for a licensed practical nurse is well above the national median wage. The Army trains limited number of medics as LPNs. However, as of October 1, 2013, Army LPNs will be a standalone Military Occupational Code. Army LPNs are required to pass the National Council Licensure Exam – Practical Nurse. The training and experience of Navy Hospital Corpsmen is very akin to the training required for a LPN license, and many of the veterans with that background will only require limited bridge training to be prepared to obtain the LPN license. Additionally, some states, like California, allow veterans with certain levels of military training and experience to sit for the LPN exam without the need for additional training. In 2012, there were more than 20,000 corpsmen on active duty and in the Navy reserves, with nearly 4,000 separating from the military last year. Therefore, for this occupational area, the *State Initiative* will focus on: a) developing bridge training programs for Navy Corpsmen and medics who are veterans of the Army and Air Force, and b) identifying legislative or administrative ways for states to reduce state-specific barriers to LPN licensure for veterans.

In some cases, military training and experience alone is not generally sufficient to qualify for more advanced licensures. Army, Navy, and Air Force medics receive in-depth initial training in the health sciences and, especially for those who go into combat situations, acquire experience that simply cannot be duplicated elsewhere. However, these skills do not full translate for advanced healthcare occupations. In these cases, tailored training and education programs could help these veterans build on their valuable military experience to become advanced practice health care providers. Efforts to better translate military training and experience into the academic credit needed to pursue advanced medical professions are critical in this arena. Competency-based skills and knowledge assessments for veterans offer promise, and interest in this approach has grown in recent years.

- **Physician Assistants (PAs):** PAs originated with the Vietnam War, as returning veterans demonstrated valuable skills that could be readily applied to civilian settings, and Army, Air Force and Navy currently participate in the Inter-Service Physician Assistant program at Fort Sam Houston, Texas. The Department of Labor currently forecasts that demand for physician assistants will grow 29.5 percent by 2020, and the median hourly wage for a physician assistant, \$42.62, is more than two and a half times the national median. In the civilian sector, the career preparation to become a physician assistant generally involves graduate level education, training, and clinical experience. This required advanced training could be provided to service members and veterans by DoD, by civilian academic institutions, or through partnerships between the two.

The Department of Health and Human Service (HHS) has supported a variety of efforts to incentivize health professions training programs to support veterans. For example, in 2012, HHS' Health Resources and Services Administration (HRSA) awarded additional points during the review process for physician assistant and advanced practice nurse training program grant

applications that proposed practices to support veterans' entry and retention into training programs. Through this initiative, 13 physician assistant training programs and 56 advanced practice nursing training programs have specific activities underway to support veterans, including recruitment, retention, support groups, and mentoring services. In 2013, HRSA will support a *Veteran to Bachelor of Science in Nursing (VBSN)* funding opportunity announcement for training programs that target military veterans who aspire to professional nursing careers. The goals of the program are to equip participating veterans with the knowledge, skills, and abilities to succeed in passing the National Council Licensing Examination for Registered Nurses (NCLEX-RN) and to provide innovative means of awarding nursing academic credit to those veterans for prior military medical training and experience.

***Program Spotlight: Texas A&M University at Corpus Christi "eLine Military (ELM) Program"***

With support from the Department of Health and Human Services, Texas A&M University at Corpus Christi is working to develop and implement the "eLine Military Program" for Texas residents who are members of the military or veterans with previous medical experience. ELM is a distance learning program designed to help participants earn a bachelor's of nursing degree (BSN), prepare to take the NCLEX-RN exam, and enter the RN workforce.

As part of this effort, the university has worked in partnership to with DoD's Medical Education and Training Campus in San Antonio to develop strategies for granting academic credit for military training, including development of a series of exams to assess content mastery among program enrollees. The university also identified a range of additional barriers to successful enrollment and retention in their program and formed a "Vets To Nurses Working Group" comprised of key stakeholders (military and academic) in Texas and other states who are prepared to assist in scaling up the Texas efforts.

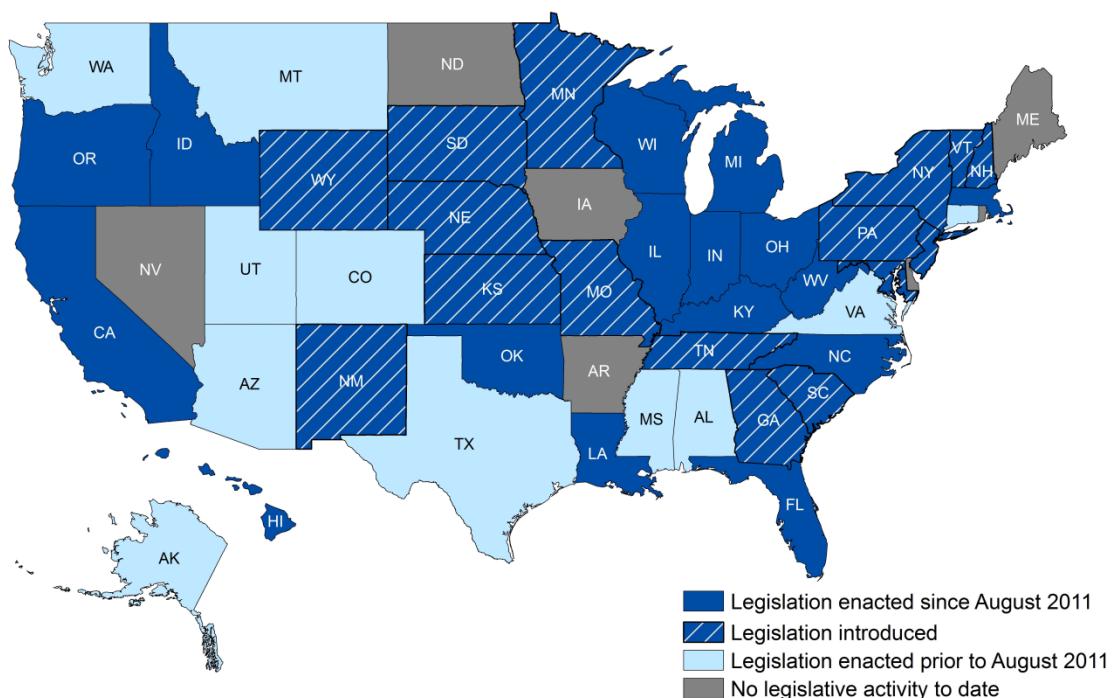
In the past two-and-a-half years since its inception, 427 military service members (60% veterans and 40% active duty) have been enrolled in the eLine Military program. About one quarter of them are currently engaged in coursework, and the remainder are being evaluated/advised on the individual course of study. On average the academic credit evaluation process employed at the university has resulted in a one-year reduction in their time in the program.

In 2013, Texas A&M University at Corpus Christi and the Working Group will undertake a broad dissemination program, including identifying institutions that will adapt and implement the program. The Working Group will develop recommendations for building a career pathway from military training to professional nursing that will be broadly shared and develop a work plan to implement its recommendations.

## THE PRESIDENT'S MILITARY CREDENTIALING AND LICENSING INITIATIVE: BEST PRACTICES

Separating service members frequently experience delays in obtaining post-service employment even though they have applicable military education, training, and experience that will qualify them for licenses and help meet academic requirements for degrees. Since the inception of the Veterans Employment Initiative (VEI) in August 2011, the Department of Defense has worked with state governments to develop policies and practices to improve the recognition of military education, training and experience, as well as assist service members who have a license or credential when transitioning from active duty. Prior to the launch of VEI, as shown in Figure 5, only 11 states had any such legislation. As of February 20<sup>th</sup>, an additional 16 states have passed legislation, bringing the total to 27 states, and another 16 states have active legislation pending.

**Figure 5: Separating Service Members Licensing Legislation -- Current Status**



There are a number of “Best Practices” that states and industry can adopt to streamline the certification and licensing for service members and veterans (for full model legislation text see *Appendix A*):

- **Supporting separating service members who seek to qualify for occupational licenses based on their military education, training, and experience:** There are a variety of legislative and regulatory approaches available to states with regard to facilitating the use of military education, training, and experience to qualify for occupational licenses. One approach is to implement legislation that covers multiple occupations. For example, in 2011, **Colorado** passed a bill that requires each of its state licensing boards to establish rules stating that, upon presentation of satisfactory evidence by an applicant for certification or licensure, the board must accept education, training, or service completed by a member of the Armed Forces, Reserves, or National Guard toward the qualifications to receive the license or certification. **Oklahoma** passed similar legislation in the spring of 2012, specifying that evidence of education, training or experience submitted by a member of the Armed Forces, Reserves or National Guard shall be applied in the “manner most favorable toward satisfying the qualifications for issuance of the required license or certification or approval for license examination.” Other states have legislated separate legal provisions that apply to different occupations. For example, in 2011, the state of **Washington** passed a bill that modified the statutory chapters applicable to 14 different healthcare-related occupations where military training and experience is determined to be substantially equivalent to state requirements so that an applicant with military training and experience may use it to satisfy the training and experience requirements for the occupational license. To date, 16 states have enacted and additional 20 states are considering legislation that, like Washington’s, broadly applies to health care, engineering/construction, and business occupations.
- **Supporting separating service members who seek to transfer a current license by endorsement or obtain a temporary license when separating in a state other than the state that approved the current license:** Similar to portability legislation for military spousal licensing, states can take action to streamline license portability for service members and veterans, especially as some service members may earn their license on a military base in one state and then move to another state upon transition. Small modifications to existing spousal portability legislation can make the same provisions applicable to these separating service members and veterans. To date, five states provide endorsement to service members separating active duty with a current license in good standing and an additional eight states are considering legislation.

- **Supporting deactivating Reserve Component members who seek to practice in the state of origin for a temporary period with a license that would have otherwise expired while on active duty:** To ensure a seamless transition from active duty service to demobilized Reserve service, states can pass legislation that extends the period for which licenses are valid. For example, in 2011, **Kentucky** passed a law that provides for an automatic extension of a Reserve member's occupational license until deactivation plus a period of time after service is completed. To date, 18 states provide automatic extension to licenses that would otherwise expire while servicing on active duty and an additional ten states are considering legislation.
- **Supporting separating service members who seek to obtain academic credit for their military education, training, and experience:** Many service members and veterans could be on a "fast track" to receive an occupational license or educational credential if they were able to obtain academic credit for their military education, training, and experience. States could pass legislation like that passed by **Louisiana** in 2011, which directs state academic institutions to write policies to award educational credits to any veteran enrolled as a student for courses that were part of the student's military training and that meet the standards of the American Council on Education for awarding academic credit. To take another example, the state of **Washington** passed a law in 2010 that directs representatives from the state board for community and technical colleges; the higher education coordinating board; workforce education and training organizations; two and four-year faculty; private career schools; business; and labor to develop policies for awarding academic credit for learning from work and military experience, military and law enforcement training, and other training. Additionally, DOD can work with accrediting bodies, academic training programs, and the military services to improve coordination between DOD training and civilian professional training requirements in order to streamline the process for service members and veterans to receive academic credit for their military service. To date, 15 states have established the requirement in statute and an additional 11 states are considering legislation requiring institutions of higher learning to consider a service member's education, training and experience for the award of credit.
- **Supporting separating service members and veterans who seek to obtain Commercial Driver's Licenses:** The Department of Defense and Department of Transportation have been working with state Departments of Motor Vehicles and state legislatures to facilitate service members earning a CDL. States like **Virginia** have created the *Troops to Trucks Program* that requires qualified military personnel applying for a Virginia CDL to pass only one DMV-issued test and waives the roads skills test. In addition the state DMV assists military personnel by targeting those applicants with less than two years' experience with a commercial motor vehicle, and has certified Marine Corps Base Quantico and Fort Lee as third-party testers for CDL training.



- **Supporting separating service members and veterans who seek to obtain Emergency Medical Services licensure:** State legislation for emergency medical services could include a set of provisions that complement the efforts currently underway by the Department of Defense to assist service members in preparing for their civilian careers. Model legislation would have the following features:
  - A bill including the three commonly identified levels of emergency medical service providers: EMT-Basic; EMT Intermediate or Advanced; and Paramedic.
  - A bill that specifies the type, length, and time limit to be applied in considering military experience for licensure, and potentially waiving attaining a certification or passing an exam.
  - A bill that explicitly recognizes individuals who currently hold an active National Registry of Emergency Medical Technician (NREMT) certification, a qualification commonly held by service members doing this type of work, particularly Army and Air Force medics.
- **Supporting separating service members and veterans through bridge programs in nursing and for physician assistants:** Both states and medical educational institutions can help create career ladders to help veterans advance their training and become baccalaureate degree nurses, advanced practical nurses, or physician assistants. Schools and universities can provide bridge training and career pathway programs specifically tailored to military members. For example, the Ohio University School of Nursing is working with its regional VA Medical Center and the state workforce investment board to identify unemployed veterans and provide education and career counseling to promote career pathways into professional nursing. Similarly, the Marywood University PA Program has a strong history with veterans and military members. The program accepts healthcare hours performed while in the military as healthcare hours for admission.
- **Supporting separating service members and veterans by streamlining licensure for Licensed Practical Nurses:** States can pass legislation to streamline the application of military medical experience and training to satisfy the requirements of LPN licenses. Model legislation for LPNs would recognize individuals who have passed the National Council Licensure Exam.

## APPENDIX A: MODEL LEGISLATION

### 1. Colorado HB 1100 (2011): Concerning exemptions from professional regulation for active duty military personnel.

**SECTION 1.** Article 70 of title 12, Colorado Revised Statutes, is amended BY THE ADDITION OF A NEW SECTION to read:

**12-70-102. Active military personnel - exemptions from licensing requirements.** Each board or division, except the division of real estate, that regulates persons licensed, certified, or registered pursuant to this title shall exempt licensed, certified, or registered military personnel who have been called to federally funded active duty for more than one hundred twenty days for the purpose of serving in a war, emergency, or contingency from the payment of any professional or occupational license, certification, or registration fees, including renewal fees, and from any continuing education or professional competency requirements pursuant to this title for a renewal cycle that falls within the period of service or within the six months following the completion of service in the war, emergency, or contingency.

### 2. Washington HB 1418 (2011): Relating to evaluating military training and experience toward meeting licensing requirements.

**Sec. 1-21. A new section is added to chapter XX RCW to read as follows:** An applicant with military training or experience satisfies the training or experience requirements of this chapter unless the board determines that the military training or experience is not substantially equivalent to the standards of this state.

### 3. Washington SB 5307 (2011): Relating to evaluating military training and experience toward meeting licensing requirements in medical professions.

**Sec. 1-14. A new section is added to chapter XX RCW to read as follows:** An applicant with military training or experience satisfies the training or experience requirements of this chapter unless the secretary determines that the military training or experience is not substantially equivalent to the standards of the state.

### 4. Tennessee HB 968 (2011): Expediting the issuance of a license to military spouses who are already licensed in another state and who are stationed in Tennessee.

**SECTION 1.** Tennessee Code Annotated, Section 68-1-101, is amended by designating the existing language as subsection (a) and by adding the following language to be designated as subsection (b):

(1) Notwithstanding any other law to the contrary, each health related board shall establish a procedure to expedite the issuance of a license, certification or permit to perform professional services regulated by each such board to a person:

- (A) Who is certified or licensed in another state to perform professional services in a state other than Tennessee;
- (B) Whose spouse is a member of the armed forces of the United States;
- (C) Whose spouse is the subject of a military transfer to Tennessee; and
- (D) Who left employment to accompany the person's spouse to Tennessee.

(2) The procedure shall include:

- (A) Issuing the person a license, certificate or permit, if, in the opinion of the board, the requirements for certification or licensure of such other state are substantially equivalent to that required in this state; or
- (B) Developing a method to authorize the person to perform professional services regulated by the board in this state by issuing the person a temporary permit for a limited period of time to allow the person to perform professional services while completing any specific requirements that may be required in this state that were not required in the state in which the person was licensed or certified.

## **5. Kentucky HB 301 (2011): Relating to professional licensure and certification.**

**SECTION 1. The General Assembly recognizes the sacrifices made by members of the Armed Forces and their families in the service of this Commonwealth and the nation as a whole. In recognition of their sacrifice, the General Assembly finds that active duty members of the military or their spouses, who are engaged in professions which require professional licensure or certification, shall be allowed considerations in their licensure or certification requirements as set out in Sections 2 and 3 of this Act in order that they may continue to serve this Commonwealth and the nation as a whole while maintaining their professional licensure or certification.**

### **SECTION 2. A NEW SECTION OF KRS CHAPTER 12 IS CREATED TO READ AS FOLLOWS:**

(1) Notwithstanding any other statute to the contrary, any member of the Armed Forces of the United States on active duty who, at the time of activation, was:

- (a) A member in good standing with any administrative body of the state; and
- (b) Was duly licensed or certified to engage in his or her profession or vocation in the Commonwealth, shall be kept in good standing by the administrative body with which he or she is licensed or certified.

(2) While a licensee or certificate holder is an active duty member of the Armed Forces of the United States, the license or certificate referenced in subsection (1) of this section shall be renewed without:

- (a) The payment of dues or fees;
- (b) Obtaining continuing education credits; when

1. Circumstances associated with military duty prevent obtaining training and a waiver request has been submitted to the appropriate administrative body; or
  2. The active duty military member performs the licensed or certified occupation as part of his or her military duties as annotated in Defense Department form 214 (DD 214); or
- (c) Performing any other act typically required for the renewal of the license or certificate.

(3) The license or certificate issued under this section shall be continued as long as the licensee or certificate holder is a member of the Armed Forces of the United States on active duty and for a period of at least six (6) months after discharge from active duty.

**SECTION 3. A NEW SECTION OF KRS CHAPTER 12 IS CREATED TO READ AS FOLLOWS:**

(1) Notwithstanding any other statute to the contrary, an administrative body shall issue a temporary or regular license or certificate within thirty (30) days to the spouse of an active duty member of the Armed Forces of the United States if the spouse of the active duty member meets the statutory requirements of the administrative body and applies to the administrative body in a format promulgated in administrative regulation by the administrative body.

(2) An application for temporary or regular licensure of the spouse of an active duty member of the Armed Forces of the United States shall include but not be limited to the following:

- (a) Proof that the applicant is married to an active duty member of the Armed Forces of the United States;
- (b) Proof that the applicant holds a valid license or certificate for the profession issued by another state, the District of Columbia, or any possession or territory of the United States;
- (c) Proof that the applicant's spouse is assigned to a duty station in this state and that the applicant is also assigned to a duty station in this state pursuant to the spouse's official active duty military orders; and
- (d) An application fee to be established by the administrative body in an amount that is no more than is necessary to offset the cost of issuing the temporary or regular license.

(3) A temporary license issued pursuant this section shall expire six (6) months after the date of issuance and is not renewable.

**6. Louisiana HB 500 (2011): Provides certain educational benefits for veterans who are students at La. public colleges and universities.**

**SECTION 1. R.S. 17:3351(E) is hereby enacted to read as follows: §3351. General powers, duties, and functions of college and university boards.**

(1) In addition to any other power, duty, or function authorized by this Section, each board shall adopt, by not later than January 1, 2012, a policy requiring each institution under the board's supervision and management to award educational credits to a student enrolled in the institution, who is also a veteran, for courses that are part of the student's military training or service and that meet the standards of the American Council on Education or equivalent standards for awarding academic credit if the award of educational credit is based upon the institution's admission standards and its role, scope, and mission.

(2) Each board shall adopt necessary rules, regulations, and procedures to implement the provisions of this Subsection, effective beginning with the 2012-2013 academic year and continuing thereafter.

## **7. Washington SB 6357 (2010): Requiring policies for academic recognition of certain life and learning experiences.**

### **SECTION 2.**

(1) The state board for community and technical colleges, in consultation with the higher education coordinating board, the workforce training and education coordinating board, the council of presidents, representatives from Washington institutions of higher education, representatives from two and four- year faculty, representatives from private career schools, and representatives from business and labor, shall develop policies for awarding academic credit for learning from work and military experience, military and law enforcement training, career college training, internships and externships, and apprenticeships.

(2) The policies shall address, but are not limited to, issues regarding verification, accreditation, transfer of academic credit, licensing and profession recognition, and financial aid. To the greatest extent possible, the policies shall provide for consistent application by all institutions of higher education and basis for accurate and complete academic counseling.

## **8. Draft Model EMS Legislation for Licensure of Military Trained Applicants**

**Sec. 1.** As used in this chapter, "military service applicant" means an applicant for licensure or certification under this article who has performed service as an active member of any of the following:

- (1) The armed forces of the United States.
- (2) A reserve component of the armed forces of the United States.
- (3) The National Guard.

**Sec. 2.** Notwithstanding any other provision of this article, the commission shall issue a license or certificate to a military service applicant to allow the applicant to provide emergency medical services in [STATE] if, upon application to the commission, the applicant satisfies the following conditions:

- (1) Has:

- (A) completed a military program of training;
  - (B) been awarded a military occupational specialty; and
  - (C) performed in that occupational specialty; at a level that is substantially equivalent to or exceeds the academic or experience requirements for the license or certificate the applicant is seeking from the commission; or
  - (D) currently holds an active National Registry of Emergency Medical Technician (NREMT) certification at the level of the license or certificate the applicant is seeking from the commission.
- (2) Has engaged in the active practice of the occupation for which the applicant is seeking licensure or certification for at least two (2) of the five (5) years preceding the date of the application under this section.
- (3) Has not committed any act in any jurisdiction that would have constituted grounds for refusal, suspension, or revocation of a license or certificate to provide emergency medical services in [STATE] at the time the act was committed.
- (4) Has paid any fees required by the commission for the license or certificate the applicant is seeking from the commission.

**Sec. 3.** (a) All relevant experience of a military service applicant in the discharge of the applicant's official duties while performing service described in section 1 of this chapter must be credited in the calculation of the number of years the applicant has provided emergency medical services for purposes of section 2 of this chapter.

(b) In determining if a military service applicant substantially meets the academic requirements for a license or certificate issued by the commission, the commission may consider the recommendations in the Guide to the Evaluation of Educational Experiences in the Armed Services published by the American Council on Education or the council's successor organization.

**Sec. 4.** A nonresident who is issued a license or certificate under this chapter is entitled to the same rights and subject to the same obligations as required of a resident who is issued a license or certificate by the commission.

**Sec. 5.** (a) Notwithstanding any other provision of this article, the commission may issue a temporary practice certificate or provisional license to a military service applicant while the military service applicant is satisfying certain requirements, as determined by the commission, for a license or certificate under section 2 of this chapter.

(b) The military service applicant may practice under a temporary practice certificate or provisional license issued under subsection (a) until:

- (1) a license or certification is granted or denied by the commission;
- (2) the temporary certificate expires; or
- (3) the military service applicant fails to comply with the terms of the provisional license.

**Sec. 6.** This chapter does not prohibit a military service applicant from proceeding under the licensure or certification requirements established by the commission under the other provisions of this article.

## 9. Draft Model LPN Legislation for Licensure of Individuals with Military Training

**Sec. 1.** As used in this chapter, "military service applicant" means an applicant for licensure or certification under this article who has performed service as an active member of any of the following:

- (1) The armed forces of the United States.
- (2) A reserve component of the armed forces of the United States.
- (3) The National Guard.

**Sec. 2.** Notwithstanding any other provision of this article, the commission shall issue a license or certificate to a military service applicant to allow the applicant to provide licensed practical nurse services in [STATE] if, upon application to the commission, the applicant satisfies the following conditions:

- (1) Has:
  - (A) completed a military program of training;
  - (B) been awarded a military occupational specialty; and
  - (C) performed in that occupational specialty; at a level that is substantially equivalent to or exceeds the academic or experience requirements for the LPN; or
  - (D) Has successfully passed the National Council Licensure Exam (NCLEX) – Practical Nurse (PN);
- (2) Has engaged in the active practice of the occupation for which the applicant is seeking licensure or certification for at least two (2) of the five (5) years preceding the date of the application under this section.
- (3) Has not committed any act in any jurisdiction that would have constituted grounds for refusal, suspension, or revocation of a license or certificate to provide emergency medical services in [STATE] at the time the act was committed.
- (4) Has paid any fees required by the commission for the license or certificate the applicant is seeking from the commission.

**Sec. 3.** (a) All relevant experience of a military service applicant in the discharge of the applicant's official duties while performing service described in section 1 of this chapter must be credited in the calculation of the number of years the applicant has provided emergency medical services for purposes of section 2 of this chapter.

(b) In determining if a military service applicant substantially meets the academic requirements for a license or certificate issued by the commission, the commission may consider the recommendations in the Guide to the Evaluation of Educational Experiences in the Armed Services published by the American Council on Education or the council's successor organization.

**Sec. 4.** A nonresident who is issued a license or certificate under this chapter is entitled to the same rights and subject to the same obligations as required of a resident who is issued a license or certificate by the commission.

**Sec. 5.** (a) Notwithstanding any other provision of this article, the commission may issue a temporary practice certificate or provisional license to a military service applicant while the military

service applicant is satisfying certain requirements, as determined by the commission, for a license or certificate under section 2 of this chapter.

(b) The military service applicant may practice under a temporary practice certificate or provisional license issued under subsection (a) until:

- (1) a license or certification is granted or denied by the commission;
- (2) the temporary certificate expires; or
- (3) the military service applicant fails to comply with the terms of the provisional license.

**Sec. 6.** This chapter does not prohibit a military service applicant from proceeding under the licensure or certification requirements established by the commission under the other provisions of this article.



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# Military Skills for America's Future: Leveraging Military Service and Experience to Put Veterans and Military Spouses Back to Work

Executive Office of the President

May 31, 2012



*This report was prepared by the President's Council of Economic Advisers and the National Economic Council.*

## Executive Summary

### **Military Skills for America's Future: Leveraging Military Service and Experience to Put Veterans and Military Spouses Back to Work**

This report analyzes the labor market situation of America's veterans, discusses the problems that returning veterans and military spouses face as they seek to enter or re-enter civilian employment, and outlines the measures the Administration has taken to address these labor market problems.

- **Veterans and military families face unique challenges in the labor market.**
  - Despite having valuable military experience that in many cases is transferrable to high growth civilian jobs, veterans frequently find formal private sector recognition of their military experiences and skill sets difficult to obtain.
  - Frequent moves combined with different requirements for occupational licenses across state lines can make it difficult and costly for veterans and spouses of active duty military to find a job.
- **These regular challenges have been compounded by the recession that began in December of 2007**, causing veterans and military spouses to experience even greater obstacles than they have always faced in transitioning from military to civilian life or finding a new job following a move.
- **The Obama Administration has responded aggressively to the challenges faced by veterans and military spouses in the labor market, developing policies tailored to these challenges.** Since taking office, President Obama has taken key steps to support veterans in developing skills and finding work. These have included:
  - **Expanding opportunities to obtain civilian credentials and licensing required for high-growth, high-demand occupations:** On June 1<sup>st</sup> the President will announce a *We Can't Wait* initiative that will enable service members to more easily obtain the civilian credentials and licensing required for high-growth, high-demand occupations, starting with certifications in manufacturing. The Department of Defense, at the President's direction, has established a Military Credentialing and Licensing Task Force that will identify opportunities for service members to earn civilian occupational credentials and licenses. The Task Force's first action will offer up to 126,000 service members the opportunity to gain machinist, logistics, welding, and engineering certifications for high-demand manufacturing jobs.
  - **Creating two new veterans' tax credits:** In November 2011, the President signed into law two new tax credits for hiring veterans, both of which had been proposed as part of

the American Jobs Act. The Returning Heroes Tax Credit provides an incentive of up to \$5,600 for firms to hire unemployed veterans and the Wounded Warrior Tax Credit doubles to up to \$9,600 the previous tax credit for long-term unemployed veterans with service-connected disabilities.

- **Challenging the private sector to hire or train 100,000 veterans and their spouses by 2013:** Since the President issued his challenge to the private sector in August 2011, the private sector has made commitments to hire 175,000 veterans and more than 70,000 veterans and their spouses have been hired to date through the leadership of First Lady Michelle Obama, Dr. Jill Biden and their Joining Forces initiative.
- **Ensuring that the federal government is a role model in hiring highly-qualified veterans:** In November 2009, President Obama signed an Executive Order with the goal of expanding the opportunities that veterans have for employment in the Federal government. Since its signing, there have been significant increases in the veteran share of Federal hiring and employment.
- **Improving access to intensive reemployment services:** Post-9/11 veterans are now able to download the Veteran Gold Card, which entitles them to enhanced reemployment services, including six months of personalized case management, assessments and counseling at the roughly 3,000 One-Stop Career Centers located across the country.
- **Developing online tools to help veterans find work:** The Administration launched the Veterans Jobs Bank, an easy-to-use tool to help veterans find job postings from companies looking to hire them. The Jobs Bank already contains over 800,000 job postings and is growing. Additionally, the Department of Labor launched *My Next Move for Veterans*, a new online resource that allows veterans to enter their military occupation code and discover civilian occupations for which they are well qualified.

## **Military Skills for America's Future: Leveraging Military Service and Experience to Put Veterans and Military Spouses Back to Work**

Members of the U.S. Armed Forces and their families make great sacrifices in the service of our Nation. Frequent moves and lengthy deployments can take a toll on these dedicated men and women and their loved ones. When their service is concluded, we owe it to our veterans and their families to help them accomplish a successful transition to the civilian labor market. All too often, however, these talented and dedicated individuals face barriers that can make it difficult to find jobs that make use of their skills. Frequent moves and the resulting need to search for new employment can be a significant problem for military spouses, especially when getting a job in a new state requires obtaining a new occupational license. They, too, deserve our help.

Yet even with many Americans, including veterans and their spouses, still looking for work, some industries are having difficulty filling jobs that require specific skills and qualifications. In the coming years, America will need to fill millions of good-paying mid- and high-level skilled positions in high-growth industries from healthcare to advanced manufacturing, clean energy to information technology. Our military spends billions each year to provide veterans with world class training across diverse disciplines, often aligning veterans' skill sets with the needs of the fastest growing private sector industries. According to a report by the Institute for Veterans and Military Families at Syracuse University, "military experience, on average, exposes individuals to highly advanced technology and technology training at a rate that is accelerated relative to non-military, age group peers" (Institute for Veterans and Military Families, 2012). Leveraging the skills of our military veterans and their families will build a stronger workforce and a more competitive economy.

The Obama Administration is committed to helping our veterans and military spouses who seek employment in the civilian labor market, while also helping to meet the needs of America's employers for skilled and reliable employees. This report describes the labor market situation of America's veterans—focusing in particular on the situation of recent veterans who have served during the post-9/11 period of engagement in Iraq and Afghanistan—and America's military spouses, and discusses the problems that returning veterans and military spouses face as they seek to enter or re-enter civilian employment. The report then outlines the measures the Administration has taken to ensure that these men and women are well positioned to fill civilian jobs that make use of their skills and abilities.

## LABOR MARKET CHALLENGES FOR MILITARY FAMILIES

### Veterans in the Labor Market

As of 2011, the civilian population included 21.6 million men and women ages 18 and older who have served in our Armed Forces. This figure includes approximately 2.4 million veterans who have served since September 2001, sometimes referred to as post-9/11 veterans or, alternatively, as Iraq and Afghanistan-era veterans.<sup>1</sup> Table 1 provides an overview of the characteristics of the current veteran population generally and the post-9/11 veteran population specifically.

**Table 1: Demographic Characteristics of Veterans and Non-Veterans Age 18 and Older, 2011 (percent distribution)**

		Post-9/11 Veterans	All Veterans	Non-Veterans
	Total	100%	100%	100%
<b>Sex</b>	Male	83.0%	91.7%	44.0%
	Female	17.0%	8.3%	56.0%
<b>Age</b>	18-24	12.5%	1.4%	13.9%
	25-34	51.0%	7.4%	19.0%
	35-44	17.3%	10.9%	17.7%
	45+	19.2%	80.3%	49.3%
<b>Race/ Ethnicity</b>	White	78.1%	85.4%	80.1%
	Black or African American	16.5%	10.9%	12.2%
	Asian	2.0%	1.2%	5.2%
	Other race	3.4%	2.5%	2.6%
	Hispanic ethnicity (any race)	12.0%	5.8%	15.0%
<b>Education</b>	Less than a high school diploma	1.1%	6.5%	13.1%
	High school graduate, no college	25.1%	32.2%	30.6%
	Some college or associate degree	44.8%	34.2%	25.5%
	Bachelor's degree and higher	29.0%	27.2%	30.8%
<b>Disability Status</b>	Service-connected disability	26.4%	13.7%	n.a.
	No service-connected disability	57.1%	69.6%	n.a.
	Presence of disability not reported	16.4%	16.7%	n.a.

Source: Bureau of Labor Statistics. Estimates by disability status are available only for August 2011; other entries are 2011 annual averages.

n.a. = not applicable

Although a larger share of recent veterans are female than was the case among veterans of earlier eras, veterans remain disproportionately male. Higher shares of recent veterans are African American or Hispanic. And recent veterans are better educated than those in earlier cohorts—fewer lack a high school diploma and more have completed at least some college. Nearly twice

<sup>1</sup> These and other estimates contained in this report are based on Current Population Survey (CPS) data from the Bureau of Labor Statistics.

as many recent veterans report having a service-connected disability (26.4 percent) as do veterans overall (13.7 percent). In addition to physical disabilities, since 2002 about 217,000 post-9/11 veterans have been diagnosed with post-traumatic stress disorder (PTSD), an anxiety disorder induced by exposure to a traumatic event (Veterans Health Administration 2012).

Re-entry into the civilian labor market can be difficult even in a strong economy. Although many veterans have acquired substantial job skills during their time in the military, job searches take time and military experience does not always appear to translate directly to the civilian labor market (see, for example Goldberg and Warner, 1987; Angrist 1990; Bryant, Samaranayake and Wilhite, 1993; and Hirsch and Mehay, 2003). One specific issue may be that civilian employers simply do not know how to read a military resume. For example, civilian recruiters may be unfamiliar with military occupational titles. In a recent poll conducted by the Society for Human Resource Management, 78 percent of employers responded that a skills map that translates military job skills into civilian jobs skills would help in their companies' efforts to recruit and hire veterans (Minton-Eversole 2012). Veterans also could be better prepared to write in the civilian vernacular about their skills and experience. In other cases, the lack of a formal credential that demonstrates what a veteran knows and satisfies licensing requirements can be a barrier to obtaining civilian employment.

Many recent veterans have come home to a labor market weakened by the Great Recession that began in December of 2007, a recession from which the country is recovering but has not yet fully recovered. Weak labor market conditions have exacerbated the usual frictions that veterans have always faced in making the transition from military to civilian life.

The 2011 unemployment rate for all veterans (8.3 percent) was actually a bit below the overall unemployment rate for those who have never served in the military (8.7 percent) (see Table 2). This is a testament to the skills, determination, and discipline of veterans: Despite any possible initial problems in translating their military experience to the civilian environment, given time, these veterans have been able to demonstrate positive attributes that civilian employers find desirable. In contrast, the unemployment rate for post-9/11 veterans—many of whom separated from military service relatively recently—averaged 12.1 percent in 2011. And the unemployment rate for the youngest post-9/11 veterans—those aged 18 to 24—was 30.2 percent, much higher than the 16.1 percent unemployment rate for non-veterans in the same age group. While unemployment rates for groups broken out this finely are imprecisely estimated and should be interpreted with caution, in 2007 the unemployment rate even for veterans aged 18-24 (11.7 percent) was more similar to that for non-veterans the same age (9.5 percent).<sup>2</sup>

To look more closely at how the unemployment rates of recently-separated veterans have evolved, Figure 1 plots the three-month moving average of unemployment rates for Iraq and Afghanistan-era veterans, beginning in January 2006, together with the overall unemployment rate for non-veterans. From early 2010 through the end of 2011, the moving average

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<sup>2</sup>Savych, Klerman, and Loughran (2008) discuss the sample-size-related limitations of using estimates based on CPS data to identify changes in veteran youth unemployment rates over time.



unemployment rate for post-9/11 veterans generally was higher than the unemployment rate for non-veterans, though in most months this difference was not statistically meaningful given the imprecision of the estimates. Because Iraq and Afghanistan-era veterans differ substantially in their other personal characteristics from the typical non-veteran, it could be a misleading to compare post-9/11 veterans to non-veterans overall (McIntosh, Lien, and Griffis, 2012). Accordingly, we have re-weighted the data for non-veterans, so that, after re-weighting, the characteristics of the non-veterans (gender, age, race, ethnicity and education) match those of the post-9/11 veterans (Hainmueller 2012). Re-weighting the data has relatively little effect on the recent estimates. The unemployment rate for post-9/11 veterans has declined markedly since December—the three-month moving average unemployment rate for post-9/11 veterans has dropped from 12.1 percent in December to 9.9 percent in February and 9.0 percent in both March and April, closer to the three-month average for non-veterans with similar characteristics..

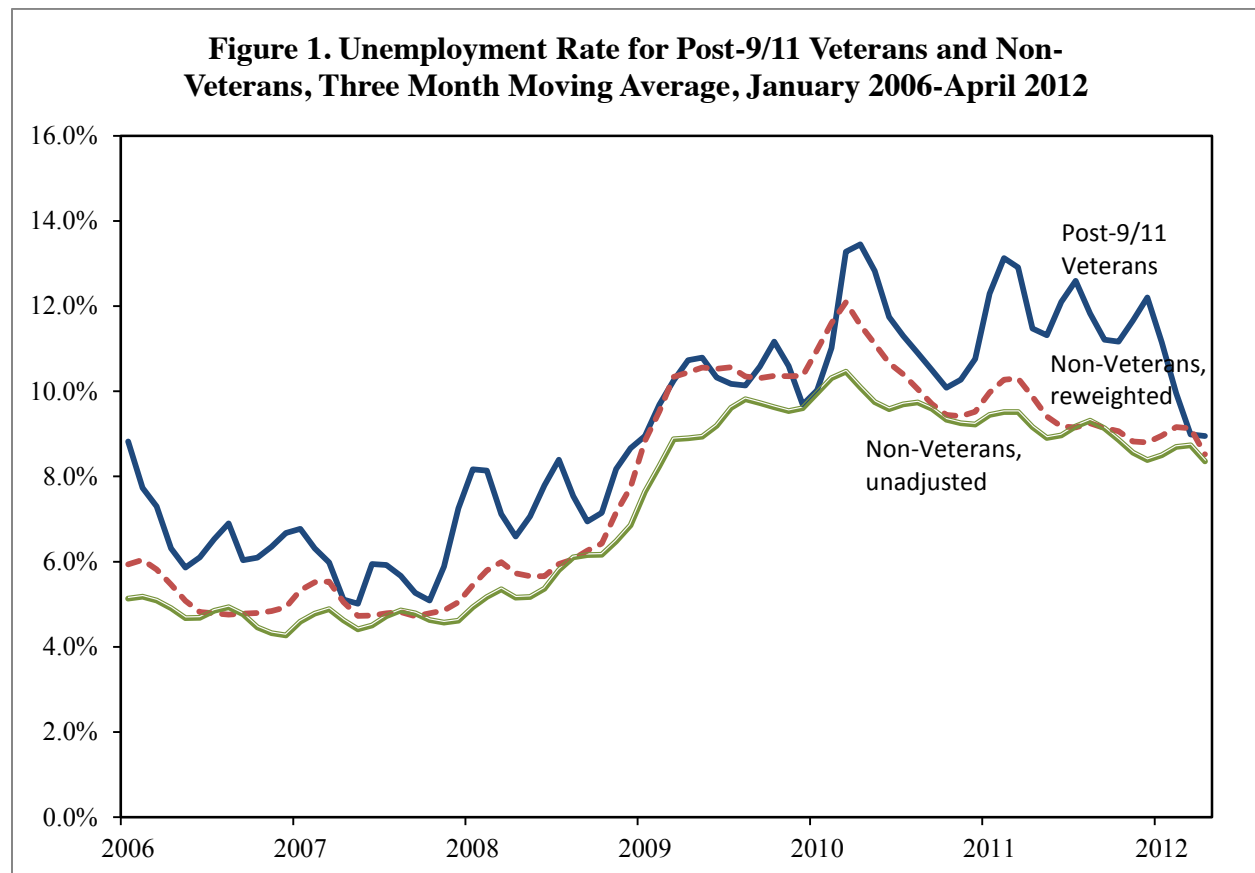
**Table 2: Unemployment Rates of Veterans and Non-Veterans Age 18 and Older, 2011 (percent)**

		<b>Post-9/11 Veterans</b>	<b>All Veterans</b>	<b>Non- Veterans</b>
	All	12.1%	8.3%	8.7%
<b>Sex</b>	Male	12.0%	8.3%	9.3%
	Female	12.4%	9.1%	8.2%
<b>Age</b>	18-24	30.2%	30.2%	16.1%
	25-34	13.0%	12.0%	9.3%
	35-44	6.0%	7.2%	7.3%
	45+	4.9%	7.4%	6.8%
<b>Race/ Ethnicity</b>	White	11.4%	7.8%	7.7%
	Black or African American	14.3%	11.2%	15.8%
	Asian	7.1%	4.8%	7.0%
	Hispanic ethnicity (any race)	17.0%	9.8%	11.2%
<b>Education</b>	Less than a high school diploma	n.a.	12.7%	14.1%
	High school graduate, no college	12.5%	9.2%	9.4%
	Some college or associate	11.0%	8.8%	7.9%
	Bachelor's degree and higher	6.1%	5.2%	4.3%
<b>Disability Status</b>	Service-connected disability	12.1%	8.5%	n.a.
	No service-connected disability	9.5%	7.9%	n.a.
	Presence of disability not	7.5%	6.3%	n.a.

Source: Bureau of Labor Statistics. Estimates by disability status are available only for August 2011; other entries are 2011 annual averages. The unemployment rate in August 2011 was 9.8 percent for post-9/11 veterans and 7.7 percent for all veterans, not seasonally adjusted.  
n.a. = not available or not applicable

Veterans with service-connected disabilities experience particular difficulty in re-entering the civilian labor market. As has already been noted, the incidence of service-connected disabilities

is higher among post-9/11 veterans than among previous veteran cohorts, and a significant portion of veterans have been diagnosed with mental health conditions.



Source: Council of Economic Advisers tabulations of Current Population Survey data. Estimates are not seasonally adjusted. The reweighted estimates for non-veterans were produced using weights constructed to reproduce the gender, age, race, ethnicity, and education characteristics of post-9/11 veterans in the non-veteran sample.

Monthly data on labor force status by presence of a disability are not available, but this information is collected periodically through a special supplement to the Current Population Survey, last administered in August 2011. In that month, the labor force participation rate among post-9/11 veterans with any service-connected disability (80.0 percent) was modestly lower than the rate for veterans of the same era without a service-connected disability (83.7 percent), but veterans with the most severe service-connected disabilities were much less likely to be in the labor force (57.8 percent). Unemployment was higher for post-9/11 veterans with a service-connected disability (12.1 percent) than for post-9/11 veterans reporting no such disability (9.5 percent), and even higher (14.4 percent) for those in the most-disabled category. In addition to facing higher unemployment rates than veterans overall, veterans with a service-connected disability also have lower earnings, and those veterans whose primary disability is a mental disability have been found to suffer the largest earnings losses (Christensen et al 2007).

## Military Spouses in the Labor Market

Military spouses experience a number of unique problems as well as some of the same problems in the civilian labor market as are experienced by returning veterans. Because they move frequently, military spouses who desire to work are more likely to find themselves looking for a job than are similarly-situated civilian spouses. According to a recent report, military spouses are ten times more likely to have moved across state lines in the last year compared to their civilian counterparts: Taking an average for the years 2007 through 2011, 15.2 percent of military spouses moved across state lines each year, compared to just 1.1 percent of civilian spouses (Department of the Treasury and Department of Defense, 2012). For an employed spouse, moving typically will require searching for a new job in a new location. Further, the same report finds that nearly 35 percent of military spouses who are in the labor force work in occupations that commonly require an occupational license. These include spouses who work as teachers, child care workers, registered nurses, accountants and auditors, and dental assistants. Because these licenses are generally state-specific, these military spouses must re-qualify every time their husband or wife is transferred to a new assignment to continue to work in their profession, a process that can be time-consuming and burdensome (see Kleiner 2000, 2006 for discussion of state licensing requirements). Additionally, these frequent relocations provide other setbacks to military spouses in the form of job tenure and advancement opportunities. Employed military spouses who are forced to relocate and find a new job often are forced to forego position tenure and the associated stability, promotions, and financial benefits this can offer in many careers.

Table 3 reports basic information on the characteristics of the spouses of active duty military residing in the United States. The large majority of these active duty military spouses are female. For this reason, before making any comparisons between military spouses and civilian spouses, we have reweighted the data for the civilian spouses to match the gender shares of the military spouses. In addition, as is true of the members of the armed forces, military spouses are considerably younger than the population overall, and we therefore also offer comparisons that look only at civilian spouses between the ages of 18 and 45, again reweighted to match the gender shares of the military spouses. Even within this age group, active duty military spouses tend to be younger than civilian spouses, with the largest share in the 25-34 year age range. Compared to civilian spouses aged 18 to 45 with the same gender distribution, the spouses of active duty military are more likely to have graduated from high school and more likely to have completed at least some college.

**Table 3: Demographic Characteristics of Active Duty Spouses and Civilian Spouses, 2011**  
(percent distribution)

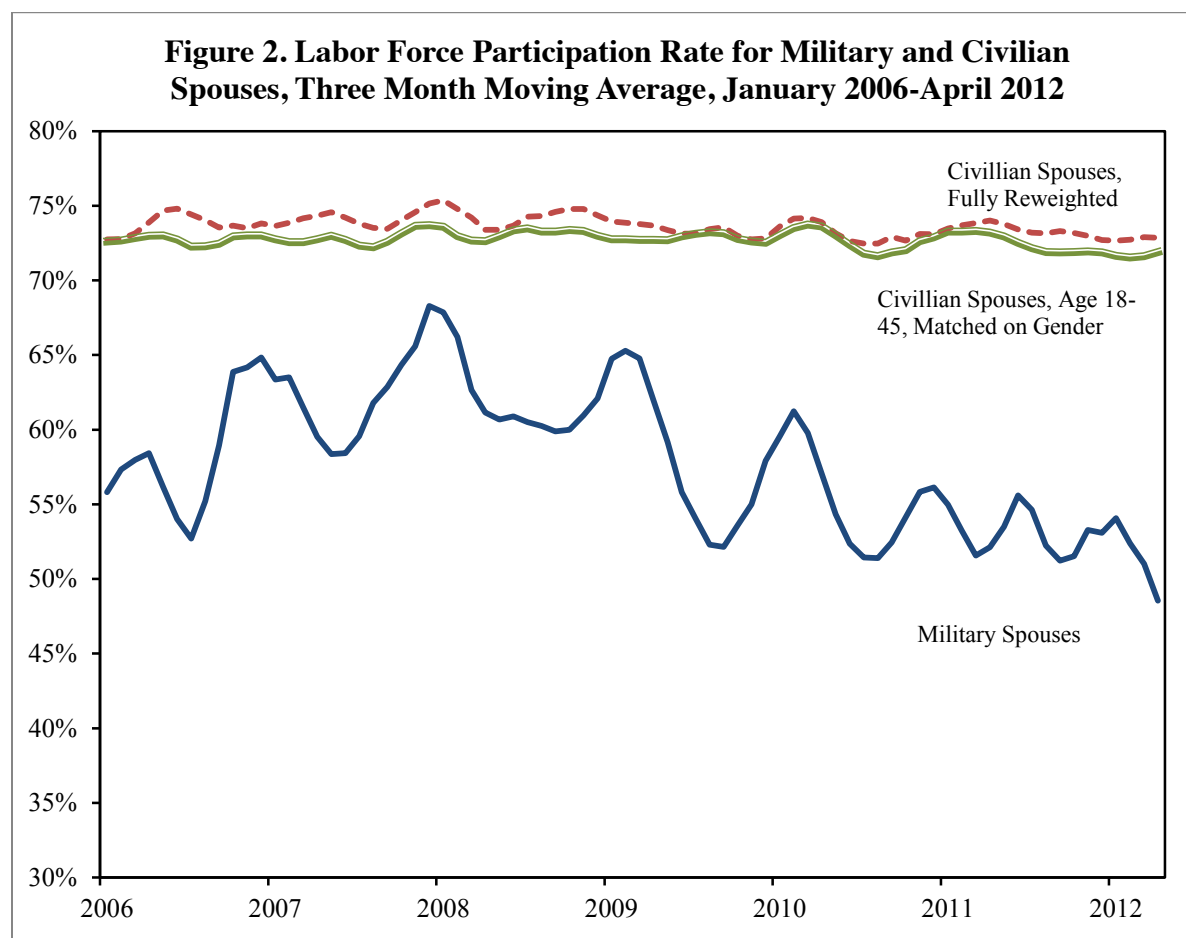
		<b>Military Spouses</b>	<b>Civilian Spouses, Gender Reweighted</b>	<b>Civilian Spouses Age 18-45, Gender Reweighted</b>
<b>Total</b>		100%	100%	100%
<b>Sex</b>	Male	6.7%	6.7%	6.7%
	Female	93.3%	93.3%	93.3%
<b>Age</b>	18-24	17.7%	2.9%	6.6%
	25-34	44.1%	16.6%	37.7%
	35-44	27.1%	22.2%	50.3%
	45+	11.0%	58.3%	5.4%
<b>Race/ Ethnicity</b>	White	79.1%	84.9%	82.7%
	Black or African American	11.8%	7.5%	8.1%
	Asian	4.8%	5.7%	6.9%
	Other race	4.3%	1.9%	2.3%
	Hispanic ethnicity (any race)	10.6%	12.8%	18.3%
<b>Education</b>	Less than a high school diploma	2.9%	10.6%	10.2%
	High school graduates, no college	22.7%	30.5%	25.3%
	Some college or associated	43.0%	26.8%	27.9%
	Bachelor's degree and higher	31.4%	32.1%	36.6%

Source: Council of Economic Advisers tabulations of Current Population Survey data. Estimates are 2011 annual averages and include military spouses residing in the United States who live in the same household as the military service member.

Especially for military spouses who need an occupational license in order to work in their chosen occupation, the frequent moves associated with the military career of a husband or wife can be a significant impediment to employment. Evidence of this can be seen in statistics on the labor force participation rates and unemployment rates of the spouses of active duty military as compared to civilian spouses. Over the five year period from 2007 through 2011, the labor force participation rate for active duty military spouses averaged 58.0 percent; that for civilian spouses in the 18-45 year age range averaged 72.8 percent, after adjusting the data to match the gender distribution of the military spouses. Reweighting the data for civilian spouses to fully match the gender, age, race, ethnicity and education characteristics of active duty spouses produced an estimated civilian spouse labor force participation rate of 73.7 percent. Similarly, military spouses have a notably higher average unemployment rate (10.1 percent) over the years 2007-2011 than do similar civilian spouses (5.2 percent accounting for gender and looking only at civilian spouses aged 18-45; 5.4 percent after fully reweighting the data for the civilian spouses to match the gender, age, race, ethnicity and education characteristics of the military spouses).

Figure 2 displays the three-month moving average labor force participation rate for military spouses from January 2006 through April 2012. Two civilian comparisons are offered—one consisting of data for civilian spouses age 18-45, reweighted to match the gender distribution of

the military spouses, and a second consisting of data for civilian spouses reweighted to match additional characteristics of the military spouses (age, race, ethnicity and education in addition to gender). In all years shown in the figure, the labor force participation rates for active duty spouses have been lower than those of the civilian spouses; since the end of 2008, the start of the very sharp declines in employment in the U.S. labor market associated with the recent Great Recession, while the estimates are somewhat imprecise, that gap appears to have widened.



Source: Council of Economic Advisers tabulations of Current Population Survey data. Estimates are not seasonally adjusted. The fully reweighted estimates for civilian spouses were produced using weights constructed to reproduce the education, age, race, ethnicity, and gender characteristics of military spouses in the civilian spouse sample.

Unemployment rates for active duty spouses also have tended to be higher than those for their civilian counterparts, with the gap between the two groups again having widened since the end of 2008. As was the case for recent veterans, it appears that military spouses may have experienced increased job-finding difficulties during this period.

## **POLICY AND PROGRAMS TO SUPPORT EMPLOYMENT IN MILITARY FAMILIES**

Military veterans have served and sacrificed in defense of our Nation. President Obama is committed to doing everything in his power to assist these veterans in re-entering civilian life and finding employment. Administration policies to help veterans transition to private-sector employment include expanded reemployment services, such as the Veterans Job Bank, and initiatives to expand the number of jobs for veterans. The Obama Administration also has made a commitment to support military families, and has called on the Federal government and private employers to play a prominent role in helping veterans and military spouses find jobs.

### **Easing the Transition to Civilian Careers**

When military service members leave active duty, they may have trouble finding civilian jobs. A veteran entering private sector employment for the first time may lack the familiarity with effective job search strategies that someone with civilian work experience could be expected to have. Some veterans may have held jobs that do not exist in the civilian world and others may have a hard time figuring out how to use the skills they acquired in the military in a different context, even where those skills are more directly applicable. Recognizing these issues, this Administration has taken a number of steps to help veterans who are transitioning to the civilian workforce.

One important program designed to help service members successfully reintegrate into civilian life is the Transition Assistance Program (TAP), an interagency effort among the Departments of Labor (DOL), Veterans Affairs (VA), Defense (DOD) and Homeland Security (DHS). Through TAP, DOL provides a comprehensive two-and-a-half-day voluntary Employment Workshop at U.S. military installations around the world to assist separating service members and their spouses transition from the military to civilian employment. In 2011, for example, the Veterans Employment and Training Service (VETS) at DOL provided more than 4,200 TAP Employment Workshops to nearly 145,000 participants at domestic and overseas locations.

To build on the existing TAP program, in August 2011, the President called for the creation of a Veterans Employment Initiative Task Force for a Career-Ready Military led by DOD and VA with other agencies including DOL, the Department of Education, the Small Business Administration, and the Office of Personnel Management (OPM), to develop proposals to maximize the career readiness of all service members. This effort will transform the services' approach to education, training, and credentialing for service members, and bolster and standardize the counseling services that service members receive prior to separating from the military. The program will be designed to give separating service members a clear path to civilian employment; to success in an academic or technical training program; or to the successful start-up of an independent business entity or non-profit organization. The VOW to Hire Heroes Act of 2011, which the President signed into law in November 2011, complements the work of the DOD/VA Task Force by requiring, with minimal exceptions, service member participation in all TAP components.

In response to external assessments and participant feedback, VETS recently revised the curriculum for TAP and is currently piloting a redesigned Employment Workshop at 11 test sites that it plans to have fully implemented at all locations by November 2012.

Like all Americans, veterans have access to almost 3,000 American Job Centers across the country that offer job search assistance to those seeking employment. Veterans receive priority of service for many of the programs offered at these Job Centers, including Workforce Investment Act employment services and training. Through the Jobs for Veterans State Grants program administered by VETS, the majority of these job centers have dedicated staff members who provide services to veterans. The Obama Administration has made veterans a priority through the Veteran Gold Card program, launched on November 7, 2011. With the Veteran Gold Card, veterans are ensured up to six months of personalized case management, skill assessment, career coaching, and job search assistance.

DOL also has launched an online tool called *My Next Move for Veterans*, a specialized version of a more general tool that is designed specifically to help the veteran population. Using the general tool, *My Next Move*, Americans can search for occupations that fit their skills and interests. The tool also provides easy-to-access information about jobs available in those occupations. For those looking ahead to the future, the tool identifies credentials or educational degrees required for certain occupations and helps users find training programs to prepare for those occupations. *My Next Move for Veterans* has an added feature that allows veterans to input their military occupation specialty (MOS) code to find out which civilian occupations are best matched with their skills. As of May 2012, the *My Next Move for Veterans* site had received more than 161,000 visits.

The Obama Administration also launched the Veterans Jobs Bank, an easy-to-use tool to help veterans find job postings from companies looking to hire them. The Veterans Job Bank is located on the National Resources Directory (NRD) website – a website for wounded warriors, service members, veterans, their families, and those who support them that serves as the Federal government’s one-stop website for benefits and services available to these groups. The website is run jointly by the DOD and the VA. As of May 2012, more than 800,000 jobs were posted to the Veterans Jobs Bank and that number continues to grow. To date, more than 700,000 job searches had been conducted on the Veterans Jobs Bank.

If veterans need training in order to move into civilian employment, they can fund it with the GI bill. Through the Post 9/11 GI bill, which expanded education benefits for veterans of recent wars, and its predecessors, education benefits were provided to more than 900,000 individuals in 2011. The Post 9-11 GI bill accounted for the majority of these benefits. Enacted in 2008 and effective August 2009, for a qualifying veteran or family member, the Post 9/11 GI bill covers the full cost of in-state tuition and fees at public schools and up to \$17,500 towards tuition and fees for the 2011-2012 academic year at private and foreign schools. Among other benefits, eligible students also may receive a monthly housing allowance, and an annual stipend for books and supplies. The Administration has also taken action, through a new Executive Order, to

ensure all of America's service members, veterans, spouses, and other family members who want to pursue further education and training have the information they need to make informed educational decisions and are protected from aggressive and deceptive targeting by educational institutions.

As a part of the President's Fiscal Year 2013 Budget, the Administration would ensure that the Federal government has the staffing necessary to provide veterans with the help required to make a successful transition back to civilian life. The Budget would support the hiring of 279 additional vocational rehabilitation and employment counselors in connection with the Integrated Disability Evaluation System (IDES) and VetSuccess on Campus initiatives. IDES and VetSuccess counselors ensure that veterans, especially wounded warriors and students, receive timely information about education opportunities, job counseling, and placement assistance to successfully transition from the military to a civilian job.

### **Leveraging Military Skills in the Labor Market**

Experts project that openings for jobs requiring post-secondary education including associates' degrees and occupational certificates will grow faster than employment overall in the years ahead (Lockard and Wolf, 2012, Carnevale, Smith and Strohl 2010). Employers in some industries report difficulty filling jobs that require specific technical skills – a trend that, though not responsible for America's current unemployment situation, indicates the importance of education and training for our nation's future. According to estimates produced by the McKinsey Global Institute, by 2018, unless critical workforce gaps are closed, the country will have 1.5 million fewer data managers and analysts than needed (McKinsey Global Institute 2011a, 2011b), and other analysts have projected significant shortages of workers to fill technical and vocational jobs (Carnevale, Smith and Strohl 2010). There is a significant opportunity for veterans to fill these positions utilizing their military training, especially in sectors like health care and manufacturing.

As a part of the President's Fiscal Year 2013 Budget, the Department of Defense will spend nearly \$10.4 billion to train active duty and reserve service members. This high-quality training is closely linked to many of the high-demand, high-growth occupations in the civilian sector. Without proper credentialing and licensing, however, it may be difficult for service members to translate their skills and knowledge to employment in these high demand sectors.

Military medics, for example, have extensive experience administering care in high pressure situations that can serve them well in civilian jobs as paramedics or nurses. By 2020, the Department of Labor estimates that demand for licensed practical and licensed vocational nurses will increase 22 percent. Former medics may wish to transfer their skills to civilian jobs as nurses, but a registered nurse typically has received a diploma from an approved nursing program and must pass the National Council Licensure Examination for Registered Nurses (Department of Treasury and Department of Defense 2012).



The manufacturing industry also highlights the opportunity to better match veterans to skilled jobs. In 2011, Deloitte and the Manufacturing Institute conducted a survey of over 1,100 U.S. manufacturers. Among skilled production positions such as machinists and technicians, 83 percent of companies reported moderate to serious shortages of skilled laborers (Deloitte and the Manufacturing Institute, 2011). As the President's Advanced Manufacturing Partnership Steering Committee has recognized, veterans and separating service members are primed to help fill this gap due to the life and work skills they have acquired while on active duty, including their outstanding training and extraordinary leadership, adaptability, and team building skills. Veterans need the ability to send a clearer signal to potential employers that their military skills translate to civilian opportunities. Access to nationally-portable, employer-driven credentials will provide them with this ability.

Accordingly, the Department of Defense has been working to ensure that the skills of military service members are easily translated to the civilian sector through appropriate credentialing. The Navy and Army have a program for service members, called Credentialing Opportunities On-Line (COOL), to help veterans identify and pursue relevant civilian job credentials coordinated with their military experience. For example, the Association of Diving Contractors International has formally recognized Navy training and experience for certain certifications. Without additional training or testing, sailors are awarded certifications including: Entry Level Tender/Diver, Mixed Gas Diver, Rescue Diver, and Surface-supplied Air Diver. The Army is also currently undertaking initiatives to promote certification and licensure for service members in over 25 individual fields. Among these, the FAA recognizes Army flight training and waives additional flight test requirements, requiring only a simple written test, to then issue a commercial helicopter license to Army aviators. These various efforts by the Department of Defense are steps towards helping to ensure that our veterans are in the best positions possible to enter high-paying, high-growth fields upon separation from the armed forces.

Building on this work, the Department of Defense, under the direction of the President, is launching a Military Credentialing and Licensing Task Force that will undertake a systematic effort to identify opportunities for service members to earn civilian-equivalent occupational credentials and licenses. Within one year, the Task Force will define a list of Military Occupational Codes (MOCs) that best transfer to high-demand civilian occupations; work with civilian credentialing and licensing associations to address gaps between military training programs and credentialing and licensing requirements; make credentialing and licensing options and information available to service members; and facilitate the administration of credentialing and licensing exams. Initial Task Force efforts will focus on developing pathways to credentialing and licensing for service members in industries that leverage military training and have a need for more skilled workers including: manufacturing, first responders, healthcare, information technology, transportation, and logistics.

In the first phase of this effort, the Army, Navy, Air Force, and Marine Corps have worked with manufacturing and credentialing agencies to create pathways to certification for 126, 000 military personnel with skills in the high-demand fields of engineering, logistics, machining, maintenance, and welding. Through these partnerships, service members will be able to test for

and earn civilian credentials immediately upon completing their initial military training. For example, through a partnership between the Army, American Welding Society (AWS), and National Institute for Metalworking Skills (NIMS), the Army's Ordnance School will be accredited to provide unlimited certification testing for soldiers with certain welding and machinist skills. Located in Fort Lee, Virginia, the Ordnance School trains thousands of service members every year in the maintenance of weapon systems. The partnership between NIMS and the Ordnance school will be implemented in July 2012 to test for the NIMS "Level 1 Machinist" Certification and the partnership between AWS and the Ordnance school will begin in December 2012 to test for the AWS "Welder" certification.

### **Expanding Jobs for Veterans**

In addition to helping veterans transition from military service into civilian jobs, the Administration is committed to expanding job opportunities for veterans. The Administration has taken bold steps to create jobs for all Americans through tax cuts that put money into working families' pockets; investments in infrastructure, manufacturing, and clean energy; and aid to state and local governments. Beyond these initiatives that benefit all Americans, the Obama Administration has expanded jobs for veterans through generous tax credits that encourage employers to hire veterans; developed private-sector partnerships that have produced significant commitments to hire veterans; and enhanced government recruitment and promoted government employment opportunities for veterans.

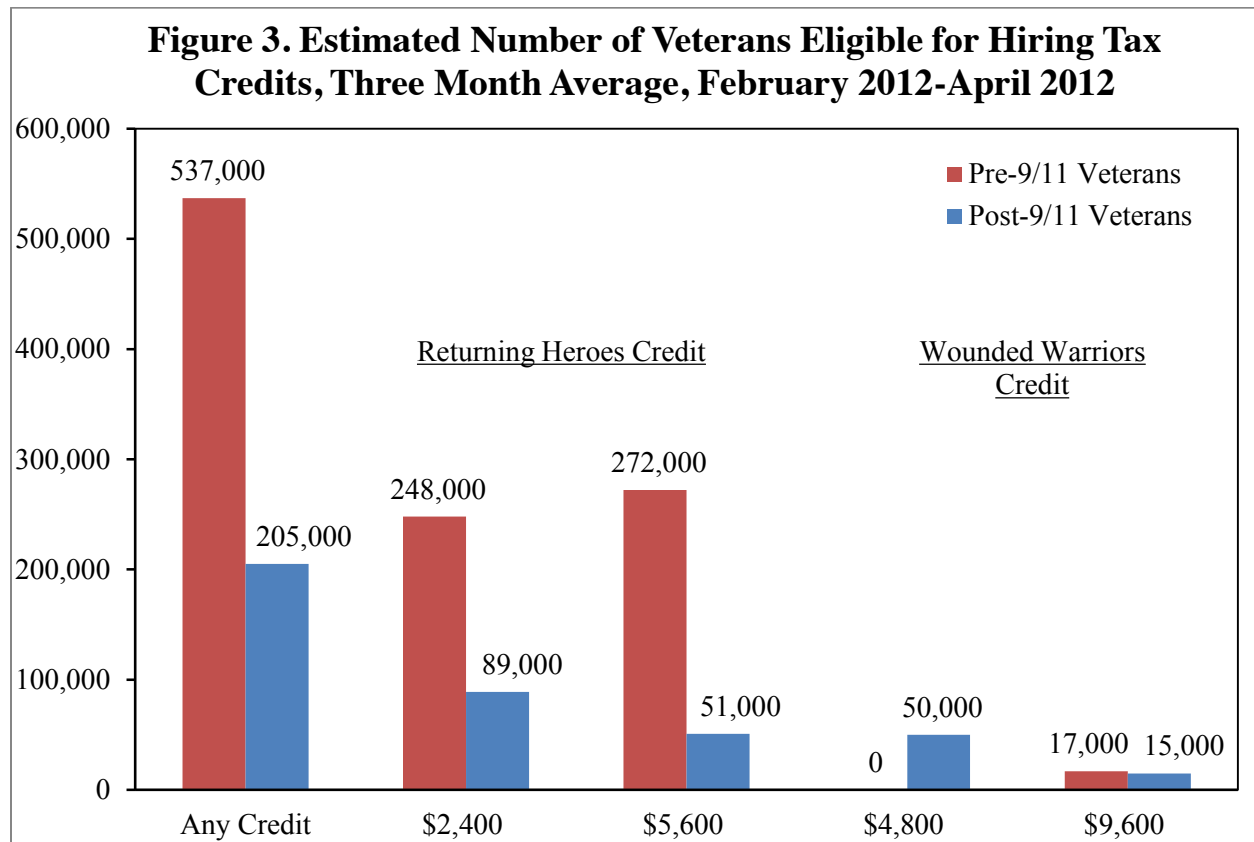
### **Tax Credits to Encourage Hiring**

In November 2011, the President signed the VOW to Hire Heroes Act of 2011 to lower the rate of unemployment among our nation's veterans. This law combines provisions of veterans' tax credits from the President's American Jobs Act, Chairman Jeff Miller's Veterans Opportunity to Work Act, and Chairman Patty Murray's Hiring Heroes Acts into a comprehensive package, with the ultimate goal of lowering the unacceptably high rate of veterans' unemployment. The Act includes two separate tax credit provisions—one provision that rewards an employer for hiring an unemployed veteran and a more generous provision that rewards an employer for hiring a veteran with a service-related disability.

- **Returning Heroes Tax Credit:** This new tax credit encourages firms to hire unemployed veterans, with a larger incentive for hiring veterans who have been unemployed for six months or more. Employers can claim a credit for 40 percent of the first \$6,000 of wages paid to a veteran who has been unemployed for at least 4 weeks in the last year or is a member of a family that has received Supplementary Nutrition Assistance Program (SNAP) benefits for three of the past 15 months at the time of hire—a credit of up to \$2,400. If an employer hires a veteran who has been unemployed more than six months in the last year, then the credit is equal to 40% of the first \$14,000 in wages—a credit of up to \$5,600.

- Wounded Warriors Tax Credit:** The Wounded Warriors tax credit encourages firms to hire unemployed veterans with service-connected disabilities by maintaining and expanding the existing Work Opportunity Tax Credit (WOTC) for these veterans. The new law maintains the existing WOTC provision for a maximum \$4,800 credit for firms that hire veterans with a service-connected disability within one year of discharge or release from active duty. The credit for hiring veterans with service-connected disabilities who have been unemployed for more than six months in the last year is raised to 40 percent of the first \$24,000 in wages paid, up to \$9,600.

The Administration also has taken steps to make it easier for employers to take advantage of these tax credits and hire more veterans. In February, the Treasury Department issued guidance clarifying that employers may obtain certification of eligible veterans electronically and by-pass complicated paperwork that has prevented employers from utilizing the tax credits in the past. The Council of Economic Advisers (CEA) has produced rough estimates of the number of veterans potentially eligible for these various tax credits that are displayed in Figure 3. These estimates are based on Current Population Survey data on unemployed veterans, together with auxiliary information on the prevalence of service-connected disabilities and on the number of veterans who are newly separated (details available upon request). Veterans eligible for a hiring credit because of a previous spell of unemployment or family SNAP eligibility are not reflected in these figures, meaning that, if anything, the numbers are likely to be an underestimate.



Source: Council of Economic Advisers calculations based on Current Population Survey data.

### How Can Employers Benefit and Help?

- Employers can benefit from the extraordinary skillset and work ethic of veterans through active use of the new Returning Heroes and Wounded Warriors hiring tax credits.
- For-profit employers and qualifying tax-exempt organizations, including 501(c) organizations, are eligible.
- To qualify for the Returning Heroes hiring tax credit an employer may hire a veteran who has been unemployed for at least 4 weeks in the year prior to hiring or is a member of a family that has received assistance under the Supplemental Nutrition Assistance Program (SNAP) in at least 3 of the 15 months prior to hiring. Employers who hire a veteran meeting either of those conditions after November 21, 2011 are eligible for a credit up to \$2,400. Employers who hire a veteran unemployed for a total of 6 months in the year prior to hiring are eligible for a credit up to \$5,600.
- To qualify for the Wounded Warriors tax credit, an employer may hire a veteran entitled to receive compensation for a service-connected disability. Employers who hire a veteran with a disability who has been discharged or released from active duty in the past year are eligible for a credit up to \$4,800. Employers who hire a veteran with a disability who has been unemployed for a total of 6 months in the year prior to hire are eligible for a credit of up to \$9,600 regardless of the date of the veteran's discharge.
- In order for an employer to claim these credits, veteran hires must be certified as eligible:
  - By June 19, 2012 (or 28 days after the veteran begins work, whichever is later), the employer must submit IRS form 8850 and either the Department of Labor's Employment and Training Administration (ETA) Form 9061 or Form 9062 to their local state employment security agency.
  - As explained in recent guidance from the Treasury Department, the Administration has taken steps to make it easier for employers to submit these forms, allowing them to be submitted electronically or by FAX, removing a barrier that has discouraged employers from utilizing tax credits in the past. (See IRS Notice 2012-13: [http://www.irs.gov/irb/2012-09\\_IRB/ar07.html](http://www.irs.gov/irb/2012-09_IRB/ar07.html) for details.)
  - Once the employer receives a certification letter, they can claim the tax credit for certified workers on their annual income tax returns (e.g. IRS form 1120 for corporations, 1065 for partnerships, or 1040 for the self-employed).
  - The tax credit is considered a general business credit, and to the extent that general business credits claimed exceed the tax liability for a given year, they can be carried back or forward to prior or future years.
  - An IRS FAQ sheet on the WOTC credit provides additional information: <http://www.irs.gov/businesses/small/article/0,,id=253949,00.html>.
- To help employers better connect with job-seeking veterans, the Administration is supporting a range of resources companies can use in the recruitment process:
  - **National Resource Directory:** The Departments of Defense, Labor, and Veterans Affairs have partnered together to create the National Resource Directory (NRD), a website that connects service members, veterans and their families with those who support them. In addition to providing information on topics such as education and training, health, and homeless assistance, the website also powers the Veterans Job Bank. The Veterans Job Bank is a central location where veterans can find employment opportunities and employers can find qualified veterans: <http://www.nationalresourcedirectory.gov/employment>.
  - **VetSuccess:** VetSuccess.gov is a website sponsored by the Department of Veterans Affairs. It provides the opportunity for veterans to post their resumes, and for employers to post job openings, and links directly to Vocational Rehabilitation and Employment (VR&E) national employment resources for employers: <http://www.vetsuccess.gov/>.
  - For further resources, links and guidance on hiring and retaining veterans, employers may refer to the White House Business Council Guide on Hiring Veterans: [http://www.whitehouse.gov/sites/default/files/docs/white\\_house\\_business\\_council\\_-\\_guide\\_to\\_hiring\\_veterans.pdf](http://www.whitehouse.gov/sites/default/files/docs/white_house_business_council_-_guide_to_hiring_veterans.pdf).

The CEA estimates show that nearly three quarters of a million (742,000) veterans are eligible for the employer hiring tax credits that the Administration has supported, a number that includes 537,000 pre-9/11 veterans and 205,000 post-9/11 veterans. Pre-9/11 veterans account for the majority of those eligible for either the \$2,400 or the \$5,600 Returning Heroes Credit, depending on how long they have been unemployed. Only post-9/11 veterans are eligible for the \$4,800 Wounded Warriors Credit, available to those with a service-connected disability who have separated from military service in the past year; roughly equal numbers of pre-9/11 and post-9/11 veterans are eligible for the larger \$9,600 Wounded Warrior Credit, available to those with a service-connected disability who have been unemployed six months or more.

## **Partnerships with the Private Sector**

The skills, talent and dedication that veterans have demonstrated during their military service make them excellent hires for many private sector employers. Speaking at the Washington Navy Yard on August 5, 2011, the President issued a challenge to the private sector to hire or train 100,000 veterans and their spouses by the end of 2013.

Under the leadership of First Lady Michelle Obama and Dr. Jill Biden, Joining Forces is leading this effort to get veterans and military spouses back to work. As is explained further below, the First Lady and Dr. Biden launched Joining Forces on April 12, 2011, to bring Americans together to recognize, honor and serve our nation's veterans and military families. As a part of this initiative, companies may also commit to helping veterans train for careers or explore their career options by offering credentialing and education programs, hosting job fairs, and developing online resources.

Since President Obama issued his August 5<sup>th</sup> challenge, more than 70,000 veterans and military spouses have been hired and more than 1,600 companies have committed to hire or train 175,000 veterans and their spouses in the coming two years. For example, Siemens Corporation reserved ten percent of the more than 3,000 open positions in their clean technology plants for veterans. Within months, Siemens hired 300 veterans and—based on the quality of the people they recruited into the company—doubled their commitment to 600 veteran hires. This new, elevated hiring target was subsequently exceeded. Job training and mentoring through an internal Veterans Network with more than 150 members will be mobilized for these new hires. The International Franchising Association (IFA) and its 1,100 affiliate companies have committed to hire 80,000 veterans and military spouses by 2014. Other companies that have made commitments include Microsoft, Citi, and Disney.

Recognizing that health care is the one of our fastest growing industries—and one that is expected to generate significant numbers of jobs in the years ahead—the Obama Administration has asked this sector specifically for commitments to hire veterans. On October 25, 2011, the Department of Health and Human Services announced an initiative to challenge Community Health Centers to hire 8,000 veterans—approximately one veteran per health center site—over the next three years. The Administration also announced that it would work with health

practitioner training programs to expand opportunities for returning service members with medical training to become physician assistants.

To support these initiatives aimed at private-sector hiring, the White House Business Council has prepared *A Guide to Hiring Veterans*, a manual outlining guidelines for receiving tax credits, accessing recruitment resources and seeking other information on hiring, training, retaining and supporting veterans in the workforce. The guide answers common questions such as how to locate and hire veterans, how to accommodate employees with disabilities and how to address veterans' psychological and mental health concerns.

## **Veterans in Public Service**

President Obama expects the government to act as a role model in hiring highly-qualified veterans to join the labor force. On November 9, 2009, he launched an initiative designed to transform the Federal government into the model employer of America's veterans, signing an Executive Order to establish an Interagency Council on Veterans Employment. This Council advises the President and the OPM Director on strategies to increase the number of veterans employed in the Federal Government and report on progress toward that goal.

Since this Executive Order was signed, veteran hires have grown as a share of all Federal hires, and the employment of veterans in the Federal government has risen. OPM data show that veteran hires represented 24.0 percent of all Federal hires in 2009; that share had risen to 28.3 percent by 2011. Employment of veterans in the Federal Executive Branch has grown by 10.7 percent from 2009 levels and as a share of total employment, veteran employment rose from 25.8 percent of all employment in 2009 to 27.3 percent of all employment in 2011. This 1.5 percentage point increase in the veteran share of employment in the Executive Branch compares with a 0.2 percentage point increase between 2007 and 2009. Veterans with disabilities have also grown as a share of all Federal employees. In 2011, veterans with disabilities accounted for 7.7 percent of all employees and 28.0 percent of all veteran employees in the Federal government.

## **Veterans' Entrepreneurship**

Another route for veterans to use their skills in civilian life is through entrepreneurship. The Obama Administration has supported veteran entrepreneurs by increasing entrepreneurship training opportunities for veterans and increasing access to capital and government contracts. President Obama has signed 17 tax cuts for small businesses into law since 2009 and helped these businesses get the loans they need to grow and hire. Between January 2009 and March 2012, the Small Business Administration (SBA) supported small businesses and high growth start-ups owned by veterans and service-disabled veterans with over 11,500 loan guarantees totaling more than \$3.5 billion.

To support the next generation of small business leaders, as a part of the Veterans Job Corps initiative, the President's Fiscal Year 2013 Budget includes funding for a three-phase, intensive

entrepreneurship program integrated into the Transition Assistance Program (TAP) that would be available to all separating veterans. Related to the TAP initiative, SBA is also in the process of rolling out an enhanced entrepreneurial training initiative for retiring service members looking to become entrepreneurs. The SBA initiative will offer veterans more in-depth entrepreneurial training through an in-person and 8-week online training program, which has the potential to teach the skills needed to be a successful entrepreneur to over 10,000 veterans annually, as well as expand the existing suite of programs and public-private partnerships supporting entrepreneurship and small business development for veterans and veterans' families, including an intensive entrepreneurship boot camp.

In Fiscal Year 2011, over 200,000 veterans received small business counseling or training through SBA and its resource partners. In addition, since 2009, SBA has doubled the number of SBA Veteran Business Outreach Centers nationwide. Over the past three years, SBA also has expanded the Entrepreneurship Bootcamp for Veterans with Disabilities to eight top U.S. business schools nationwide.

### **Programs to Support Military Families**

In addition to programs aimed at increasing support for veterans' employment, the Obama Administration has brought attention to the needs of America's military families more broadly. The Joining Forces initiative, led by First Lady Michelle Obama and Dr. Jill Biden, seeks to mobilize all sectors of society—citizens, communities, businesses, non-profits, faith-based organizations, philanthropic institutions, and government—to ensure that military families have the support they deserve and to address the unique issues faced by military families in securing employment, helping their children make educational transitions across state lines, and maintaining their physical and mental health. The initiative focuses on improving employment, education, and wellness of America's troops, veterans and military families, as well as raising awareness about the service, sacrifice, and needs of all who serve our country, both abroad and here at home. In just one year, Americans from communities across the country—our businesses, schools, faith groups, non-profit organizations, and neighborhoods—have stepped up with an overwhelming amount of support for these heroes, not just with words, but with real, concrete actions to make a difference in their lives. Working with Joining Forces, these groups have helped thousands of veterans and military spouses find jobs, improved educational opportunities for military children, supported our nation's wounded warriors and their caregivers, and honored our nation's fallen and their families whose strength continues to inspire us all.

In June of 2011, Dr. Jill Biden announced a new Military Spouse Employment Partnership, led by the Department of Defense, to connect military spouses with job opportunities throughout the nation. Through this partnership, more than 130 companies are now advertising more than 130,000 jobs for military spouses, and those job listings are now consolidated in one place on the Joining Forces website. In just 10 months, partner companies have hired more than 22,000 military spouses. The U.S. Chamber of Commerce also has launched the Hiring our Heroes Program and supported Joining Forces through more than 100 hiring fairs in the past year. Based

on the success of these fairs, the Chamber will conduct hiring fairs for veterans and military spouses virtually and in over 400 local communities across the country by March of 2013.

More recently, the Joining Forces initiative brought attention to the issue of the portability of occupational licenses. As already noted, military spouses are ten times more likely to have moved across state lines in the last year than their civilian counterparts. Yet, nearly 35 percent of working military spouses are employed in professions that commonly require a state license (such as teaching or nursing), and when they move from state to state, many are forced to pay significant fees or fulfill onerous requirements to obtain a new license. Nearly 40 percent of military spouses surveyed said “easier state-to-state transfer of certification” would have helped them find work after their last military move (Department of the Treasury and Department of Defense, 2012).

The Obama Administration has identified best practices to help ease these burdens on military spouses, and the First Lady and Dr. Biden have called on America’s state legislatures and governors to pass and sign legislation to promote licensing portability across state lines. To date, 22 states have stepped up and passed legislation or implemented an executive order supporting military spouse license portability.

On April 4, 2012, First Lady Michelle Obama announced a major commitment to hire 15,000 military spouses and veterans into home based jobs and at contact centers located near military bases. Home based jobs can address the issues that military families face when moving across state lines and give home-bound veterans with disabilities new opportunities to have a fulfilling job. Contact centers are physical locations of companies near military bases. They often support military families through family-friendly scheduling and other means and enable the seamless transfer from one contact center to another in the event of a relocation. Among the 15,000 commitments announced on April 4th was a commitment from Hilton Worldwide to hire military spouses for 3.5 percent of their Hilton@Home call center positions. As another example, Quality Contact Solutions, a women owned business, is creating as many as 150 work-at-home business-to-business marketing and communication jobs for military spouses over the next 2 years.

### **Veterans Job Corps Initiative**

Going forward, the President continues to champion programs that put veterans back to work. In his State of the Union Address, President Obama called for a new Veterans Job Corps to help veterans transition into civilian jobs. As a part of the Veterans Job Corps, the Obama Administration has proposed to put veterans back to work preserving and restoring America’s land and resources. The President’s Fiscal Year 2013 Budget includes \$1 billion to establish a Veterans Job Corps conservation program that will put up to 20,000 veterans back to work over the next five years in land preservation and restoration services, including providing visitor programs and operating facilities, restoring habitat and cultural resources, and repairing and rehabilitating trails, roads, and recreation facilities. The program will provide opportunities for all veterans, with a particular focus on post-9/11 veterans.



The Veterans Job Corps initiative also includes new incentives to hire veterans as first responders and law enforcement officers. The President announced \$166 million in 2012 funding for Community Oriented Policing Services (COPS) Hiring grants and \$320 million in 2012 Staffing for Adequate Fire and Emergency Response (SAFER) grants. COPS funding preserves law enforcement jobs and spurs new ones by making grant awards to communities across the country. SAFER grants provide funding directly to fire departments and volunteer firefighter interest organizations in order to help them increase and retain the number of trained firefighters available in their communities, enhancing the local fire departments' abilities to comply with staffing, response, and operational standards. The President's Fiscal Year 2013 Budget includes a further \$4 billion for COPS grants and \$1 billion for SAFER grants, as proposed in the American Jobs Act, and maintains the preference for communities that hire post-9/11 veterans.

## CONCLUSION

There will continue to be significant numbers of veterans transitioning from active duty service to civilian life over the coming years and the Obama Administration is committed to making sure that these veterans receive access to all the resources they need to find a good job and support their families. The Administration is expanding jobs for veterans by putting in place generous tax credits that incentivize employers to hire veterans, making the government a model employer, and asking companies and other sectors of society to support military families. The unemployment rate for recent veterans recently has begun to edge downward and this change is encouraging, but unemployment among veterans and military spouses still remains too high. The Administration's continued efforts will ensure that veterans and military families who have done so much in service to our country receive a fair shot at a bright future.

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## **APPENDIX E: REPORT ON VETERANS IN THE CONNECTICUT LABOR MARKET**

This section contains the Task Force’s research on Connecticut. It begins with a report on military training and the Connecticut labor market. The report, which was drafted by the Veterans Legal Services Clinic at Yale Law School for Connecticut Veterans Legal Center (CVLC), identifies the occupations for which the greatest numbers of Connecticut veterans are most likely to have received military training relevant to licensing. The report also notes which segments of the Connecticut labor market are projected to grow over the next decade.



## Denying Credit: The Failure to Transition Troops to Civilian Employment

*Prepared for*

Connecticut Veterans Legal Center

Veterans Legal Services Clinic  
Jerome N. Frank Legal Services Organization  
Yale Law School\*  
December 23, 2013

## Executive Summary

Since September 11, 2001, more than 2.5 million veterans have served in Iraq, Afghanistan, or both (“Gulf War II veterans”).<sup>1</sup> It is widely recognized that securing meaningful employment is one of the most important factors determining the success of each veteran’s return to civilian life, influencing not only household income but also the physical and psychological health of these veterans and their families.<sup>2</sup> Promoting veteran employment should thus be a top national priority, a measure of the country’s support and respect for military service. And promoting veteran employment should be easy, because many veterans separate from service with significant military training and experience relevant to jobs in the civilian labor market. Yet, despite their marketable skills, Gulf War II veterans are unemployed at rates higher than those of the labor force overall.<sup>3</sup>

One substantial obstacle to the employment of veterans is the failure of federal, state, and local licensing authorities to credit military training and experience in granting occupational and professional licenses. This failure can compel veterans to spend months or years in classes and apprenticeship programs waiting for licenses and certifications for which their military training and experience should already have qualified them.<sup>4</sup> In addition to military-civilian collaboration failures within the current licensing regime, certain Gulf War II veterans also suffer employment difficulty beyond licensing, because the occupations related to the licenses for which they may qualify either pay low wages or face anemic growth over the next decade. These veterans could benefit from targeted efforts at further training or education.

The U.S. Department of Veterans Affairs (VA) knows where most Gulf War II veterans reside, and the U.S. Department of Labor (DoL) knows the labor market conditions in those areas with high concentrations of veterans. But, at a national level, information regarding the military training and experience (referred to as Military Occupational Specialty, or “MOS”) of Gulf War II veterans is held only by the U.S. Department of Defense (DoD), which has refused to make it public.<sup>5</sup> And although the DoD has created its own *Military Credentialing and Licensing Task Force*, it has thus far focused on only a limited number of MOSes instead of providing complete data to aid lawmakers responsible for reintegrating the millions of service members who were once under the charge of the DoD.<sup>6</sup> This lack of data frustrates policymakers’ efforts to determine which licensing regimes might be reformed so as to maximize opportunities for veterans to secure licenses, and to tailor training and education programs for those veterans whose military skill sets are applicable only to low-wage or low-growth jobs.

To overcome the DoD’s failure to disclose national MOS data, this report looked to an alternative source—a random sample of the MOS data voluntarily provided to the Connecticut Department of Veterans Affairs by Gulf War II veterans. Using this sample, the Connecticut Veterans Legal Center (CVLC) has produced the first study of its kind: one in which MOS data can be compared to local labor market conditions and state licensing requirements. This report thus identifies those licenses that align with the military training and experience of the largest number of Gulf War II veterans in Connecticut, and then compares those to DoL estimates of current and future labor market conditions. The result is a mapping of licensing regimes policymakers should reform to credit military service and best promote veteran employment.

### *Denying Credit*

Further, to the extent the Connecticut population of Gulf War II veterans is representative of the nation as a whole, and that local labor market conditions and licensing requirements are comparable to those elsewhere in the country, the conclusions of this report will have national implications. Conversely, if Connecticut's Gulf War II veterans are not representative, or labor market conditions and licensing requirements vary, this study evidences the need to undertake comparable investigations in other states, and for the DoD to cease withholding MOS data that could aid policymakers in better promoting veteran employment nationally.

## **Key Findings**

- **29 of the 32 most common MOSes held by Gulf War II veterans appear to align with Connecticut state licenses, including licenses that are a result of secondary and tertiary military skills--such as the ability to drive commercial vehicles--that are not obvious from some MOS job descriptions. However, the study data also suggest that there are not enough job openings in Connecticut to benefit every Gulf War II veteran who qualifies for a license.**
- **For the 29 MOSes with corresponding Connecticut licenses, the average annual salary for licensed positions is \$55,861 and the average number of job openings in the state is 135 per licensed career field.**
- **Connecticut Gulf War II veterans from medical fields are a small minority of the total veteran population but have the highest potential compensation, with an average salary of \$58,686 based on occupations that require licenses.**
- **Within their licensed career field, many of the top MOSes in Connecticut face some combination of steep competition, low wages, and anemic growth. It is clear that many Gulf War II veterans require new careers and/or additional training in order to compete and thrive in the Connecticut job market. Even if all the veterans in Connecticut receive the licenses for which they are qualified, the existing job market lacks sufficient relevant positions for them to fill.**
- **Projecting nationally from the MOS distribution in the Connecticut sample, there could be at least 64,772 Gulf War II veterans who could potentially benefit from streamlined licensing in the healthcare professions, and also could be at least 468,357 Gulf War II veterans who could potentially benefit from streamlined licensing of commercial driver's licenses.**
- **If the top 32 Connecticut MOSes were representative of Gulf War II veterans across the country, veterans in these licensed occupations would have an average salary of \$48,921. The average annual number of associated job openings would be 13,330 per position for a population of more than 2.5 million Gulf War II veterans.**



## **Key Recommendations**

**1.** The DoD should share its MOS data with DoL, the VA, and the public to permit an analysis to determine which federal, state, or local occupational or professional licensing requirements should be reformed to maximize Gulf War II veteran employment by more fully crediting military training and experience. Stakeholders should also use these data to identify MOSes that are at risk for civilian unemployment.

**2.** In the absence of DoD cooperation, state departments of veterans' affairs should survey Gulf War II veterans by MOS and share the results with state policymakers, employers, and the public, so that all can better understand the skills and experience of Gulf War II veterans and how to reform licensing regimes to credit more fully this military training and experience. The Connecticut study suggests that health care and commercial driver's licenses may be among the most fruitful for reform.

**3.** The DoD, VA, and DoL should collaborate to identify unemployment rates for Gulf War II veterans by MOS in order to better inform service members about post-service employment prospects when they make decisions regarding which military specialty to pursue. As a result, service members would know whether they are entering an MOS with a high risk for civilian unemployment.

**4.** The DoD branches with Credentialing Opportunities On-Line (COOL), or COOL-equivalent, websites should coordinate with the DoL's Bureau of Labor Statistics to provide service members access to information in one website regarding civilian licenses and occupational outlooks for states in which they reside, or plan to return to upon completion of their service obligation. As of December 20, 2013, the Marine Corps does not have a COOL website, and the Air Force Credentialing and Education Research Tool (CERT) site is not operational. Both the Air Force CERT and the planned Marine Corps COOL site should emulate the content and functionality of the Army and Navy COOL websites.

**5.** The Connecticut MOS Task Force, created pursuant to Connecticut Special Act 13-5, should examine whether the licensing requirements related to 29 of the 32 most common MOSes held by Gulf War II veterans can be reformed to more fully credit military training and experience. Additionally, the Task Force should include this analysis in its report to the Connecticut Legislature.<sup>7</sup>

## I. Introduction, Background and Methodology

In the wake of the conflicts in Iraq and Afghanistan, the Department of Defense is separating tens of thousands of Gulf War II veterans—those who served from September 11, 2001 forward—with the expectation that they will successfully reintegrate themselves back into civilian society.<sup>8</sup> This expectation is misplaced. As of 2012, the unemployment rate among Gulf War II veterans is 9.9%, higher than the national average.<sup>9</sup> In August 2013, the Assistant Secretary for Veterans' Employment and Training Services in the U.S. Department of Labor acknowledged that the unemployment rate for veterans aged 18-24 is “a staggering 20.5%.”<sup>10</sup>

While in service, veterans gain skills and experience that should qualify them, in whole or in part, for civilian professional or occupational licenses. However, it is difficult for veterans of any era to navigate federal, state, and local licensing systems. Both policymakers and private industry are trying to facilitate an easier process for veterans to receive the licenses for which they are qualified, and to use them as the means to a civilian career. To this end, President Obama has made streamlined credentialing and licensing opportunities for Gulf War II veterans a priority, and the Executive Branch has published two reports that speak to this issue.<sup>11</sup> However, both the DoD and the DoL have deprived policymakers, private industry, and the public of data they require to reform licensing programs to more fully credit military training and experience, and to identify trends of incoming veterans whose MOSes do not have easily transferable skills because of the inapplicability of military training or job-market conditions.

To date, there is no public record of Gulf War II veterans by Military Occupational Specialty (MOS) and geographic location. In other words, policymakers and the public have no clear picture of the exact skills veterans possess, the number of veterans who possess those skills, and where the veterans with those skills reside. With these data, policymakers and private industry could harmonize federal, state, and local licensing requirements with military training programs. For example, if the State of Connecticut knew that a large number of former Army healthcare specialists or Navy hospital corpsmen lived within the state, it could make a focused effort to reach out to those service members and reform related licensing opportunities. Conversely, if Connecticut knew a large number of Army motor transport operators or Marine motor vehicle operators lived within the state, but that the job market was unlikely to support the entire population of those service members, then the state could target veterans with those MOSes for additional training or education. Currently, such healthcare specialists, hospital corpsmen, motor transport operators, or motor vehicle operators must individually self-identify to prospective employers; as a result, neither policymakers nor local employers have the data necessary to strategically recruit, train, or assist large populations of veterans with a particular skillset who reside within the state.

Unfortunately, the DoD has declined to provide the public with a survey of Gulf War II veterans by MOS. In § 237 of the Veterans Opportunity to Work (VOW) to Hire Heroes Act of 2011, Congress mandated a demonstration project to begin partially to address this knowledge gap.<sup>12</sup> However, two years later, the report of that project remains unpublished, and it is unlikely to help veterans who do not hold the five (or fewer) MOSes being examined. In the United States Army alone, there are over 150 MOSes.<sup>13</sup> And although the DoD created a *Military Credentialing and Licensing Task Force*, it has focused on initiatives for only a limited

number of military occupations instead of making critical data about the totality of the veterans' population available to policymakers and employers.<sup>14</sup> Without such information, legislative efforts to assist unemployed veterans have been unfocused and imprecise.

In a first-of-its-kind effort, the Connecticut Department of Veterans Affairs (CTDVA) has made available to the Veterans Legal Services Clinic at Yale Law School (the Clinic), working on behalf of CVLC, the military occupation and branch data of approximately 80,000 Connecticut veterans from all eras. For this study, the Clinic randomly sampled 923 Connecticut Gulf War II veterans by military occupation. Of this sample, 470 veterans served in the active duty Army, Army Reserve or Army National Guard; 163 in the Navy or Navy Reserve; 157 in the Air Force or Air National Guard; and 133 in the Marine Corps or Marine Corps Reserve.<sup>15</sup> Because a portion of the randomly sampled veterans held more than one Army or Marine Corps MOS, Navy rating/designator, or Air Force Specialty Code (AFSC), the data provided in this report reflect the total military occupation count (1,030), not the total number of veterans (923).<sup>16</sup>

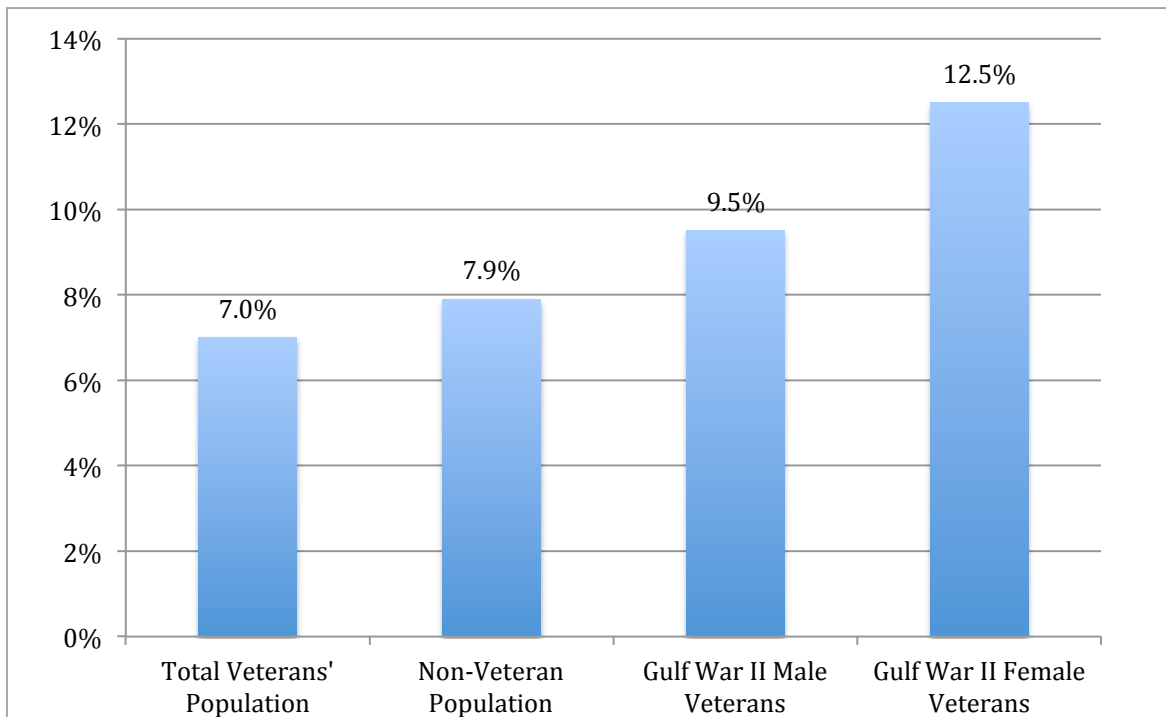
With these data, CVLC has determined the most common MOSes, ratings/designators and AFSCs possessed by Connecticut Gulf War II veterans. Using the DoD's credentialing guidelines, the Clinic crosschecked these military occupations (or equivalent military occupations) against DoL data regarding labor market conditions nationally and locally within Connecticut, and identified the requirements for those of the 353 professional licenses issued by Connecticut that align most closely with the most common military occupations held by Connecticut Gulf War II veterans.<sup>17</sup>

Part II of this paper examines the current state of veterans' unemployment. Part III presents a summary of the Connecticut sample, divided by branch, for the Army, Navy, Air Force, and Marine Corps.<sup>18</sup> Part IV takes an in-depth look at some of the most common military occupational specialties in Connecticut and connects these specialties to their related civilian sector licenses and occupations. Part V discusses some of the national implications of the Connecticut study, and Part VI concludes with recommendations.

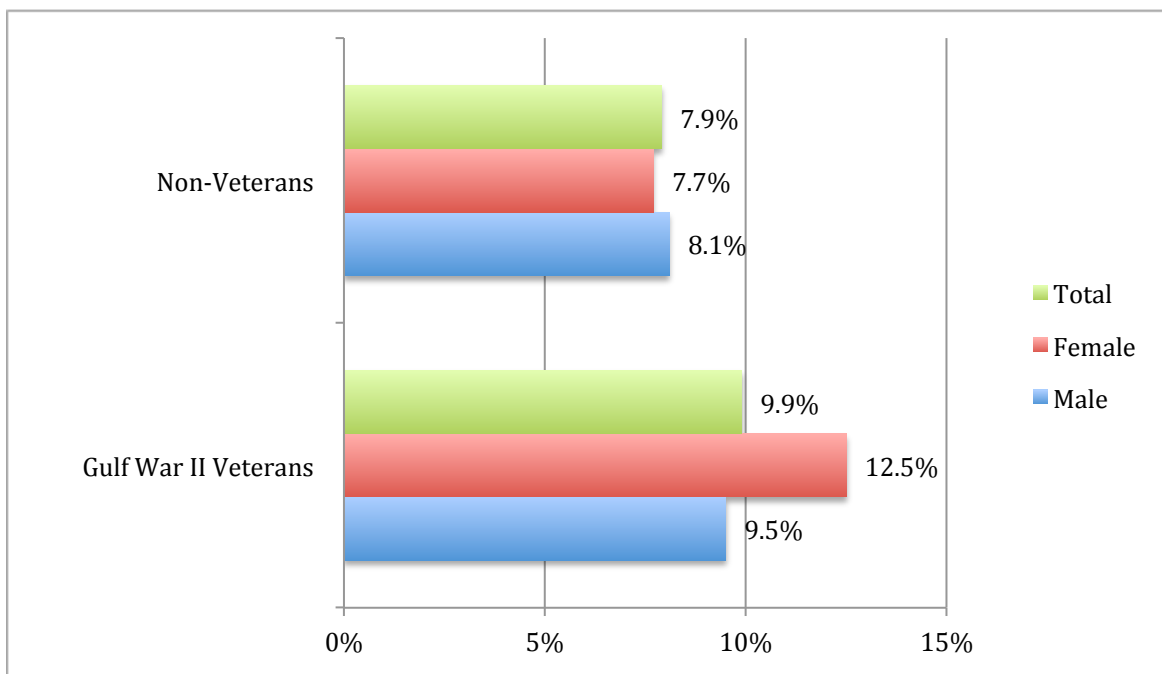
## **II. The Current State of Veteran Unemployment**

Gulf War II veterans' unemployment is above both the national average for non-veterans and the combined average for veterans of all eras. In 2012, the unemployment rate for Gulf War II veterans was 9.9%, compared with a rate of 7.9% for non-veterans and 7.0% for veterans of all eras.<sup>19</sup> Notably, females among the Gulf War II veterans were unemployed at a rate of 12.5%--three percentage points higher than males--equating to approximately 37,000 female Gulf War II veterans seeking work but unable to find it.<sup>20</sup>

**Figure 1. Comparison of 2012 Unemployment Rates by Veteran Group<sup>21</sup>**



**Figure 2. Comparison of 2012 Unemployment Rates by Gender<sup>22</sup>**



In a limited effort to address this problem, Congress enacted the Veterans Opportunity to Work (VOW) to Hire Heroes Act of 2011.<sup>23</sup> The law expands education and training for veterans, provides tax credits to employers for hiring veterans, and seeks to improve the transition from military service to civilian employment.<sup>24</sup> Furthermore, the law requires DoL to examine how to improve the licensing and certification process and “how to translate military skills and training to civilian sector jobs.”<sup>25</sup>

However, two years later, a critical information gap remains. Veterans leave the military with skill sets that overlap but do not align precisely with requirements for occupational or professional licenses or certificates. For some veterans, obtaining the related civilian licenses or certificates could take months or even years, potentially forcing them into unemployment in the interim.<sup>26</sup> In response, policymakers, veterans’ advocates, and private industry seek ways to enable veterans to find employment that builds on the skills they obtained during military service.

Policymakers and veterans’ advocates are unable to focus such efforts, though, because they lack even basic data with regard to the MOSes most common among Gulf War II veterans. The DoD has refused to disclose such data to the public or even to coordinate with federal agencies such as DoL and VA. Without knowing which MOSes are most common, it is impossible to identify which professional and occupational license requirements might be reformed to best assist unemployed veterans in light of local labor market conditions.

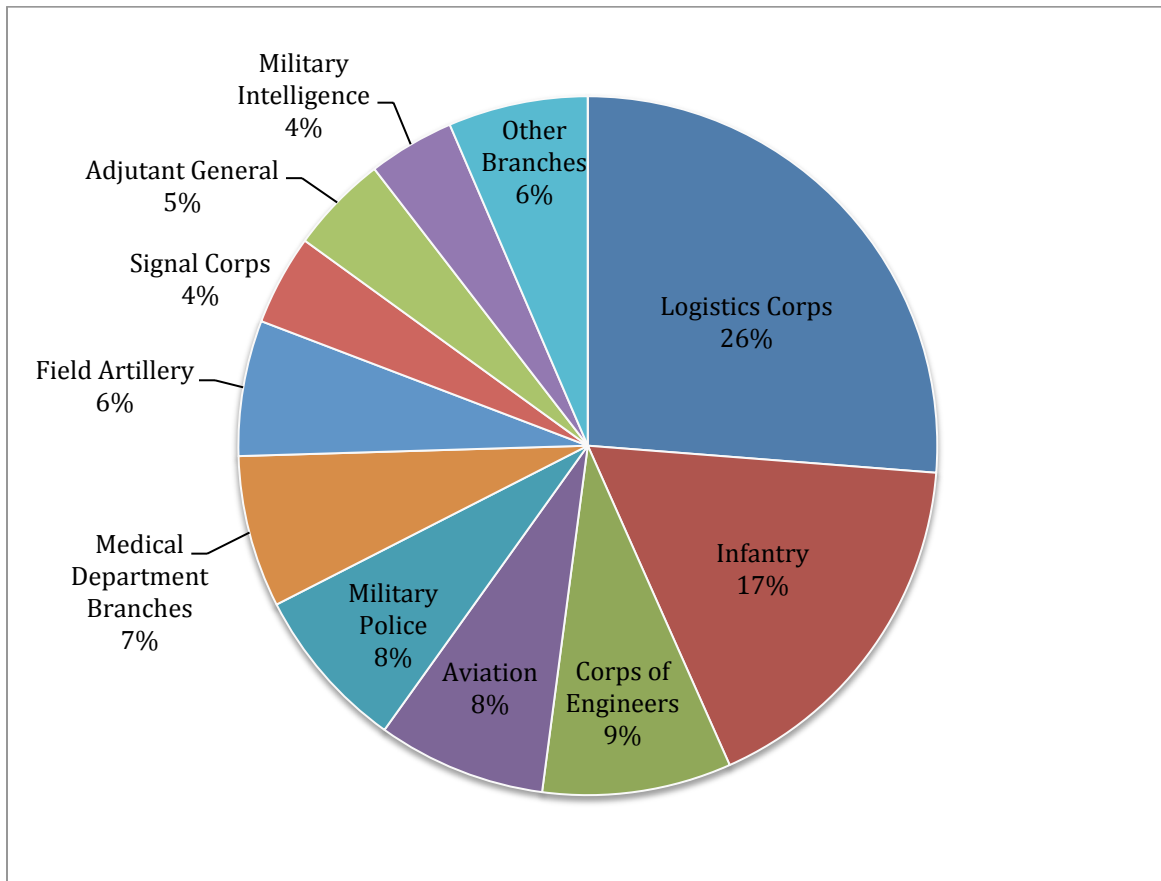
### **III. The Connecticut Study: Gulf War II Veteran MOS Data by Branch of Service**

The following sections summarize the Connecticut samples analyzed by branch for the Army, Navy, Air Force, and Marine Corps.<sup>27</sup>

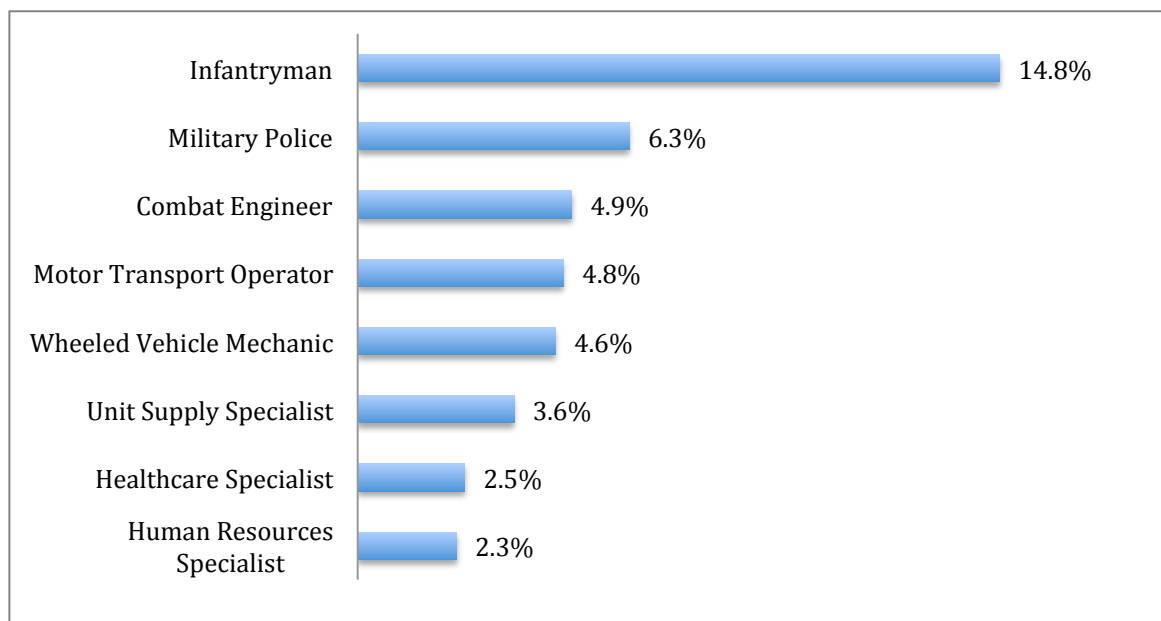
#### *A. Army*

Figure 2 presents the MOSes of sampled Connecticut Gulf War II veterans by Army branch, and Figure 3 presents the top eight MOSes in the Connecticut Gulf War II Army sample.

**Figure 2. Connecticut Gulf War II Army Veteran Occupational Specialties by Branch  
(n = 526 MOSes)**



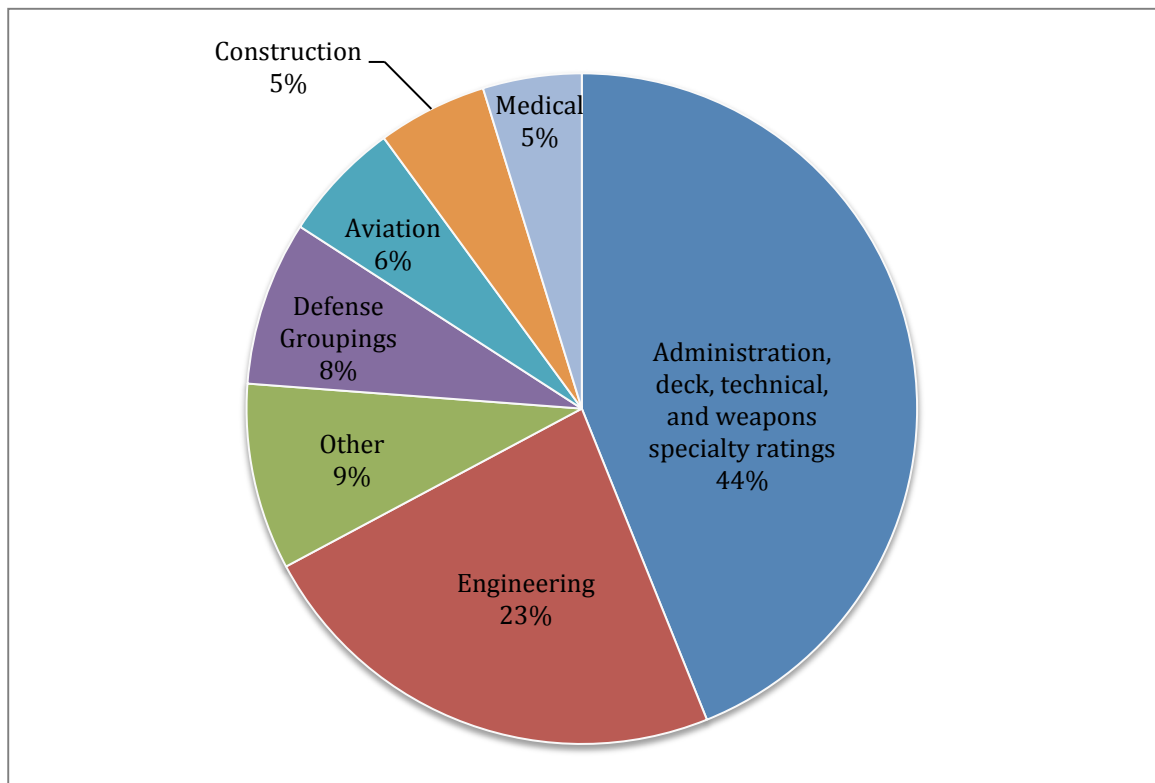
**Figure 3. Top 8 Connecticut Gulf War II Army Veteran MOSes  
(n = 526 MOSes)**



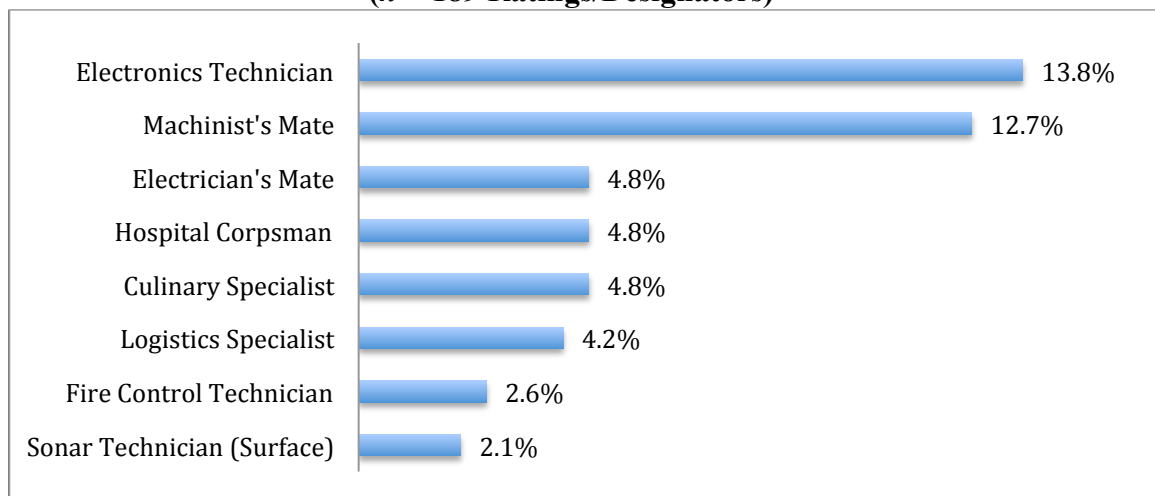
*B. Navy*

Figure 4 provides a summary of the Connecticut Gulf War II Navy data by Navy rating/officer designator group, and Figure 5 presents the top eight Navy ratings or officer designators among Connecticut Gulf War II veterans.<sup>28</sup>

**Figure 4. Connecticut Gulf War II Navy Veteran Rating/Designator Groups  
(n = 189 Ratings/Designators)**



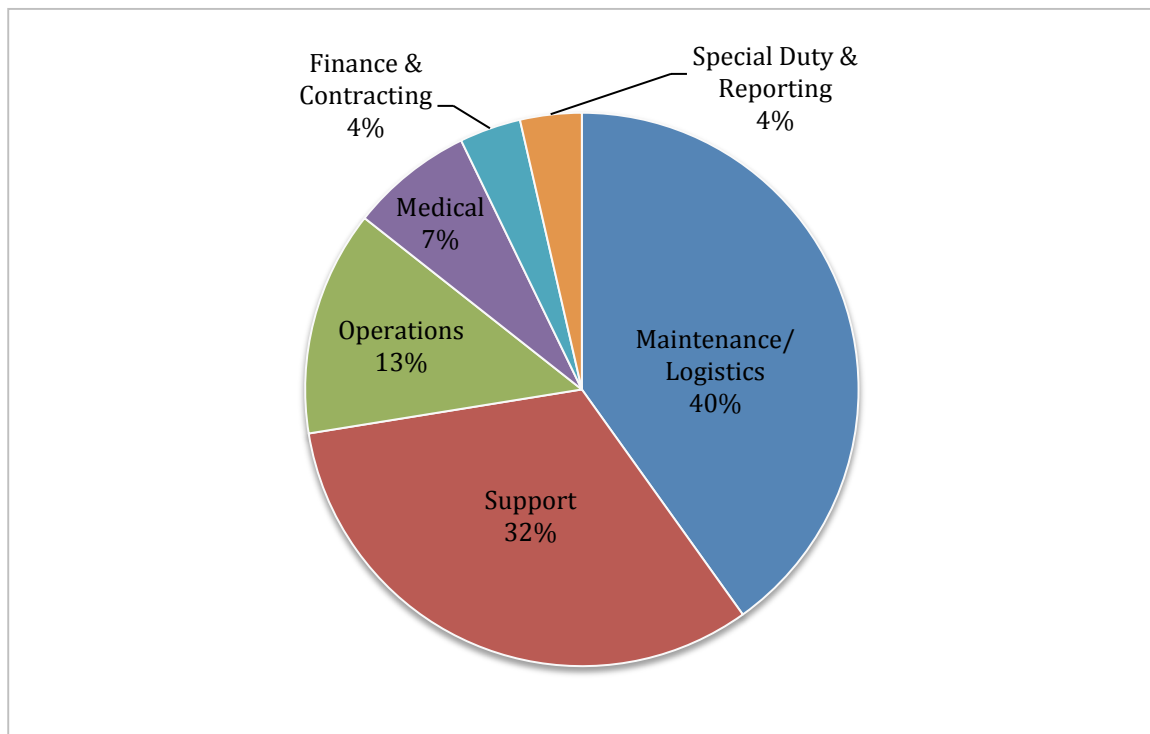
**Figure 5. Top 8 Connecticut Gulf War II Navy Veteran Ratings/Designators  
(n = 189 Ratings/Designators)<sup>29</sup>**



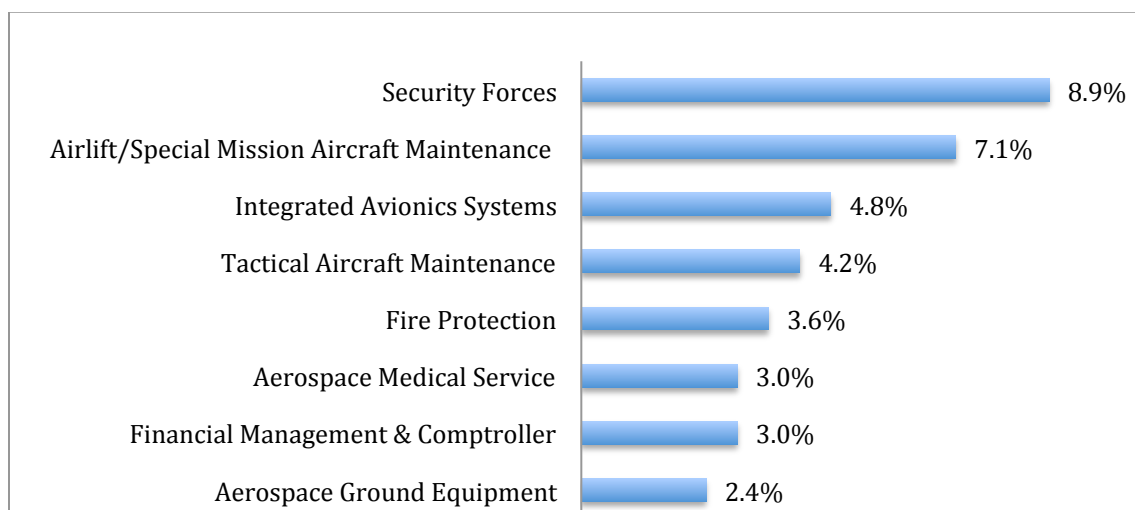
### C. Air Force

Figure 6 presents the Connecticut Air Force veteran data by career group. Figure 7 presents the top eight Air Force Specialty Codes (AFSCs) among Connecticut Gulf War II veterans.<sup>30</sup>

**Figure 6. Connecticut Gulf War II Air Force Veteran Career Groups  
(n = 168 AFSCs)**



**Figure 7. Top 8 Connecticut Gulf War II Air Force Veteran Specialty Codes  
(n = 168 AFSCs)<sup>31</sup>**

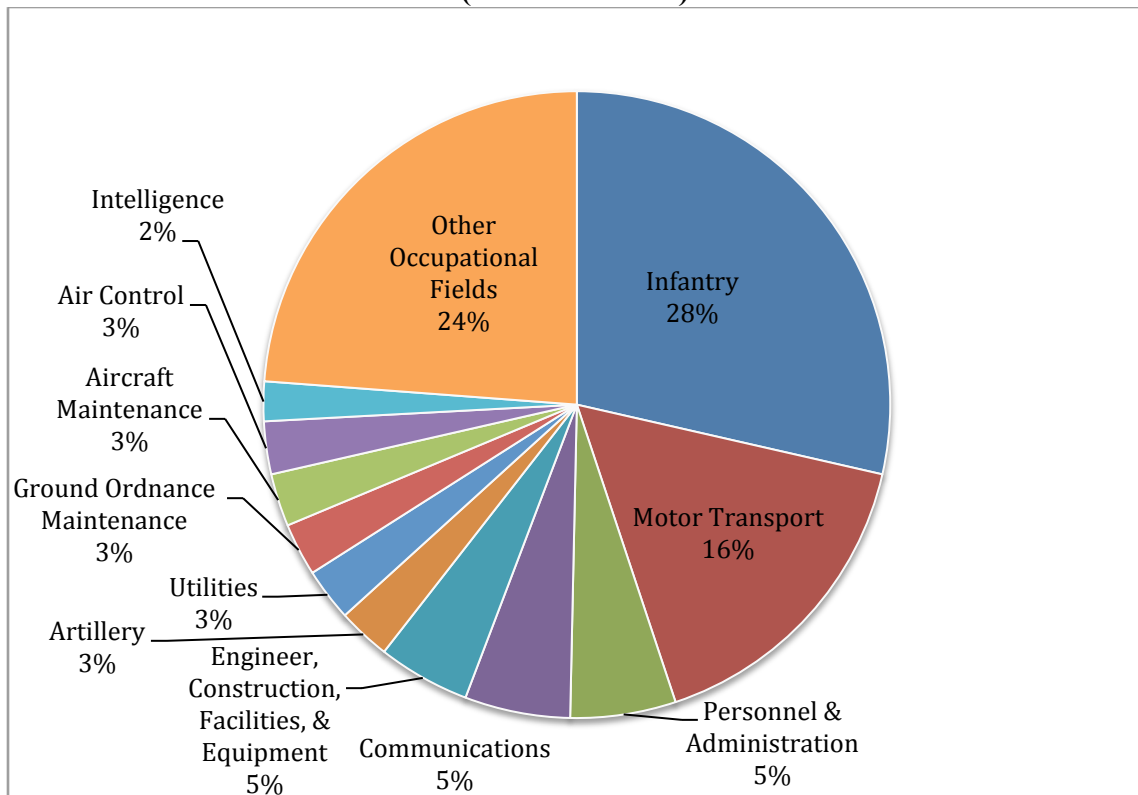




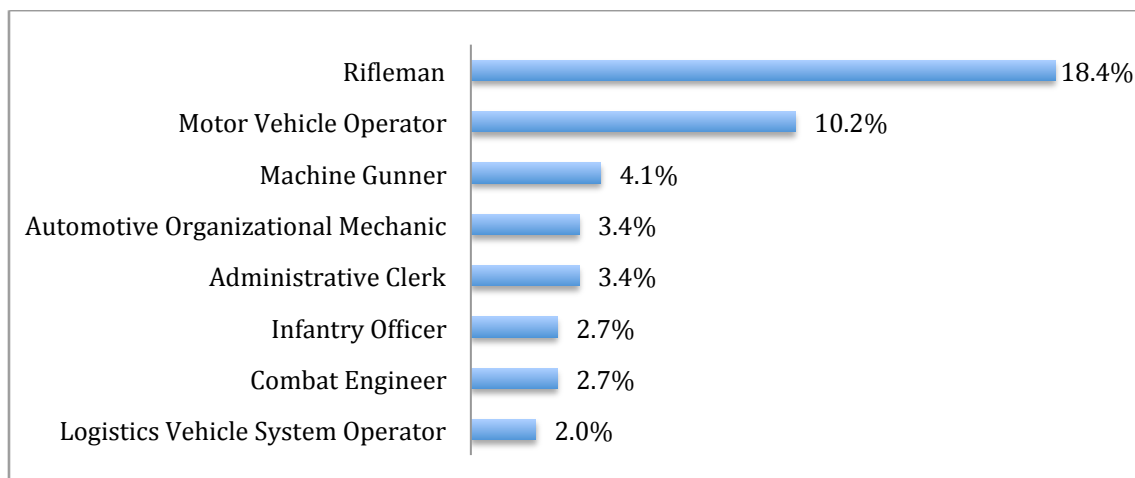
## D. Marine Corps

Figure 8 presents the sampled Connecticut Gulf War II Marine Corps Occupational Fields, and Figure 9 presents the eight most frequent Gulf War II Marine Corps MOSes among Connecticut veterans.

**Figure 8. Connecticut Gulf War II Marine Corps Veteran Occupational Fields  
(n = 147 MOSes)**



**Figure 9. Top 8 Connecticut Gulf War II Marine Corps Veteran MOSes  
(n = 147 MOSes)<sup>32</sup>**



## **IV. Civilian Licensing Opportunities for the Most Common Gulf War II MOSes in Connecticut**

There are several sources available online designed to help service members convert their MOSes into related civilian licenses. The Army and the Navy catalogue potential post-service employment opportunities for veterans by MOS and rating/designator on a website called Credentialing Opportunities On-Line (COOL).<sup>33</sup> For example, according to the Army COOL website, there are 13 related civilian occupational equivalents for Army infantrymen.<sup>34</sup> However, equivalents are given on COOL with the caveat that additional training and licensing may be required.<sup>35</sup> The Air Force has an online Credentialing and Education Research Tool (CERT) that provides Air Force service members with a service similar to COOL, but it was not operational as of December 21, 2013.<sup>36</sup> The Marine Corps does not yet have a COOL Website.<sup>37</sup>

Many professional and occupational licenses are granted by state or local authorities, but the DoD credentialing websites identify only potential national certifications for which a veteran may be qualified. The websites leave it to each veteran to search a separate DoL-sponsored website to find *state*-level licensing opportunities for DoD-recommended related civilian occupations. For an individual veteran, making the connection between these state-level opportunities and his or her past training and experience may be difficult. Likewise, it is difficult for many state-level administrators, policymakers, and employers to know which state licenses would assist the greatest number of veterans to find employment, because the MOS, rating/designator, and AFSC numbers are not available to them.

For instance, according to the Army COOL website, infantrymen may be good candidates for civilian work as heavy and tractor-trailer truck drivers, even though in the military driving a vehicle is often a secondary or tertiary responsibility for infantrymen.<sup>38</sup> This suggestion on COOL may be the first time service members learn that their time as infantrymen and the military driver's licenses they earned might qualify them for employment in the civilian transportation sector. If veterans decide to pursue the opportunity based on the DoD's suggestion that the position is related, they must--on their own--identify the Connecticut licensing requirements for heavy and tractor-trailer truck drivers, discern the pathway to a Connecticut commercial driver's license,<sup>39</sup> and then successfully navigate the licensing structure.

In contrast, for former Army motor transport operators who may leave the service with a federal commercial driver's license, the process of becoming a heavy and tractor-trailer truck driver is likely easier and more intuitive. This contrast highlights the difficulty for veterans, such as infantrymen, whose jobs within the armed services do not translate easily to the civilian sector, but who were given secondary and tertiary skills over the course of their service: neither the veterans nor a prospective employer may realize that these additional skills could qualify them for certain civilian careers. Since Army infantry is the single most common military occupation among Connecticut's veterans, this particular difficulty is likely to be experienced by many.

## *Denying Credit*

Pairing the military credentialing websites' recommendations by MOS with the related Connecticut state licenses in an accessible manner would make it easier to see where skills accrued during past service may dovetail with potential licensing and employment in the present.

Among the top eight MOSes for Gulf War II Connecticut veterans of each service branch, there are a number of overlapping military training/civilian license requirements that could potentially be better aligned to facilitate veteran employment. This analysis uses the relevant credentialing sites to match the DoD's prescribed occupational equivalents with Connecticut licenses.

### *A. Army/Marine Corps*

All of the top eight Gulf War II Army MOSes in Connecticut identified by the CVLC sample have potential Connecticut state licenses that correspond with the Army COOL's occupational equivalents:<sup>40</sup>

1. Infantryman: (14.8%) (5 potential CT licenses)
2. Military Police: (6.3%) (5 potential CT licenses)
3. Combat Engineer: (4.9%) (7 potential CT licenses)
4. Motor Transport Operator: (4.8%) (2 potential CT licenses)
5. Wheeled Vehicle Mechanic: (4.6%) (1 potential CT license)
6. Unit Supply Specialist: (3.6%) (2 potential CT licenses)
7. Healthcare Specialist: (2.5%) (9 potential CT licenses)
8. Human Resources Specialist: (2.3%) (2 potential CT licenses)

The Marine Corps does not yet have a COOL site, although, apparently, one is being constructed.<sup>41</sup> However, there are similarities between Gulf War II Marine Corps and Army MOSes, and of the top eight Gulf War II Marine Corps MOSes in Connecticut, all have potential state licenses that correspond with the Army COOL's related occupational equivalents:<sup>42</sup>

1. Rifleman (18.4%) (5 potential CT state licenses, comparable to Army Infantryman)
2. Motor Vehicle Operator (10.2%) (2 potential CT licenses, comparable to Army Motor Transport Operator)
3. Machine Gunner (4.1%) (5 potential CT licenses, comparable to Army Infantryman)
4. Automotive Organizational Mechanic (3.4%) (1 potential CT license, comparable to Army Wheeled Vehicle Mechanic)
5. Administrative Clerk (3.4%) (2 potential CT licenses, comparable to Army Human Resources Specialist)
6. Infantry Officer (2.7%) (5 potential CT licenses, comparable to Army Infantryman)
7. Combat Engineer (2.7%) (7 potential CT licenses, comparable to Army Combat Engineer)
8. Logistics Vehicle System Operator (2.0%) (2 potential CT licenses, comparable to Army Motor Transport Operator)

## Denying Credit

Table 1 outlines the median income, 10-year job growth prospects, and number of annual job openings for the civilian occupations related to the licenses referenced above.

**Table 1. Median Income, 10-Year Job Growth Prospects, and Annual Job Openings for Civilian Occupations Related to Top Eight Gulf War II Connecticut Army and Marine Corps MOSes<sup>43</sup>**

<i>Civilian Licenses (Descending Order of Combined Number of CT Vets with Potentially Related MOSes)</i>	United States			Connecticut		
	<i>Median Income</i>	<i>10 yr Job Growth</i>	<i>Annual Job Openings</i>	<i>Median Income</i>	<i>10 yr Job Growth</i>	<i>Annual Job Openings</i>
Heavy/Tractor-Trailer Drivers	\$38,200	21%	64,940	\$42,300	10%	380
Police and Sheriff's Patrol Officers	\$55,300	8%	24,940	\$64,800	6%	230
Security Guards	\$24,000	19%	35,950	\$27,200	6%	250
Private Detectives and Investigators	\$45,700	21%	1,490	\$36,500	12%	20
Transit and Intercity Bus Drivers	\$36,600	15%	6,350	\$44,500	10%	50
Explosives Workers, Ordnance Handling Experts, and Blasters	\$48,600	0%	140	\$57,500	-	0
Transportation Inspector	\$63,700	14%	1,070	\$65,200	5%	10
Wholesale and Retail Buyers, Except Farm Products	\$51,500	9%	4,170	\$54,300	4%	40
Emergency Medical Technicians and Paramedics	\$31,000	33%	12,080	\$38,100	30%	160
Licensed Practical And Licensed Vocational Nurses	\$41,500	22%	36,920	\$54,000	13%	350
Occupational Therapy Assistants	\$53,200	43%	1,680	\$56,000	32%	30
Physical Therapy Aides	\$23,900	43%	2,760	\$26,400	27%	20
Cardiovascular Technologists and Technicians	\$52,100	29%	2,210	\$63,600	29%	20

## B. Navy

Of the top eight Gulf War II Navy ratings/designators in Connecticut, seven have potential Connecticut state licenses that correspond with the Navy COOL's related occupational equivalents:<sup>44</sup>

1. Electronics Technician (13.8%) (1 potential CT licenses)
2. Machinist's Mate (12.7%) (13 potential CT licenses)
3. Electrician's Mate (4.8%) (3 potential CT licenses)
4. Hospital Corpsman (4.8%) (23 potential CT licenses)

## Denying Credit

5. Culinary Specialist (4.8%) (0 potential CT licenses)
6. Logistics Specialist (4.2%) (5 potential CT licenses)
7. Fire Control Technician (2.6%) (4 potential CT licenses)
8. Sonar Technician (Surface) (2.1%) (9 potential CT licenses)

Table 2 outlines the median income, 10-year job growth prospects, and number of annual job openings for the civilian occupations related to the licenses referenced above.<sup>45</sup>

**Table 2. Median Income, 10-Year Job Growth Prospects, and Annual Job Openings for Civilian Occupations Related to Top Eight Connecticut Gulf War II Navy Ratings/Designators<sup>46</sup>**

<i>Civilian Licenses (Descending Order of Number of CT Vets with Potentially Related Rating/Designators)</i>	United States			Connecticut		
	<i>Median Income</i>	<i>10 yr Job Growth</i>	<i>Annual Job Openings</i>	<i>Median Income</i>	<i>10 yr Job Growth</i>	<i>Annual Job Openings</i>
Electronics Engineers, Except Computer	\$91,800	5%	4,060	\$85,300	-5%	30
First-Line Supervisors of Production and Operating Workers	\$54,000	2%	8,790	\$63,200	-2%	110
Hazardous Materials Removal Workers	\$37,600	23%	1,890	\$35,900	42%	40
Hoist and Winch Operators	\$40,000	7%	120	\$50,900	13%	0
Water and Wastewater Treatment Plant and System Operators	\$42,800	12%	4,150	\$55,900	9%	30
Heating, Air Conditioning, and Refrigeration Mechanics and Installers	\$43,600	34%	13,760	\$54,300	18%	140
Electricians	\$49,800	23%	28,920	\$55,700	15%	270
Dental Hygienists	\$70,200	38%	10,940	\$84,200	18%	120
Embalmers	\$42,400	5%	370	\$63,500	7%	10
Environmental Science and Protection Technicians, Including Health	\$41,200	24%	1,950	\$43,800	8%	30
Funeral Service Managers	\$66,700	18%	1,070	\$91,000	19%	10
Medical and Health Services Managers	\$88,600	22%	14,190	\$95,800	15%	200
Nursing Assistants	\$24,400	20%	49,610	\$30,900	11%	560
Occupational Health and Safety Specialists	\$66,800	9%	2,570	\$71,400	3%	20
Occupational Therapy Assistants	\$53,200	43%	1,680	\$56,000	32%	30
Opticians, Dispensing	\$33,300	29%	3,060	\$43,600	7%	20
Pharmacy Technicians	\$29,300	32%	16,630	\$30,700	17%	120

## Denying Credit

Physical Therapist Assistants	\$52,200	46%	4,120	\$59,000	29%	20
Physician Assistants	\$93,900	30%	4,060	\$104,400	22%	60
Self-Enrichment Education Teachers	\$35,300	21%	9,150	\$39,300	18%	80
Emergency Medical Technicians and Paramedics	\$31,000	33%	12,080	\$38,100	30%	160
Licensed Practical And Licensed Vocational Nurses	\$41,500	22%	36,920	\$54,000	13%	350
Accountant	\$63,500	16%	45,210	\$69,700	10%	530
First-Line Supervisors of Office and Administrative Support Workers	\$49,300	14%	58,440	\$55,500	9%	850
Hazardous Materials Removal Workers	\$37,600	23%	1,890	\$35,900	42%	40
Inspectors, Testers, Sorters, Samplers, and Weighers	\$34,500	8%	12,390	\$42,100	3%	170
Explosives Workers, Ordnance Handling Experts, and Blasters	\$48,600	0%	140	\$57,500	17%	0
Occupational Health and Safety Specialists	\$66,800	9%	2,570	\$71,400	3%	20

## C. Air Force

As of December 21, 2013, the Air Force Credentialing and Education Research Tool (CERT) website was “down for maintenance or revision.” For this analysis, the CVLC identified MOSes and ratings/designators that were comparable to Air Force AFSCs, then used the Army and Navy COOL websites in conjunction with CareerOneStop to find potential CT licenses. Using this methodology, six of the top eight Gulf War II Air Force AFSCs have potential Connecticut state licenses:<sup>47</sup>

1. Security Forces (8.9%) (5 Potential CT Licenses, Comparable to Navy Master-At-Arms)
2. Airlift/Special Mission Aircraft Maintenance (7.1%) (2 Potential CT Licenses, Comparable to Navy Aviation Structural Mechanics)
3. Integrated Avionics Systems (4.8%) (3 Potential CT Licenses, Comparable to Navy Aviation Electronics Technician)
4. Tactical Aircraft Maintenance (4.2%) (0 Potential CT Licenses, Comparable to Navy Aviation Machinist's Mate).
5. Fire Protection (3.6%) (4 Potential CT Licenses, Comparable to Army Firefighter)
6. Aerospace Medical Service (3.0%) (23 Potential Licenses, Comparable to Navy Hospital Corpsman and taking into account additional skills that hospital corpsmen can gain in service)
7. Financial Management & Comptroller (3.0%) (0 Potential Licenses, Comparable to Army Financial Management Technician)
8. Aerospace Ground Equipment (2.4%) (3 CT Potential Licenses, Comparable to Navy Aviation Electrician's Mate)

## Denying Credit

Table 3 outlines the median income, 10-year job growth prospects, and number of annual job openings for the civilian occupations related to the licenses referenced above.

**Table 3. Median Income, 10-Year Job Growth Prospects, and Annual Job Openings for Civilian Occupations Related to Top Eight Connecticut Gulf War II AFSCs<sup>48</sup>**

<i>Civilian Licenses (Descending Order of Number of CT Vets with Potentially Related AFSCs)</i>	United States			Connecticut		
	<i>Median Income</i>	<i>10 yr Job Growth</i>	<i>Annual Job Openings</i>	<i>Median Income</i>	<i>10 yr Job Growth</i>	<i>Annual Job Openings</i>
Private Detectives and Investigators	\$45,700	21%	1,490	\$36,500	12%	20
Security Guards	\$24,000	19%	35,950	\$27,200	6%	250
Sheet Metal Workers	\$43,300	18%	4,700	\$51,300	5%	40
Inspectors, Testers, Sorters, Samplers, and Weighers	\$34,500	8%	12,390	\$42,100	3%	170
Fire Inspectors and Investigators	\$54,000	9%	470	\$55,500	6%	10
Firefighters <sup>49</sup>	\$45,200	9%	11,230	\$59,400	6%	110
Cardiovascular Technologists and Technicians	\$52,100	29%	2,210	\$63,600	29%	20
Emergency Medical Technicians and Paramedics	\$31,000	33%	12,080	\$38,100	30%	160
Dental Hygienists	\$70,200	38%	10,940	\$84,200	18%	120
Embalmers	\$42,400	5%	370	\$63,500	7%	10
Environmental Science and Protection Technicians, Including Health	\$41,200	24%	1,950	\$43,800	8%	30
Funeral Service Managers	\$66,700	18%	1,070	\$91,000	19%	10
Licensed Practical And Licensed Vocational Nurses	\$41,500	22%	36,920	\$54,000	13%	350
Medical and Health Services Managers	\$88,600	22%	14,190	\$95,800	15%	200
Nursing Assistants	\$24,400	20%	49,610	\$30,900	11%	560
Occupational Health and Safety Specialists	\$66,800	9%	2,570	\$71,400	3%	20
Occupational Therapy Assistants	\$53,200	43%	1,680	\$56,000	32%	30
Opticians, Dispensing	\$33,300	29%	3,060	\$43,600	7%	20
Pharmacy Technicians	\$29,300	32%	16,630	\$30,700	17%	120
Physical Therapist Assistants	\$52,200	46%	4,120	\$59,000	29%	20
Physician Assistants	\$93,900	30%	4,060	\$104,400	22%	60
Self-Enrichment Education Teachers	\$35,300	21%	9,150	\$39,300	18%	80

#### *D. Recommended Areas of Focus in Connecticut*

It is possible to identify certain civilian licenses that appear multiple times in this study as potential areas of focus for Connecticut policymakers. However, these civilian licenses will not necessarily lead to high-paying jobs or occupations that, in Connecticut, have a high potential for growth. When competing in a licensed-career field, many of the top MOSes in Connecticut face some combination of steep competition, low wages, or anemic growth.

For example, of the top 32 Gulf War II MOSes in Connecticut, nine are potentially candidates for a heavy and tractor-trailer driver's license with a commercial driver's license--a career with relatively low wages and anemic growth within the state. Additionally, although the occupation has 380 job openings each year, there are 188 veterans who could qualify for those openings within our survey sample alone. At \$42,300 a year, the average salary for this position is low and, at 10%, the 10-year growth rate is sluggish and not even half of that expected elsewhere in the nation.

Using this report, Connecticut could use MOS data to target Gulf War II veterans who, because of the negative condition of the job market related to their MOSes, could immediately benefit from training or higher education via their state or federal education benefits. For example, Connecticut Army motor transport operators or Marine motor vehicle operators, both of whom are candidates for a heavy and tractor-trailer driver's license with a commercial driver's license, could be specifically encouraged to seek further training or education that would give them stronger footing when competing for employment in Connecticut.

Other MOSes can expect high growth, but low salaries. Veterans who are recommended for licenses as emergency medical technicians or medical response technicians and paramedics face 160 annual job openings in Connecticut with 30% expected growth over 10 years, but can expect an average salary of just \$38,100.

Connecticut veterans require a streamlined licensing process. However, it is also clear that many Gulf War II veterans require new careers and/or additional training in order to compete and thrive in the Connecticut job market. Even if all the veterans in Connecticut receive the licenses for which they are qualified, the job market, as is, will not necessarily have relevant positions for them to fill.

## **V. National Implications of the Connecticut Study**

The Connecticut Gulf War II sample does not necessarily reflect the national composition of Gulf War II veterans by MOS. However, because both state and federal policymakers lack a survey of Gulf War II veterans by MOS, it is currently the only guide using a large survey of MOSes to target efforts to streamline licensing and credentialing opportunities for veterans.



On a national level, the scope and growth of the job prospects for 29 of the top 32 Connecticut MOSes improve, but the associated salaries almost invariably fall below Connecticut levels. If the Connecticut sample of the top 32 MOSes were representative of Gulf War II veterans across the country, veterans in the 29 licensed occupations would have an average salary of \$48,921. Additionally, the average annual number of associated job openings for these licensed positions would be 13,330 per position, for a population of more than 2.5 million Gulf War II veterans.<sup>50</sup>

Although licenses and license requirements vary by state, two types of licenses that are common to all states are those that pertain to healthcare providers and commercial driver's licenses. Applying the relevant distribution of the top 32 Gulf War II MOSes from the CT sample to the BLS-reported total number of Gulf War II veterans in 2012 (2,566,000), CVLC projects that there are at least 64,772 Gulf War II veterans from healthcare MOSes who could benefit from streamlined licensing in the healthcare professions.<sup>51</sup> This projection assumes that the distribution of the CT sample is representative of Gulf War II veterans nationally, and does not include any dedicated healthcare MOSes outside the top eight for each branch.

Additionally, projecting only from the top eight MOSes of each branch in the CT sample, there are at least 107,124 Gulf War II veterans from the dedicated motor transport MOSes who could benefit from reformed and streamlined opportunities to obtain a commercial driver's license.<sup>52</sup> When other MOSes within the top 32 are included, such as infantrymen--who may have vehicular experience as a secondary or tertiary skill--that number increases to 468,357 Gulf War II veterans.<sup>53</sup> Again, these projections rely on the MOS distribution of the CT sample, and may not be representative of the nation as a whole.

At a minimum, the Connecticut Gulf War II data show that, state by state, it is possible to effectively use MOS data to target large sections of the veterans' population who could benefit from reformed and streamlined licensing opportunities. However, even if they are licensed, veterans looking for positions in some professions may not find employment due to the low number of annual job openings.

As in Connecticut, states could use MOS data to target Gulf War II veterans who, because of the negative condition of the job market related to their MOSes, could immediately benefit from training or higher education via their state or federal education benefits.

## **VI. Conclusion and Recommendations**

This study provides the first empirical analysis of how state occupational and professional licenses might align with military training and experience. Reforming state licensing requirements to credit military experience is likely to promote veteran employment and ease the transition to civilian life. However, the study data also suggest that there are not enough job openings in Connecticut to benefit every Gulf War II veteran who qualifies for a license.

By identifying the composition of the recent veteran workforce and connecting the most common MOSes to potential civilian-sector licenses, this analysis provides a means for

policymakers to focus their efforts in addressing the veteran unemployment problem. It demonstrates what MOSes have the best licensed-job prospects, and what MOSes are at risk for civilian unemployment after their separation from active duty.

While the findings in this paper are limited to the state of Connecticut, the analysis could and should be replicated in other states and nationally.

CVLC recommends the following:

- The DoD should collect and release MOS data in a systematic fashion so that federal, state, and local officials can better understand the composition of the military workforce, reform professional and occupational licensing requirements as appropriate, identify MOSes that are at risk for civilian unemployment, and ensure a more seamless transition into the civilian sector for all Gulf War II veterans.
- Other states should conduct analyses similar to the Connecticut study to determine which professional and occupational license requirements they might reform so as to have the greatest benefit for the largest number of discharged service members based on common MOSes, labor market conditions, and existing licensing requirements.
- The DoD, VA, and/or DoL should identify veteran unemployment rates by MOS to better inform service members about post-service employment prospects when they make decisions regarding which military specialty to pursue. This way, service members know whether they are entering an MOS with a high risk for civilian unemployment. The DoD branches with COOL websites should coordinate with the DoL's Bureau of Labor Statistics to provide service members access to information in one website regarding civilian licenses and occupational outlooks for states in which they reside. As of December 2013, the Marine Corps does not have a COOL website, and the Air Force CERT site is not operational. Both the Air Force Credentialing and Education Research Tool (CERT) and the upcoming Marine Corps Credentialing Opportunities On-Line (COOL) site should emulate the content and functionality of the Army and Navy COOL websites.
- Connecticut, and all other states, should immediately identify and encourage service members from MOSes that have a high risk of civilian unemployment to use state or federal retraining or education benefits.
- The Connecticut MOS Task Force, created pursuant to Connecticut Special Act 13-5, should examine whether the licensing requirements related to 29 of the 32 most common MOSes held by Gulf War II veterans can be reformed to more fully credit military training and experience. Additionally, the Task Force should include this analysis in its report to the Connecticut Legislature.<sup>54</sup>

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\* This report has been researched and drafted by Robert Cuthbert, Jr., James Eimers, Sam Kyung-Gun Lim, and Seth A. Nadler, students working in the Veterans Legal Services Clinic at Yale Law School under the supervision of Prof.

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<sup>1</sup> Press Release, Department of Labor, Bureau of Labor Statistics, Employment Situation of Veterans—2012 (Mar. 20, 2013), available at <http://www.bls.gov/news.release/vet.htm>.

<sup>2</sup> Binyamin Appelbaum, *The Enduring Consequences of Unemployment*, N.Y. TIMES, Mar. 28, 2012, available at <http://economix.blogs.nytimes.com/2012/03/28/the-enduring-consequences-of-unemployment/?r=0>; American Psychological Association, Psychological Effects of Unemployment and Underemployment, available at <http://www.apa.org/about/gr/issues/socioeconomic/unemployment.aspx>.

<sup>3</sup> Employment Situation of Veterans--2012, *supra* note 1.

<sup>4</sup> Editorial, *California is still failing its many out-of-work veterans*, THE FRESNO BEE, Nov. 7, 2013, available at <http://www.fresnobee.com/2013/11/07/3595512/editorial-california-is-still.html>; Brad Plumer, *The unemployment rate for recent veterans is incredibly high*, THE WASHINGTON POST WONKBLOG, Nov. 11, 2013, available at <http://www.washingtonpost.com/blogs/wonkblog/wp/2013/11/11/recent-veterans-are-still-experiencing-double-digit-unemployment/>.

<sup>5</sup> Information concerning Army MOSes can be found at (<http://army.com/info/mos/all>) for officers and enlisted and here for warrant officers ([http://www.usarec.army.mil/hq/warrant/WOgeninfo\\_mos.shtml](http://www.usarec.army.mil/hq/warrant/WOgeninfo_mos.shtml)); Information concerning Marine Corps MOSes can be found here (<http://www.marines.com/being-a-marine/roles-in-the-corps>);

Information concerning Navy rates, ratings and officer designations can be found at ([http://www.navy.mil/navydata/nav\\_legacy.asp?id=259](http://www.navy.mil/navydata/nav_legacy.asp?id=259)), (<http://www.navy.mil/navydata/ranks/rankrate.html>), and on the Navy Credentialing Opportunities On-Line (COOL) website (<https://www.cool.army.mil>);

Information concerning Air Force Specialty Codes AFSCs can be found here for officers (<http://www.af.mil/AboutUs/FactSheets/Display/tabid/224/Article/104484/officer-afsc-classifications.aspx>) and here for enlisted (<http://www.af.mil/AboutUs/FactSheets/Display/tabid/224/Article/104609/enlisted-afsc-classifications.aspx>).

Information on how to read an Air Force AFSC can be found in Chapter 2 of Raymond E. Conley and Albert A. Robbert's 2009 Rand Corporation Report, *Air Force Officer Specialty Structure: Reviewing the Fundamentals* ([http://www.rand.org/content/dam/rand/pubs/technical\\_reports/2009/RAND\\_TR637.pdf](http://www.rand.org/content/dam/rand/pubs/technical_reports/2009/RAND_TR637.pdf)).

<sup>6</sup> Claudette Roulo, *Military-to-Civilian Skills Credentialing Pilot Underway*, AMERICAN FORCE PRESS SERVICE, Nov. 20, 2012, available at <http://www.defense.gov/News/NewsArticle.aspx?ID=118604>; THE WHITE HOUSE, Fact Sheet: Administration Partners with Industry to Get Service Members Credentialed for High-Demand Jobs, Apr. 29, 2013, available at <http://www.whitehouse.gov/the-press-office/2013/04/29/fact-sheet-administration-partners-industry-get-service-members-credenti>.

<sup>7</sup> In spring 2013, the Connecticut legislature established a task force to study the use of MOS training as a substitute for state licensing requirements, with a report to the legislature due for the 2014 session. See Special Act No. 13-5.

<sup>8</sup> Jim Tice, *High-speed drawdown: Army ramps up force-outs*, ARMY TIMES, Oct. 21, 2013, available at <http://www.armytimes.com/article/20131021/NEWS/310210008/High-speed-drawdown-Army-ramps-up-force-outs>; Tom Philpott, *Military braces for fallout from drawdowns*, ABQJOURNAL ONLINE, Nov. 10, 2013, available at <http://www.abqjournal.com/298635/biz/military-braces-for-fallout-from-drawdowns.html>.

<sup>9</sup> Employment Situation of Veterans--2012, *supra* note 1.

<sup>10</sup> Assistant Secretary for Department of Labor Veterans' Employment and Training Service Keith Kelly, Remarks at the National Convention for AMVETS (Aug. 1, 2013), available at [http://www.dol.gov/sec/media/congress/20130801\\_Kelly.htm](http://www.dol.gov/sec/media/congress/20130801_Kelly.htm).

<sup>11</sup> EXEC. OFFICE OF THE PRESIDENT, *The Fast Track to Civilian Employment: Streamlining Credentialing and Licensing for Service Members, Veterans, and Their Spouses* (2013), available at [http://www.whitehouse.gov/sites/default/files/docs/military\\_credentialing\\_and\\_licensing\\_report\\_2-24-2013\\_final.pdf](http://www.whitehouse.gov/sites/default/files/docs/military_credentialing_and_licensing_report_2-24-2013_final.pdf); EXEC. OFFICE OF THE PRESIDENT, *Military Skills for America's Future: Leveraging Military Service and Experience to Put Veterans and Military Spouses Back to Work* (2012), available at [http://www.whitehouse.gov/sites/default/files/docs/veterans\\_report\\_5-31-2012.pdf](http://www.whitehouse.gov/sites/default/files/docs/veterans_report_5-31-2012.pdf).

<sup>12</sup> *VOW to Hire Heroes Act of 2011*, HOUSE COMMITTEE ON VETERANS AFFAIRS, <http://veterans.house.gov/vow>; 38 USC § 4114.

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<sup>13</sup>Search Through Careers in the Army, Army Careers: Ways to Serve in the Army, <http://www.goarmy.com/careers-and-jobs/browse-career-and-job-categories.html>, (last visited Dec. 21, 2013).

<sup>14</sup> AMERICAN FORCE PRESS SERVICE; THE WHITE HOUSE, *supra* note 6.

<sup>15</sup> Gulf War II Veterans MOS Survey Data (2013). The CTDVA collects MOS data voluntarily submitted by discharged veterans. The CTDVA provided the MOS data that were catalogued and analyzed for this report.

<sup>16</sup> The sample of 923 veterans represented 1,030 total MOSes. In instances in which a service member held multiple MOSes, only those MOSes located within distinct branches were included.

<sup>17</sup> The Department of Labor sponsors a website called CareerOneStop. Army and Navy COOL link to this site when queried about state-licensing opportunities. *Licensed Occupations*, CAREERONESTOP, <http://www.careerinfonet.org/LicensedOccupations/> (last visited Dec. 21, 2013).

<sup>18</sup> The Coast Guard data sample did not contain sufficient information in terms of occupational specialties/ratings or officer designators, and as such is not analyzed here.

<sup>19</sup> Employment Situation of Veterans--2012, *supra* note 1.

<sup>20</sup> *Id.*

<sup>21</sup> *Id.*

<sup>22</sup> *Id.*

<sup>23</sup> *VOW to Hire Heroes Act of 2011*, *supra* note 12.

<sup>24</sup> *Id.*

<sup>25</sup> *Id.*

<sup>26</sup> THE FRESNO BEE; THE WASHINGTON POST WONKBLOG, *supra* note 4; EXEC. OFFICE OF THE PRESIDENT, *supra* note 11.

<sup>27</sup> Gulf War II Veterans MOS Survey Data, *supra* note 15.

<sup>28</sup> The Navy does not use the term “MOS” but instead refers to general enlisted occupations as “ratings,” and for officers uses the term “officer designators.” In addition, the Navy has a Navy Enlisted Classification (NEC) system, which supplements the enlisted rating structure by identifying further skills and abilities beyond the rating designator. For this survey, Connecticut’s Navy veterans are organized by their rating or designator.

<sup>29</sup> A sufficient number of veterans held NEC DG-9760 classifications (Electrical/Mechanical Equipment Repairmen) to put the classification in the top eight, but because this NEC is outside Navy general occupational areas it was excluded.

<sup>30</sup> The Air Force identifies Air Force specialties with Air Force Specialty Codes (AFSC), similar to the Army’s MOS system.

<sup>31</sup> Aerospace Ground Equipment had the same number of instances as did Aircraft Structural Maintenance, Air Transportation, Knowledge Operations, and Command & Control Battle Management Operations.

<sup>32</sup> Logistics Vehicle Systems Operator had the same number of instances as did Mortarman, Administrative Specialist, Cyber Network Operator, Marine Corps Security Force Guard, and Basic Water Support Technician.

<sup>33</sup> *Army COOL: Credentialing Opportunities On-Line*, U.S. ARMY, <https://www.cool.army.mil> (last visited Dec. 22, 2013); *Navy COOL: Credentialing Opportunities On-Line*, U.S. NAVY, <https://www.cool.navy.mil> (last visited Dec. 22, 2013). Note: Army COOL does not have listings for commissioned officers, only warrant officers and enlisted. Navy COOL has listings for all officers and enlisted.

<sup>34</sup> *Army COOL – MOS 11B – Infantryman*, U.S. ARMY, <https://www.cool.army.mil/enlisted/11b.htm> (last visited Dec. 21, 2013).

<sup>35</sup> *Id.*

<sup>36</sup> *CCAF Credentialing and Education Research Tool*, COMMUNITY COLLEGE OF THE AIR FORCE, <https://augateway.maxwell.af.mil/ccaf/certifications/programs/index.asp>. Note: This site was not operational as of Dec. 21, 2013.

<sup>37</sup> On Dec. 13, 2012, Federal Business Opportunities, a U.S. Government website, listed a solicitation for contractors to assist in building a Marine Corps COOL website. *Marine Corps Credentialing Opportunities On-Line Website (MC COOL) – Federal Business Opportunities*, FED. BUS. OPPORTUNITIES, [https://www.fbo.gov/index?s=opportunity&mode=form&id=83c5f9930a3ee68ce38e31c8bc67c892&tab=core&\\_cvi=0](https://www.fbo.gov/index?s=opportunity&mode=form&id=83c5f9930a3ee68ce38e31c8bc67c892&tab=core&_cvi=0) (last visited Dec. 21, 2013).

<sup>38</sup> *Army COOL – MOS 11B – Infantryman*, *supra* note 34.

<sup>39</sup> Data obtained from CareerOneStop, *supra* note 17.

<sup>40</sup> 1) The Army Credentialing Opportunities On-Line (COOL) website ([www.cool.army.mil](http://www.cool.army.mil)) links to CareerOneStop, a website sponsored by the U.S. Department of Labor, Employment and Training Administration ([www.careeronestop.org](http://www.careeronestop.org)). Taken together, these websites identify the following potential Connecticut licensing

opportunities for the top eight Army MOSes, which we have also applied to comparable Marine Corps MOSes, because, as of Dec. 21, 2013, the Marine Corps does not have a COOL website:

- 1) Infantryman (5 Potential CT Licenses) Commercial Driver's License (CDL), Truck Driver, Heavy or Tractor Trailer (CDL); Police Officer, Police Officer (Probationary), Security Guard.
- 2) Military Police (5 Potential CT Licenses): Bail Enforcement Agent (Bounty Hunter), Private Detective, Private Detective- Fire Investigator, Private Detective-Security Service, Security Guard.
- 3) Combat Engineer (7 Potential CT Licenses): Bus Driver (CDL), Commercial Driver's License (CDL), Blaster (Explosives License), Explosive, Vehicle Operator; Firework Shooter, Special Effects Shooter; Truck Driver, Heavy or Tractor Trailer (CDL).
- 4) Motor Transport (2 Potential CT Licenses): Commercial Driver's License; Truck Driver, Heavy or Tractor Trailer (CDL).
- 5) Wheeled Vehicle Mechanic (1 Potential CT License): Motor Vehicle Emissions Technician (Certified).
- 6) Unit Supply Specialist (2 Potential CT Licenses): Fisher, Commercial: Bait Dealer; Fisher, Commercial: Seafood Dealer.
- 7) Healthcare Specialist (9 Potential CT Licenses, if one takes into account additional skills that healthcare specialists can gain in service): Emergency Medical Technician, Emergency Medical Technician- Intermediate, Medical Response Technician, Paramedic, Licensed Practical Nurse, Retired Nurse-LPN, Occupational Therapy Assistant, Physical Therapy Assistant, Perfusionist.
- 8) Human Resources Specialist (2 Potential CT Licenses): Counselor, Professional; School Counselor.

<sup>41</sup> *Marine Corps Credentialing Opportunities On-Line Website (MC COOL) – Federal Business Opportunities*, *supra* note 37.

<sup>42</sup> Due to the absence of a Marine Corps COOL site, equivalent Army MOSes were used with the Army Credentialing Opportunities On-Line (COOL) website ([www.cool.army.mil](http://www.cool.army.mil)) that links to CareerOneStop, a website sponsored by the U.S. Department of Labor, Employment and Training Administration ([www.careeronestop.org](http://www.careeronestop.org)), to identify potential Connecticut Licenses for the top eight Marine Corps MOSes:

- 1) Rifleman (5 Potential CT Licenses, comparable to Army Infantryman): Commercial Driver's License (CDL), Truck Driver, Heavy or Tractor Trailer (CDL); Police Officer, Police Officer (Probationary), Security Guard.
- 2) Motor Vehicle Operator (2 Potential CT Licenses, comparable to Army Motor Transport Operator): Commercial Driver's License; Truck Driver, Heavy or Tractor Trailer (CDL).
- 3) Machine Gunner (5 Potential CT Licenses, comparable to Army Infantryman): Commercial Driver's License (CDL), Truck Driver, Heavy or Tractor Trailer (CDL); Police Officer, Police Officer (Probationary), Security Guard.
- 4) Automotive Organizational Mechanic (1 Potential CT License, comparable to Army Wheeled Vehicle Mechanic): Motor Vehicle Emissions Technician (Certified).
- 5) Administrative Clerk (2 Potential CT Licenses, comparable to Army Human Resources Specialist): Counselor, Professional; School Counselor.
- 6) Infantry Officer (5 Potential CT Licenses, comparable to Army Infantryman): Commercial Driver's License (CDL), Truck Driver, Heavy or Tractor Trailer (CDL); Police Officer, Police Officer (Probationary), Security Guard.
- 7) Combat Engineer (7 Potential CT Licenses, comparable to Army Combat Engineer): Bus Driver (CDL), Commercial Driver's License (CDL), Blaster (Explosives License), Explosive, Vehicle Operator; Firework Shooter, Special Effects Shooter; Truck Driver, Heavy or Tractor Trailer (CDL).
- 8) Logistics Vehicle System Operator (2 Potential CT Licenses, comparable to Army Motor Transport Operator): Commercial Driver's License; Truck Driver, Heavy or Tractor Trailer (CDL).

<sup>43</sup> Data obtained from CareerOneStop, *supra* note 17.

<sup>44</sup> This section uses the Navy COOL website, *supra* note 33, and CareerOneStop, *supra* note 17, to connect the Navy ratings to their related civilian sector licenses.

<sup>45</sup> 1) The Navy Credentialing Opportunities On-Line (COOL) website ([www.cool.navy.mil](http://www.cool.navy.mil)) links to CareerOneStop, a website sponsored by the U.S. Department of Labor, Employment and Training Administration ([www.careeronestop.org](http://www.careeronestop.org)). Taken together, these websites identify the following potential Connecticut licensing opportunities for the top eight Navy ratings/designators:

- 1) Electronics Technician (1 Potential CT License): Professional Engineer (Electronics).
- 2) Machinist's Mate (13 Potential CT Licenses): Solid Waste Facility Operator Certification, Asbestos Abatement Worker & Site Supervisor, Asbestos Contractor, Lead Abatement Worker, Lead Contractor, Hoisting Equipment

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Operator, Wastewater Treatment Plant Operator, Water Distribution System Operator, Water Distribution System Operator-Full Certification, Water Distribution System Operator-Provisional, Water Treatment Plant Operator, Water Treatment Plant Operator- Full Certification, Water Treatment Plant Operator- Provisional.

3) Electrician's Mate (3 Potential CT Licenses): Electrical Contractor, Electrical Journey Person, Telecommunications Infrastructure Layout Technician.

4) Hospital Corpsman (23 Potential CT Licenses, if one takes into account additional skills that hospital corpsmen can gain in service): Perfusionist, Dental Hygienist, School Dental Hygienist-Teacher, Embalmer, Emergency Medical Technician, Emergency Medical Technician- Intermediate, Medical Response Technician, Paramedic, Environmental Professional, Licensed; Lead Inspector Risk Assessor, Sanitarian, Registered; Funeral Director, Licensed Practical Nurse, Retired Nurse-LPN, Nursing Home Administrator, Nurse Aid/Assistant, Occupational Therapy Assistant, Optician, Optician Apprentice, Pharmacy Technician, Physical Therapy Assistant, Physician Assistant, Commercial Driving School Instructor. Note: it is not clear how a hospital corpsman, would qualify for a physician assistant license without graduating from a physician assistant program.

5) Culinary Specialist (0 Potential CT Licenses).

6) Logistics Specialist (5 Potential CT Licenses): Accountant, Certified Public; Asbestos Abatement Worker & Site Supervisor, Asbestos Contractor, Lead Abatement Worker, Lead Contractor.

7) Fire Control Technician (4 Potential CT Licenses): Professional Engineer (Electronics), Backflow Preventer Tester, Cross Connection Survey Inspector, Weights and Measures Device Repairer.

8) Sonar Technician (Surface) (9 Potential CT Licenses): Blaster (Explosives License), Explosives, Vehicle Operator; Firework Shooter, Special Effects Shooter, Asbestos Consultant- Inspector/Management Planner, Asbestos Consultant- Project Designer, Asbestos Consultant- Project Monitor, Food Service Inspector, Lead Planner- Project Designer.

<sup>46</sup> Data obtained from CareerOneStop, *supra* note 17.

<sup>47</sup> As of Dec. 21, 2013 the Air Force CERT website (<https://augateway.maxwell.af.mil/ccaf/certifications/programs/>) was "down for maintenance or revision." To compensate, CVLC used the Careers in the Air Force (<https://www.airforce.com/careers/>), the Navy COOL ([www.cool.navy.mil](http://www.cool.navy.mil)), and Army COOL ([www.cool.army.mil](http://www.cool.army.mil)) websites to identify comparable MOS/ratings/designators, and CareerOneStop ([www.careeronestop.org](http://www.careeronestop.org)) to identify attendant potential Connecticut licenses for the top eight Air Force AFSCs.

1) Security Forces (5 Potential CT Licenses, comparable to Navy Master-At-Arms): Bail Enforcement Agent (Bounty Hunter), Private Detective, Private Detective-Fire Investigator, Private Detective-Security Service, Guard, Security.

2) Airlift/Special Mission Aircraft Maintenance (2 Potential CT Licenses, comparable to Navy Aviation Structural Mechanics): Sheet Metal Contractor, Sheet Metal Journey Person.

3) Integrated Avionics Systems (3 Potential CT Licenses, comparable to Navy Aviation Electronics Technician): Backflow Preventer Tester, Cross Connection Survey Inspector, Weights and Measures Device Repairer.

4) Tactical Aircraft Maintenance (0 Potential CT Licenses, comparable to Navy Aviation Machinist's Mate).

5) Fire Protection (4 Potential CT Licenses, comparable to Army Firefighter): Fire Inspector/Marshall, Fire Officer, Public Fire and Life Safety Officer, Safety Officer (Fire Service).

6) Aerospace Medical Service (23 Potential CT Licenses, comparable to Navy Hospital Corpsman and taking into account additional skills that Hospital Corpsmen can gain in service): Perfusionist, Dental Hygienist, School Dental Hygienist-Teacher, Embalmer, Emergency Medical Technician, Emergency Medical Technician- Intermediate, Medical Response Technician, Paramedic, Environmental Professional, Licensed; Lead Inspector Risk Assessor, Sanitarian, Registered; Funeral Director, Licensed Practical Nurse, Retired Nurse-LPN, Nursing Home Administrator, Nurse Aid/Assistant, Occupational Therapy Assistant, Optician, Optician Apprentice, Pharmacy Technician, Physical Therapy Assistant, Physician Assistant, Commercial Driving School Instructor. Note: it is not clear how a person in the aerospace medical service or hospital corpsman, would qualify for a physician assistant license without graduating from a physician assistant program.

7) Financial Management & Comptroller (0 Potential CT Licenses, comparable to Army Financial Management Technician).

8) Aerospace Ground Equipment (3 Potential CT Licenses, comparable to Navy Aviation Electrician's Mate): Backflow Preventer Tester, Cross Connection Survey Inspector, Weights and Measures Device Repairer.

<sup>48</sup> Data obtained from CareerOneStop, *supra* note 17.

<sup>49</sup> Substituted for Municipal Fire Fighting and Prevention Supervisor, for which data were not available.

<sup>50</sup> Gulf War II Veterans MOS Survey Data, *supra* note 15; Employment Situation of Veterans--2012, *supra* note 1.

<sup>51</sup> *Id.*

<sup>52</sup> *Id.*

<sup>53</sup> *Id.*

<sup>54</sup> Connecticut MOS Task Force, *supra* note 7.

## **APPENDIX F: OPPORTUNITIES FOR STREAMLINED LICENSING IN CONNECTICUT**

Building from the data contained in Appendix E, the Task Force researched the eight occupations most relevant to veterans in Connecticut. This section presents research on the licensing process for each of those eight occupations. It also includes research examining how to credit military experience in higher education, how to streamline military spouses' transitions into the Connecticut workforce, and how to provide for automatic renewal of licenses for deployed service members. Finally, Appendix F contains brief reports on how to collect data and disseminate information about military credentialing efforts in Connecticut in order to be sure that they are most effectively utilized.



## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 2, 2013  
RE: Licensing Requirements for Police Officers in Connecticut

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### I. Recommendations

- The existing POST waiver currently allows Connecticut police departments to hire police officers trained in other states. The waiver should be modified to include some or many of the basic and field training requirements for military veterans based on Military Police or other relevant training.
- POST should direct police departments to expressly solicit applications from veterans.

### II. Relevance to the Task Force

The latest IAVA Report<sup>1</sup> identified police officer positions as a potential site for license streamlining. According to the report, police officers in Connecticut have a median annual income of \$63,200 and the field is projected to grow by 140 openings per year over the next decade.

There are both pros and cons to focusing on transitioning veterans to the Connecticut police force licensing. On one hand, the job is relevant to the most highly represented military occupational specialties (MOS) in the state. About 20% of Connecticut Army veterans have infantry or military police backgrounds; 24% of Connecticut Marine Corps veterans have infantry training; 8% of Connecticut Air Force veterans served in the Security Forces. The job thus has the benefit of coverage and relevance across several different military branches.

However, in spite of a considerable number of projected openings each year, relative annual job growth over the next decade is projected to be negative, at -1%. In addition, becoming a police officer is among the most requirement- and time-intensive careers listed in the report.

Nonetheless, the high number of veterans with relevant backgrounds, generous annual salary and benefits, service orientation of the profession and steady demand for the service (even if annual growth is slightly negative) makes this vocation worth examining further. Police officers are the single highest paid profession included in the report's lists, and anecdotal evidence indicates that a large number of veterans, whether military police or in other specialties, would have a high level of interest in pursuing careers as police officers.

### III. Licensing Requirements

The operative policies governing the certification and recertification of Connecticut police officers are primarily administrative and are set by the Police Officer Standards and Training Council (POST).<sup>2</sup> As such, the Executive could unilaterally enact many of the reforms

necessary to streamline this licensing process. By statute, the legislature delegates broad responsibilities to POST, including the authority to “develop . . . a comprehensive municipal police training plan,” to “set minimum courses of study and attendance requirements,” and to “require that all probationary candidates receive the hours of basic training deemed necessary before being eligible for certification.”<sup>3</sup>

POST establishes that “admission to the Connecticut Police Academy is restricted to either gainfully employed police officers or “probationary candidates” in the position of police officer, who have already been hired as such.”<sup>4</sup> Thus, the first step toward certification as a police officer in Connecticut is to be hired a local police department. POST further directs that local police departments administer several entry-level tests to potential hires to determine eligibility for the job. These requirements are that the candidate:

- 1) Be a US citizen
- 2) Be at least 21
- 3) Be a high school graduate (or have GED)
- 4) Have a driver’s license
- 5) Pass a validated written entry test
- 6) Satisfy an oral interview panel which contains at least one POST certified police officer
- 7) Not have been convicted by a court of any felony, any class A or class B misdemeanor or have committed any act which would constitute perjury or false statement
- 8) Have been the subject of a background and polygraph investigation (by POST approved polygraph examiners only)
- 9) Undergo a psychological examination
- 10) Pass a drug screening
- 11) Have been examined and certified by a Council accepted method as fit to perform the duties of a probationary candidate police officer
- 12) Meet physical fitness requirements.<sup>5</sup>

At the department level, the minimum entry requirements are thus dictated by POST and assessed locally. Job openings are listed on POST’s website by police departments and municipalities. In October 2013, several of the postings expressly solicited female and minority applicants. However, none of the postings expressly solicited veteran applicants.

Once a department hires a potential police officer, she must then complete basic training at the Connecticut Police Academy as well as an additional field and departmental training program.<sup>6</sup> Basic training at the Connecticut Police Academy is 22 weeks long. Recruit officers reside at the Academy from Monday through Friday. Recruit officers are required to pass each of 17 different academic areas, as well as 12 practical skills areas. This 818-hour curriculum includes modules on police and the law, practical policing skills, criminal investigation, and patrol procedures.<sup>7</sup> In addition, recruits must complete a field and departmental training program consisting of a minimum of 400 additional hours.<sup>8</sup>

An administrative mechanism already exists for waiving some or all of these requirements. POST may grant certification of “Comparative Compliance” if: 1) the local police department recommends that POST consider an alternative route or waiver to satisfy the basic training requirements 2) the candidate has completed at least 2 years of full time employment

with a law enforcement unit, and 3) the candidate has not had more than three years separation from a law enforcement unit. In making its waiver determination:

[POST] shall evaluate in comparison to current requirements the quality and extent of the candidates': (1) previous basic training and certification as a police officer; (2) formal, professional and in-service training and education in law enforcement or criminal justice, and (3) length of service and field experience as a police officer. The council may waive those portions of the police basic training program for which a candidate demonstrates (a) the satisfactory completion of a substantial equivalent training or educational program in another state of jurisdiction, or (b) a length of service with field experience sufficient to establish a practical mastery of the required skills, or a satisfactory combination of both.<sup>9</sup>

Here, too, a department must have already hired a candidate in order to petition for such exceptions to the basic training requirements.

Thus, to become a police officer in Connecticut, a candidate must first be hired by a local police department, pass POST determined entry-level tests, and successfully complete basic training at the Connecticut Police Academy and further field training at her home department. However, a waiver mechanism to excuse part or all of this required training is in place.

#### **IV. Analysis**

This licensing process presents both challenges and opportunities. Licensing requirements for becoming a police officer are extensive and public safety demands that rigorous standards be upheld. However, the extensive and costly nature of this training means that even partial credit toward the requirements holds the potential for significant time and money savings, which would incentivize hiring veterans. Moreover, the relevant standards are mostly administrative in nature and established by the state agency. While the legislature could compel action through statute, it appears that the desired outcome could be obtained by executive action alone.

There may be several ways to streamline this process for veteran applicants. First, the POST waiver allowing Connecticut police departments to hire police officers trained in other states could be modified so as to waive some or many of the basic and field training requirements for military veterans based on relevant training. The military occupational specialty (MOS) for which this would be the most relevant would be Military Police (all branches) and potentially Air Force Security Forces personnel. The Task Force could compare the curriculum of each branch's Military Police training school to the Connecticut Police Academy Basic Training syllabus and field training requirements. A military police-trained veteran who was able to waive out of some or all of the basic training requirements would be a much more attractive hire as she would be available to fill vacancies sooner and would not draw a salary and training resources for as long of a period before being able to assume her duties at the unit.

Military police aside, many members of the combat arms community receive extensive weapons and other training that might be creditable, if only in part. In addition to basic training requirements, any credit that can be granted toward home-unit field training would further enhance the utility of hiring military veterans to Connecticut police departments. Finally, it may be the case that re-training a veteran as a police officer would require considerably less effort in

terms of socialization and adaptability to a rigorous training environment than for an average civilian without military experience.

This approach could be supplemented by use of the Montgomery GI Bill to attend school to study criminal justice, which would further enhance a candidate's attractiveness to both the state and hiring units by further reducing the training burden on these entities. More work should be done to determine how such academic training is credited toward basic training and field training requirements.

In addition, departments could be encouraged to expressly solicit applications from military veterans. Veteran hiring preference might already exist at Connecticut police departments, but this should be made clear on job postings. A *Vets to Cops* effort currently provides information to interested veterans about the departmental hiring process and would be an excellent platform on which to build further efforts.

In sum, there is the potential for a highly streamlined police academy program for former Military Police, and the potential for the satisfaction of some basic weapons handling and field-trained requirements for other veterans. It could be argued that the number of returning military police is too low to warrant the effort. However, the potential for increased veteran hiring and both state and municipal budget savings make this set of licensing requirements worthy of continued investigation. Finally, a successful program could become a national model, which could produce significant veteran hiring increases and budget incentives for states and municipalities nationwide.

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#### REFERENCES & NOTES

<sup>1</sup> The Veterans Legal Services Clinic (VLSC) at Yale Law School drafted a report on veterans' employment for IAVA in October 2013. The draft report, which is titled *Transitioning Troops: Aiding Gulf War II Veterans in the Passage from War to the Workplace*, contains statistics on military occupational specialties and the Connecticut labor market. Copies were distributed to the Task Force at the first meeting. Please contact the VLSC law student interns if you would like another copy or more information: [matthew.blumenthal@clinics.yale.edu](mailto:matthew.blumenthal@clinics.yale.edu); [emma.kaufman@clinics.yale.edu](mailto:emma.kaufman@clinics.yale.edu); [ryan.podolsky@clinics.yale.edu](mailto:ryan.podolsky@clinics.yale.edu).

<sup>2</sup> Connecticut statute grants this authority to POST. See CONN. GEN. STAT. § 7-294a-e (2013).

<sup>3</sup> CONN. GEN. STAT. § 7-294a 1, 3, 5 (2013).

<sup>4</sup> Council Policies and Practices Relative to Original Police Officer Certification and Recertification (2013), <http://www.ct.gov/post/cwp/view.asp?a=2058&q=291942>.

<sup>5</sup> Police Office and Training Standards Council (2013), <http://www.ct.gov/post/cwp/view.asp?a=2058&Q=291946&postNav=|42935|>.

<sup>6</sup> Police Office and Training Standards Council (2013), <http://www.ct.gov/post/cwp/view.asp?a=2058&Q=291946&postNav=|42935|>.

<sup>7</sup> See the basic training curriculum enclosure, which was submitted to the Task Force along with this memo.

<sup>8</sup> Police Office and Training Standards Council, <http://www.ct.gov/post/cwp/view.asp?a=2058&Q=291946&postNav=|42935|>, 2013

<sup>9</sup> POST's power to grant waivers of any of the standards set forth by the statute is articulated within the same statute, CONN. GEN. STAT. § 7-294d19 (2013), but the standards quoted for doing so are set by POST. Police Office and Training Standards Council, <http://www.ct.gov/post/cwp/view.asp?a=2058&q=291946>, 2013

# Memorandum

**To:** Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of MOS Specialty Training as a Substitute for State Licensing Requirements

**CC:** Thomas Flaherty

**From:** Timothy Coon, Curriculum Manager CTPOSTC

**Date:** 12/9/13

**Re:** Licensing Requirements for Police Officers in Connecticut

## 1. Recommendations

### a. MP MOS Possession by a Veteran

POSTC has procedures in place to utilize the comparative certification process to allow veterans possessing the MP MOS to pursue waiver of some portion of the basic training process, as long as the veteran meets the comparative certification requirements of at least 2 years as an MP and no more than 3 years separation from the service. POSTC is already in the process of determining waivable hours. Additional funding for administrative personnel to conduct and manage this process is strongly recommended.

### b. Non-MP MOS Veterans

The current POSTC Academy classes have 10 veterans out of 50 in one class and 13 out of 50 in the other. The State Police Academy class is currently even higher with 25% of the class being veterans. These numbers are relatively consistent throughout the classes over the years. Clearly, veterans are being hired.

POSTC does not actually hire veterans, local agencies do. Therefore, in order to increase veteran hiring, methods to increase preference in hiring for local agencies need to be implemented.

## 2. Evaluation of Pre-certification Proposal

Initial analysis would indicate that POSTC would likely not support the pre-certification proposal because of the following reasons:

- a. All current academy spaces are filled by already hired probationary officers, and the Academy is currently seeking additional funding for another class in order to meet demand. Allowing non-hires to attend will deny seats to actual probationary officers.
- b. All current attendees at both the POSTC Academy and State Police Academy classes have already met the stringent requirements for police officer/state trooper candidates. Any pre-cert vet would need to have these requirements met before admission to either Academy. Primary questions are: who will be responsible for making sure the veteran meets the requirements, and who will pay for the requirements.
- c. The completion of another police training curriculum under this proposal, does not guarantee that a veteran will be hired. There are any number of disqualifying factors for employment as a police officer that a veteran (or any applicant for that matter) may possess.
- d. Academy training is physical and demanding. As a result, injuries can and do occur. How will a veteran be covered by insurance if he/she is not already covered by a municipality?
- e. Analysis of a typical Criminal Justice curriculum and the Academy curriculum indicates a narrow overlap. Academy curriculum is driven by a task analysis that leads to a curriculum that trains to the specific tasks performed by police officers in the State of Connecticut. Criminal Justice curriculums are not generally task oriented, nor validated by a task analysis.

### **3. Conclusion**

POSTC and the State Police Academy would most likely strongly support efforts to enable hiring of veterans into law enforcement positions more readily, and work to facilitate this process within the requirements of the profession.

## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 1, 2013  
RE: Licensing Requirements for Security Guards in Connecticut

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### I. Recommendations

- The Connecticut Legislature should amend CONN. GEN. STAT. § 29-161q (2013) to waive the portions of the eight-hour security guard training course that cover materials on which veterans have already received equivalent military training.
- The Connecticut Legislature should amend CONN. GEN. STAT. § 29-161q (2013) to waive the Security Guard application fees for veterans with relevant training.
- The Department of Emergency Services and Public Protection (DESPP) should promulgate a regulation waiving the security guards firearms course requirement for veterans who have valid and relevant military weapons qualifications, or the Connecticut Legislature should amend CONN. GEN. STAT. § 29-161q (2013) to require DESPP to recognize military training and weapons qualifications when issuing Security Guard licenses.
- The Department of Emergency Services and Public Protection (DESPP) should waive the non-statutory Security Guard application fees for veterans with relevant training.

### II. Relevance to the Task Force

The latest IAVA Report<sup>1</sup> identified security guard positions as a potential site for license streamlining. According to that report, security guards in Connecticut have a median annual income of \$27,200 and a projected job growth of 6% over the next decade. The report estimated that there will be approximately 250 security guard job openings in Connecticut in the next year.

There are both pros and cons to focusing on security guard licensing. On one hand, the job is relevant to a number of different military occupational specialties (MOS). The IAVA report lists security guard positions as applicable to MOS in the Army, Marine Corps, and Air Force. In the Army and Marine Corps category, the IAVA report ranks security guard as the fifth most likely position to overlap with military training. In the Air Force category, security guard is the third most relevant position (after private investigators and police officers). The job thus has the benefit of coverage and relevance across several different military branches.

However, in comparison to other occupations, the annual salary (\$27,200) for security guards is low. For instance, in Connecticut, telecommunications installers make an annual \$50,300, while crane operators make \$66,500 and police officers make \$64,800. In addition, the

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<sup>1</sup> The Veterans Legal Services Clinic (VLSC) at Yale Law School drafted a report on veterans' employment for IAVA in October 2013. The draft report, which is titled *Transitioning Troops: Aiding Gulf War II Veterans in the Passage from War to the Workplace*, contains statistics on military occupational specialties and the Connecticut labor market. Copies were distributed to the Task Force at the first meeting. Please contact the VLSC law student interns if you would like another copy or more information: matthew.blumenthal@clinics.yale.edu; emma.kaufman@clinics.yale.edu; ryan.podolsky@clinics.yale.edu.

projected job growth for this position is significantly lower than the national average of 19% over the next decade. These statistics begs questions about the utility of focusing on a job with relatively low salaries and sluggish growth.

Nonetheless, the sheer number of annual openings (250) makes this job worth examining further. Only accountants (530) and truck drivers (380) have more annual job openings in Connecticut, and both of those positions have potential drawbacks: in the case of accountants, a low degree of relevance for many military occupational specialties; and in the case of truck drivers, a level of required travel that ex-servicemembers may wish to avoid.

### **III. Licensing Requirements**

Licenses for Connecticut security guards are governed by statute and regulated by the Department of Emergency Services and Public Protection (DESPP). CONN. GEN. STAT. § 29-161q (2013). Pursuant to the relevant statute, security guards must be over eighteen and be “of good moral character.” CONN. GEN. STAT. § 29-161q(a) (2013). The statutory requirements also include completion of an eight-hour training course, the contents of which are described in more detail below, and payment of a \$40 licensing fee. CONN. GEN. STAT. § 29-161q(b)-(c) (2013). In addition, the statute requires potential Connecticut security guards to complete a background check and to pay a separate \$100 application fee. CONN. GEN. STAT. § 29-161q(c) (2013).

The other details of security guard licensing are regulatory rather than statutory. If a person meets the basic age and moral character statutory requirements, he can obtain a security guard license by (1) registering with the DESPP and (2) submitting an application for a Security Officers’ Firearms Permit. Both of those tasks involve their own requirements.

#### **A. DESPP Registration**

Applicants for security guard positions register with the Department of Emergency Services and Public Protection through their private employers. To register an employee, the employer must submit a form (DPS-688-C) to the Connecticut Treasury, along with a \$40 registration fee and a copy of the employee’s security officer’s identification card. This \$40 fee is a statutory requirement and the security officers’ identification card is often referred to as a “blue card” or a “guard card.”

To obtain a “blue card,” a potential security guard must complete an eight-hour course with training in first aid, search and seizure laws, use of force, and basic criminal justice and safety issues. These specific course components are required by law. CONN. GEN. STAT. § 29-161q(b) (2013). Pursuant to that law, the DESPP devises the specific curriculum for these courses and certifies its own instructors, who then offer the courses through the private security companies. To apply to take this course, a potential security guard must submit: an application form (DPS 135-C); two photographs; two fingerprint cards (one state, one FBI); and a total of \$166.50 in fees, which includes a \$100 application fee, a \$16.50 FBI background check fee, and a \$50 Connecticut background check fee. Of those fees, only the \$100 fee is a statutory requirement. CONN. GEN. STAT. § 29-161q(c) (2013). “Blue cards” have a five-year expiration date and recertification costs \$100. That recertification fee, too, is required by statute. *Id.*

To summarize, the process of registering with the DESPP involves completing an eight-hour course, getting a form from your employer, and paying a total of \$206.50 in fees (plus another \$100 every five years).



## **B. Security Officers' Firearms Permit**

The second step in becoming a licensed security guard is completing the application for a security officers' firearms permit, which is required for a position as an armed guard. This application can be submitted by either the applicant or her employer. The application includes: (1) a form (DPS-1030-C); (2) a copy of the applicant's current Connecticut state pistol permit; and (3) a \$62 fee. These requirements are regulatory.

To complete the required form, the applicant must take a security guard firearms course with a certified instructor. (A list of instructors is available on the DESPP website.) That course involves seven hours of classroom instruction and an on-site weapons qualification component. The instructor indicates on the form which weapons the applicant has qualified to carry and sends the form directly to the DESPP. All armed security guards must re-qualify on their weapons each year and must send proof of that requalification to the DESPP to maintain their security guard license. In addition, any security guard license automatically expires with a person's state pistol permit, regardless of when the license was issued.

The guidelines for Connecticut state pistol permits, which are an underlying requirement for this job, are governed by a separate state statute. CONN. GEN. STAT. § 29-28(2013). Pursuant to that law, applicants for pistol permits must be 21 years of age and must be legal residents of the United States. *Id.* To be an armed security guard, a person must then be 21 rather than 18, the age required to become a licensed unarmed private security guard. Felony convictions and certain misdemeanor convictions bar people from obtaining a pistol license, as does hospitalization for "psychiatric disabilities." *Id.* People seeking a pistol license must pay \$70 and must complete a background check and a certified handgun safety course. Permits are good for five years. *Id.*

Thus, to become licensed as an armed security guard, a person must take a seven-hour course, pay a fee, and complete the separate requirements for carrying weapons in Connecticut.

## **IV. Analysis**

There are several ways to streamline this process. It seems highly likely that ex-service members will have already qualified to use certain weapons and will have received training similar to the course required to obtain a "blue card." The Task Force may wish to consider pushing for parity between military training and the "blue card" course, or between military occupational specialties and the seven-hour weapons qualification course. However, one concern is that military training may not encompass the instruction in domestic search and seizure laws that is included in the "blue card" course. In terms of process, changing the "blue card" course requirements would require amending the statute. In contrast, the content of the seven-hour firearms course is regulated by the DESPP.

The Task Force could also consider the value of fee waivers given that the total cost of this process, assuming that a person does not have a Connecticut pistol permit, is \$338.50. Again, that would require statutory amendments, as many of these fees are part of the Connecticut law on security guard licensing. CONN. GEN. STAT. § 29-161q (2013).

## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: October 2, 2013  
RE: Licensing Requirements for Emergency Medical Technicians in Connecticut

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### I. Recommendations:

- Credit appropriate military medical training (corpsman, independent duty corpsman, combat medic, etc.) as a substitute for the educational prerequisite for taking the state written and practical examination.
- Waive the testing fees upon presentation of a DD-214.

### II. Relevance to the Task Force

The latest IAVA Report<sup>1</sup> identified the Emergency Medical Technician (EMT) field as a potential site for license streamlining. According to that report, EMTs in Connecticut have a median annual income of \$37,900, with a projected 110 annual openings over the next decade, for a projected industry growth rate of 16%.

There are both pros and cons to working to streamline licensing requirements for veterans seeking to enter the emergency medical response field. Emergency medical response is an essential service that is poised to grow significantly over the next decade. The career is well compensated, rewarding, and is an excellent gateway to both higher levels of emergency medical response certification, such as paramedic, and to other emergency response careers such as fire fighting.

However, there are relatively few military veterans, in Connecticut or elsewhere, who receive formal medical training. One such group, Naval Corpsmen, represent only 4% of Naval veterans in Connecticut. The total pool of Connecticut Army veterans that were trained in the medical department is about 7%.

Nonetheless, generous annual salary and benefits, the service orientation of the profession, and the steadily growing demand for the service makes this vocation worth examining further. Anecdotal evidence indicates that a considerable number of veterans would have a high level of interest in pursuing careers as EMTs. In addition, many veterans will have already developed several of the soft skills required for EMT work, such as intuiting unity of command and effort, working in adverse conditions, risk management, handling irregular schedules and hours, and selflessness.

### III. Licensing Requirements

Licenses for Connecticut EMTs are governed by Department of Public Health (DPH) regulations.<sup>2</sup> Obtaining an EMT license is a straightforward process. Applicants must be 16 years of age and must pay a licensing fee.<sup>3</sup> Once those requirements are met, there are three routes to obtaining an EMT license. Each route requires that candidates take a written and

practical examination prescribed by the Department and either: 1) complete a training program in-state or out-of-state; 2) hold current certification to perform similar services under a different designation by the National Registry of EMTs (NREMT); or 3) hold a current state nursing or other medical license and complete 25 hours of refresher training.<sup>4</sup>

At present, Army and Air Force medics earn their EMT-Basic certification from the NREMT upon completion of their initial military training.<sup>5</sup> Navy Corpsmen, however, still do not receive NREMT certification. Individuals who received their NREMT certification in the military are exempted from Connecticut's written and practical examinations.

The in-state EMT course is regularly offered by local colleges, community colleges, or accredited independent private training facilities. The courses typically take about 7 weeks to complete and cost roughly \$750.<sup>6</sup> After completing the course, an applicant registers for and takes the state written and practical examination.

#### **IV. Analysis**

The prospect of streamlining licenses for Emergency Medical Technicians provides both opportunities and challenges. Compared to other licenses, health certifications are rigorous. At the same time, the medical topics are fairly standard and training modules for emergency medicine response in the civilian world are similar, though not identical, to training modules for emergency medical response in the military. Since this licensing process is regulatory, any alterations or amendments could be accomplished by the executive branch. Adjusting the education and prerequisite standards could prevent qualified military members who have already received an equivalent training from having to duplicate their training to obtain a civilian license.

Two of the paths for obtaining the prerequisites to the state examination—the in-state training course and a pre-existing state medical qualification—hold the most promise for the Task Force's purposes. Army and Air Force medics should come home to Connecticut with their NREMT certification, and should thus be eligible to apply for state EMT licenses with no additional requirements. The Task Force may want to compare the in-state accredited course curriculum to that of the course that produces Navy Corpsmen and substitute the completed military course.<sup>7</sup> If such accommodations were made, the applicant would still be subject to the state written and practical examination, passage of which would serve as confirmation of the adequacy of the military equivalent.

Overall, this process provides ample room to streamline licensing to credit military experience. The quickest reform would be to instruct the DOH to accept certain military occupational specialties (MOS) in place of educational, training, or other state-licensed healthcare provider qualifications that provide the pre-requisite to the written and practical EMT examination. The Task Force could also consider recommending fee waivers upon presentation of a DD-214. This would be a simple and effective way to channel veterans with medical and medical emergency response skills into a growing segment of the Connecticut labor market.

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#### **REFERENCES & NOTES**

<sup>1</sup> The Veterans Legal Services Clinic (VLSC) at Yale Law School drafted a report on veterans' employment for IAVA in October 2013. The draft report, which is titled *Transitioning Troops: Aiding Gulf War II Veterans in the Passage from War to the Workplace*, contains statistics on military occupational specialties and the Connecticut labor market. Copies were distributed to the Task Force at the first meeting. Please contact the VLSC law student

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interns if you would like another copy or more information: [matthew.blumenthal@clinics.yale.edu](mailto:matthew.blumenthal@clinics.yale.edu); [emma.kaufman@clinics.yale.edu](mailto:emma.kaufman@clinics.yale.edu); [ryan.podolsky@clinics.yale.edu](mailto:ryan.podolsky@clinics.yale.edu).

<sup>2</sup> Department of Public Health Regulations, Office of Emergency Medical Services, § 19-179-17a(b) (2013)

<sup>3</sup> State of Connecticut Department of Public Health Emergency Medical Responder License Application, [http://www.ct.gov/dph/lib/dph/ems/pdf/forms/emsapp2a\\_\(3\)\\_fillable\\_\\_09\\_14\\_2012.pdf](http://www.ct.gov/dph/lib/dph/ems/pdf/forms/emsapp2a_(3)_fillable__09_14_2012.pdf), 2013

<sup>4</sup> Department of Public Health Regulations, Office of Emergency Medical Services, § 19-179-17a(b) (2013).

<sup>5</sup> DoD Credentialing and Licensing Task Force, Military Affairs Task Force National Conference of State Legislators, December 4, 2012.

<sup>6</sup> See Department of Public Health, Office of Emergency Services, EMS Course Listings, [http://www.ct.gov/dph/lib/dph/ems/pdf/training/Course\\_Report\\_2013\\_09\\_27.pdf](http://www.ct.gov/dph/lib/dph/ems/pdf/training/Course_Report_2013_09_27.pdf) and various courses offered through community colleges, such as Manchester Community College, <http://www.mcc.commnet.edu/continuing/pdf/EMTflyer.pdf>.

<sup>7</sup> The Task Force may want to examine the state's requirements for accrediting EMT courses (what specific modules/courses are required, and the number of hours of instruction in each) along with the course curriculum for the relevant military medical training (Navy corpsmen and independent duty corpsmen, Army medics and equivalents, and Air Force medics).

## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 2, 2013  
RE: Licensing Requirements for Firefighters in Connecticut

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### I. Recommendations:

- Direct the Connecticut Fire Academy to issue the appropriate level certification to Connecticut veterans trained in fire response.
- Streamline EMT licensing requirements (*see* Memorandum: Licensing Requirements for Emergency Medical Technicians in Connecticut).
- Waive the fee required for Connecticut veterans to take the CPAT and encourage them to take the test as soon as or even before they separate from the military.

### II. Relevance to the Task Force

The latest IAVA Report<sup>1</sup> identified firefighting as a potential area for license streamlining. According to the report, firefighters in Connecticut have a median annual income of \$58,400, with a projected 100 annual openings over the next decade, for a projected annual industry growth rate of 8% over 10 years.

There are both pros and cons to focusing on transitioning veterans to licensed Connecticut firefighters. On the one hand, the job is an essential service and is poised to grow steadily over the next decade. A career as a firefighter entails good compensation and benefits. Of all of the professions and vocations listed in the report, only police officers have a higher salary. Finally, anecdotal evidence indicates that it is a highly sought after career path for many returning veterans because of its service orientation, difficulty, camaraderie, and compensation. However, there are relatively few military veterans, in Connecticut or elsewhere, who receive specific fire control and firefighting skills.

Nonetheless, generous annual salary and benefits, the service orientation of the profession, and the steadily growing demand for the service makes this vocation worth examining further. As with policing, anecdotal evidence indicates that a considerable number of veterans would have a high level of interest in pursuing careers as firefighters. In addition, many veterans will already have several of the soft skills required for this occupation, such as intuiting unity of command and effort, working in adverse conditions, risk management, handling irregular schedules and hours, and selflessness.

### III. Licensing Requirements

Firefighting is managed locally. There are no statewide legislative or administrative licensing requirements to become a firefighter and most of Connecticut's 169 cities and towns set their own entrance requirements.<sup>2</sup>

Although there are no statewide requirements imposed on fire departments, most seek candidates who: 1) are high school graduates 2) have valid driver's licenses 3) are generally physically fit, and 4) have taken courses at Connecticut Fire Academy.<sup>3</sup> Interviews with leadership at one Connecticut Fire Department revealed that EMT/Paramedic certification was a highly sought after skill by many departments, and a prerequisite to being hired by some.<sup>4</sup> EMT certifications cost \$800 and up and take about 7 weeks to complete.<sup>5</sup>

In addition, some fire departments require that candidates demonstrate a requisite level of physical fitness by taking and passing the Candidate Physical Aptitude Test (CPAT).<sup>6</sup> The CPAT is administered through the Connecticut Fire Academy at the CPAT Center in Meriden, Connecticut. The CPAT is a pass/fail test of physical preparedness and agility with a fee of \$150.<sup>7</sup> Although the test is not always a prerequisite for applying to a particular town's fire department, passing the test is looked upon favorably.<sup>8</sup>

The Connecticut Fire Academy offers various levels of certification and training, but none are required by the state in order to be hired by a department. Once applicants are hired by a fire department, they attain the certification level required by their department. Moreover, there are no statewide minimum requirements. Regardless of the department's requirements for hiring, each department is responsible for equipping its firefighters with the skills they need through both formal training, such as the Connecticut Fire Academy, and on-the-job training and mentorship.<sup>9</sup> In order to attend the formal training offered by the Connecticut Fire Academy students must be 18 and have a high school diplomas or GED.<sup>10</sup>

#### **IV. Analysis**

While there are no statewide statutory or administrative requirements for being hired into a fire department, the Task Force should aim to help Connecticut veterans with military firefighting training receive the appropriate level of certification from the Connecticut Fire Academy. These former service members would be highly attractive candidates.

Candidates without fire fighting experience would benefit from taking courses in firefighting prior to applying for positions. The Task Force should examine the GI Bill rules on firefighting courses to determine which Connecticut courses can receive these funds. Streamlining EMT certification for medically trained service members would also help veterans meet the minimum hiring requirements at some fire departments. EMT streamlining will enable veterans to be stronger candidates even where the certification is not a pre-requisite to hiring.

Finally, many former service members leave the service with a high level of physical preparedness. Allowing them access to the CPAT with a reduced or waived fees, or simply alerting veterans to the test as they exit the military, would advantage both candidates and fire departments. A career in firefighting may appeal to a broad cross section of veterans, including those who enjoy high levels of physical fitness and have prior medical training. State assistance in taking the CPAT and streamlining EMT licensing procedures would benefit Connecticut military veterans, even who were not formally trained as military firefighters. Connecticut currently has a *Vets to Firefighter* effort that provides information about the hiring process to interested veterans. This program would be an excellent platform for further efforts to ease the transition from the military to a career in firefighting.

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## REFERENCES & NOTES

<sup>1</sup> The Veterans Legal Services Clinic (VLSC) at Yale Law School drafted a report on veterans' employment for IAVA in October 2013. The draft report, which is titled *Transitioning Troops: Aiding Gulf War II Veterans in the Passage from War to the Workplace*, contains statistics on military occupational specialties and the Connecticut labor market. Copies were distributed to the Task Force at the first meeting. Please contact the VLSC law student interns if you would like another copy or more information: [matthew.blumenthal@clinics.yale.edu](mailto:matthew.blumenthal@clinics.yale.edu); [emma.kaufman@clinics.yale.edu](mailto:emma.kaufman@clinics.yale.edu); [ryan.podolsky@clinics.yale.edu](mailto:ryan.podolsky@clinics.yale.edu).

<sup>2</sup> Commission on Fire Prevention and Control, Department of Emergency Services and Public Protection, <http://www.ct.gov/cfpc/cwp/view.asp?a=2529&Q=315532>, October 2013.

<sup>3</sup> Commission on Fire Prevention and Control, Department of Emergency Services and Public Protection, <http://www.ct.gov/cfpc/cwp/view.asp?a=2529&Q=315532>, October 2013.

<sup>4</sup> Deputy Chief Paul Sandela, New Haven Fire Department, Phone Interview on October 10, 2013.

<sup>5</sup> See the Memo on EMTs that was submitted to the Task Force along with this memo.

<sup>6</sup> Commission on Fire Prevention and Control, Department of Emergency Services and Public Protection, <http://www.ct.gov/cfpc/cwp/view.asp?a=826&Q=246722&cfpcPNavCtr=#30585>, October 2013.

<sup>7</sup> Commission on Fire Prevention and Control, Department of Emergency Services and Public Protection, <http://www.ct.gov/cfpc/cwp/view.asp?a=826&Q=246722&cfpcPNavCtr=#30585>, October 2013.

<sup>8</sup> Deputy Chief Paul Sandela, New Haven Fire Department, Phone Interview on October 10, 2013.

<sup>9</sup> Local fire departments determine the level of certification that they require each member of their department to attain. The Commission on Fire Prevention and Control offers fire service certification on a voluntary basis. Connecticut Commission on Fire Prevention and Control Fire Service Certification, Frequently Asked Questions, September 2010 (Revised November 2012).

<sup>10</sup> The Department of Emergency Services and Public Protection, Connecticut Fire Academy, Recruit Firefighter Program, Information Sheet.

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**INTEROFFICE MEMORANDUM**

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**TO:** KENT CARLSON AND MICHAEL WISHNIE, CO-CHAIRS, TASK FORCE STUDY THE USE OF MOS SPECIALTY TRAINING AS A SUBSTITUTE FOR STATE LICENSING REQUIREMENTS  
**FROM:** WILLIAM TRISLER, DIRECTOR OF CERTIFICATION  
**SUBJECT:** CERTIFICATION REQUIREMENTS FOR FIREFIGHTERS IN CONNECTICUT  
**DATE:** DECEMBER 16, 2013  
**CC:** JEFFREY J. MORRISSETTE, STATE FIRE ADMINISTRATOR  
ADAM D. PISKURA, DIRECTOR OF TRAINING

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1. Recommendations:

a. Fire Fighter MOS possession by a Veteran

- The Commission on Fire Prevention and Control (CFPC) has procedures in place to grant reciprocity to veterans with National Board on Fire Service Professional Qualifications (Pro Board) or International Fire Service Accreditation Congress accredited certifications for 40 levels of certification. The U.S. Department of Defense Firefighter Certification System currently grants certification for 32 levels accepted by Connecticut. Reciprocity is granted to veterans that present proof of DOD certification and are a member of a Connecticut fire department.
- Reciprocity does not grant state certification, but does enter the individual into the Connecticut Certification System at the advanced level. Individuals with reciprocity that choose to pursue state certification, and are a member of a fire department, may challenge the certification examination.
- Currently, the U.S. Army and the U.S. Air Force have firefighter-training programs that lead to certification through the DOD Certification System. The U.S. Navy and U.S. Marine Corps do not have firefighter-training programs that qualify for certification.
- Certification requirements for an entry-level fire fighter are mandated through contractual requirements and organizational agreements of the various municipalities and fire districts. Requirements vary.
- The CFPC does not actually recruit, select, or employ veterans or anyone else for firefighting duties. Therefore, in order to increase veteran hiring, methods to increase preference in hiring for local agencies and municipalities need to be implemented.

b. Completion of the Connecticut Fire Academy Fire Fighter Recruit Program does not guarantee that a veteran will be hired. There are a number of disqualifying factors for employment as a firefighter that a veteran may possess.

c. Recruit training is physical and demanding. As a result, injuries can and do occur. How will the veteran be covered by insurance if a loss of work injury occurs if a municipality does not cover the veteran?



d. There is a financial impact on the veteran in excess of \$3000.00, for required Personal Protective Equipment (PPE). It should be noted that PPE might be damaged beyond repair through no fault of the recruit. How this expense would be addressed is unclear, if a municipality does not sponsor the veteran.

e. Waive Candidate Physical Ability Test Fee

- The Candidate Physical Ability Test (CPAT) is administered on a cost-recovery basis. The CPAT was created in-house using revenues derived from student fees and tuition deposited in the Connecticut Fire Academy's restricted extension and auxiliary accounts. Appropriations by the General Assembly would be required to match the shortfall in revenue created by offering a no-fee CPAT.

## 2. Conclusion

The CFPC would most likely strongly support efforts to enable hiring of veterans in firefighting positions more readily and work to facilitate this process within the requirements of the profession.

## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 1, 2013  
RE: Licensing Requirements for Electricians in Connecticut

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### I. Recommendations

- DCP should promulgate a regulation stating that veterans with sufficient electrical training are exempt from the electricians' qualifying exam, or the Connecticut Legislature should amend CONN. GEN. STAT. § 20-333 (2011) to require DCP to recognize military training when issuing electricians' licenses.
- Veterans should receive the appropriate electrical license upon presentation of a DD-214 or another DoD form documenting relevant military experience.
- DCP should implement a fee waiver for veterans with electrical skills who are applying to become licensed electrical journeypersons or contractors.

### II. Relevance to the Task Force

The licensing of electricians is ripe for Task Force review. According to the most recent report prepared for Iraq and Afghanistan Veterans of America (IAVA) by the Veterans Legal Services Clinic (VLSC) at Yale Law School,<sup>1</sup> electricians in Connecticut have a median annual income of \$55,700, which is higher than the national median of \$49,800. In Connecticut, the projected job growth in this industry is 15% over the next decade. The comparable national projection is 23% over the same period. The IAVA report estimates that there are 270 annual openings for electricians in Connecticut. In comparison to other occupations, such as HVAC Mechanics (140) and Telecommunications Equipment Installers (60), this number is high.

In terms of applicability to military training, the IAVA report lists electrician as an occupation relevant to both the Navy and the Air Force. According to that report, electrician is the 17th most relevant occupation for Navy veterans and the 5th most relevant occupation for Air Force veterans. Thus, there is likely to be overlap with a number of different military occupational specialties (MOS).

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<sup>1</sup> The Veterans Legal Services Clinic (VLSC) at Yale Law School drafted a report on veterans' employment for IAVA in October 2013. The draft report, which is titled *Transitioning Troops: Aiding Gulf War II Veterans in the Passage from War to the Workplace*, contains statistics on military occupational specialties and the Connecticut labor market. Copies were distributed to the Task Force at the first meeting. Please contact the VLSC law student interns if you would like another copy or more information: matthew.blumenthal@clinics.yale.edu; emma.kaufman@clinics.yale.edu; ryan.podolsky@clinics.yale.edu.

### III. Licensing Requirements

There are two general categories of electrical licenses in Connecticut: (1) electrical contractors, who may work independently and employ other electricians and (2) electrical journeypersons, who may only work in the employ of a licensed electrical contractor. Both categories of electrical licenses are regulated by the Connecticut Department of Consumer Protection (DCP), and specifically, by an Electrical Work Examining Board within the DCP. The DCP is empowered by statute to issue electrical licenses with the consent of the Commissioner of Consumer Protection. CONN. GEN. STAT. § 20-333 (2011). The relevant statutory requirements for electrical licenses are that the applicant must: (1) be 18 years of age; (2) be of good moral character; (3) possess an eighth grade diploma or have the equivalent required skills for the trade. *Id.* Beyond those requirements, much of this licensing scheme is regulatory.

The process for obtaining an electrical license depends on what type of electrical work the applicant wants to conduct. There are five general types of electrical licenses in Connecticut:

1. Limited Electrical (C-5, C-6 licenses): limited to low-voltage, alarm, or signal work, audio and sound systems, and telephone-interconnect systems
2. Unlimited Electrical (E-1, E-2 licenses): permitted to do all electrical work as defined by statute, including installing and repairing and wire or cable. CONN. GEN. STAT. § 20-330(2) (2011).
3. Electrical Lines (L-1, L-2 licenses): limited to work on line construction, installation and maintenance
4. Limited Electrical (L-5, L-6 licenses): limited to low voltage not including telephone-interconnect systems
5. Limited Electrical (T-1, T-2 licenses): limited to telephone-interconnect systems

Within each of these five types of licenses, there is one specific license for a contractor (the lower numbered license) and one for a journeyperson (the higher numbered license).

In general, the requirement to become a licensed contractor in any of these five categories is two years of experience as a journeyperson or six years of equivalent experience and training. To become a licensed journeyperson in each category, an applicant needs to complete either a registered apprenticeship program or four years of equivalent experience and training. To become a fully licensed independent electrician, you would thus typically progress through an apprenticeship program to a journeyperson license to a contractor license. However, there are clear opportunities to credit equivalent experience throughout that occupational track.

The apprenticeship program for electricians, which often the first step in the licensing process, is regulated by the Connecticut Department of Labor (DOL) and is governed by a separate statute. CONN. GEN. STAT. § 31-22 (2013). To become an electrical apprentice, a potential electrician must register with the DOL, which is typically done through the apprentice's sponsor. The apprentice and her sponsor then draft an agreement regarding the on-site and classroom instruction that the apprenticeship will entail. That agreement—which is essentially a private contract—is submitted for approval to the Chair of the Connecticut Apprenticeship Council, which sits within the DOL. The Apprenticeship Council is empowered by statute to promulgate regulations regarding the minimum standards for each apprenticeship. CONN. GEN. STAT. § 31-32(0) (2013). Once the Council approves an apprenticeship contract, the apprentice is issued an apprentice ID card. At the end of the apprenticeship period, the sponsor notifies the DOL via a form (AT-22) and the DOL sends the apprentice a certificate of completion.

The process for obtaining an electrician's license is straightforward after that point. Pursuant to DCP regulations, to become a licensed electrician, a person must submit a notarized application to PSI Licensure, a Las Vegas-based company that has a contract with DCP to administer the Connecticut electrical licensing exam. The application consists of a cover form, a fee (\$150 for contractors; \$90 for journeypersons), and several additional documents. For potential contractors, those documents include a photocopy of the applicant's current journeyperson license and proof that he has held the license for the required two-year period. For potential journeypersons, the required document is a copy of the certificate of apprenticeship completion from the DOL.

Once the applicant has submitted those documents by mail, she receives an eligibility postcard from PSI Licensure, which tells her which exam she has qualified to take. The applicant then registers for the exam, which is offered at a number of different locations in Connecticut. Depending on her score, she will qualify for one of the five types of electrical licenses. To finally obtain the license, the applicant must submit a copy of her score report to the DCP.

In sum, the process for obtaining an electrical license involves an apprenticeship or other training period of several years and an in-person exam.

#### **IV. Analysis**

This licensing process is largely discretionary. The Department of Consumer Protection is permitted by statute to recognize equivalent training and experience when issuing electrical licenses. According to the brochure published by PSI Licensure, when applying to take the electrical exam, a person may submit notarized statements from any occupational related employers testifying to the dates of employment and the degree of related education obtained therein. These statements can be submitted in place of otherwise required application documents, and they may enable an applicant to test for a more advanced electrician's license. If the application for recognition of previous occupational training is denied, DCP sends the applicant a "deficiency letter" with further directions.

This flexible process provides ample room to streamline licensing to credit military experience. The quickest reform would be to have the DCP accept certain MOS ratings in place of letters from military employers regarding previous electrical training experience. The Task Force could also consider fee waivers, and even a complete waiver of the electrician's exam score upon presentation of a DD-214. This would be a simple and effective way to channel veterans with electrical skills into a growing segment of the Connecticut labor market.

## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 1, 2013  
RE: Licensing Requirements for HVAC Technicians in Connecticut

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### I. Recommendations

- DCP should promulgate a regulation stating that all veterans with sufficient training are exempt from the HVAC qualifying exam, or the Connecticut Legislature should amend CONN. GEN. STAT. § 20-332 (2011) to require DCP to recognize military training when issuing HVAC licenses.
- Veterans should receive the appropriate HVAC license upon presentation of a DD-214 or another DoD form documenting relevant military experience.
- DCP should implement a fee waiver for veterans with HVAC skills who are applying to become licensed HVAC journeypersons or contractors.

### II. Relevance to the Task Force

The licensing of Heating, Air Conditioning, and Refrigeration Mechanics and Installers (“HVAC Technicians”) is highly relevant to the work of the Task Force. According to the most recent IAVA report,<sup>1</sup> HVAC Technicians in Connecticut have a median annual income of \$54,300, which is higher than the national median of \$43,600. In Connecticut, the projected job growth in this industry is 18% over the next decade. The comparable national projection is 34% over the same period. The IAVA report estimates that there are 140 annual openings for HVAC Technicians in Connecticut.

In terms of applicability to military training, the IAVA report lists HVAC Technician as an occupation relevant to both the Navy and the Air Force. According to that report, HVAC Technician is the 4th most relevant occupation for Navy veterans and the 12th most relevant occupation for Air Force veterans.

### III. Licensing Requirements

The licensing structure for HVAC Technicians in Connecticut is similar to the process for electricians, another occupation regulated by the Department of Consumer Protection (DCP). As in that job sector, there are two general categories of HVAC licenses: (1) contractors, who work independently and may employ other HVAC Technicians; and (2) journeypersons, who are licensed to work only in the employ of a contractor. Both categories of HVAC licenses are

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<sup>1</sup> The Veterans Legal Services Clinic (VLSC) at Yale Law School drafted a report on veterans’ employment for IAVA in October 2013. The draft report, which is titled *Transitioning Troops: Aiding Gulf War II Veterans in the Passage from War to the Workplace*, contains statistics on military occupational specialties and the Connecticut labor market. Copies were distributed to the Task Force at the first meeting. Please contact the VLSC law student interns if you would like another copy or more information: matthew.blumenthal@clinics.yale.edu; emma.kaufman@clinics.yale.edu; ryan.podolsky@clinics.yale.edu.

regulated by the Heating, Cooling, Piping and Sheet Metal Work Board within the Connecticut Department of Consumer Protection (DCP).

The DCP is empowered by statute to issue HVAC licenses with the consent of the Commissioner of Consumer Protection. CONN. GEN. STAT. § 20-332 (2011). The specific powers and duties of the Licensing Board are enumerated in the statute, which states that the Board “shall recommend regulations” to establish licenses and “may adopt regulations” that credit previous work experience. CONN. GEN. STAT. § 20-332(a) (2011); *see also* CONN. GEN. STAT. § 21a-7 (2011). The licensing scheme for HVAC Technicians is thus largely regulatory, and the statute currently permits—but does not mandate—the Board to consider prior training.

The DCP has promulgated regulations for three general categories of HVAC licenses: (1) Gas and Oil Burner Licenses (“B” Licenses); (2) Warm Air, Air Conditioning, Refrigeration, and Cooling Licenses (“D” Licenses); (3) Heating, Piping, Cooling, Hot Water, and Steam Licenses (“S” Licenses). Within those three general categories, there are several license subtypes:

- B-1 & B-2, Limited Gas and Oil Burner Licenses: may only install, service or repair gas or oil burners for domestic and light commercial installations
- B-3 & B-4, Limited Gas and Oil Burner Licenses: may install, service, and repair gas or oil fired burners
- D-1 & D-2, Limited Warm Air, Air Conditioning, and Refrigeration Licenses: may install, repair, replace, maintain, or alter any warm air, A/C, or refrigeration system
- D-3 & D-4, Limited Cooling Licenses: may install, repair, replace, maintain or alter all refrigeration systems
- G-1 & G-2, Limited Heating, Piping, and Cooling Licenses: may install, repair, alter, and maintain gas piping systems and approved gas appliances
- S-1 & S-2, Unlimited Heating, Piping, and Cooling Licenses: may do all heating, piping, and cooling work as defined by CONN. GEN. STAT. § 20-330 (2011).
- S-3 & S-4, Limited Heating, Cooling, and Piping Licenses: may install, repair, replace, maintain or alter any apparatus for heating systems and boilers
- S-5 to S-10, Limited Heating, Hot Water, and Steam Licenses: may only do work on hot water or steam heating systems for certain buildings. The building specifications determine the appropriate license.

In each of these categories, the contractor license has a corresponding journeyman license. In general, to qualify as a contractor, a person must have either two years experience as a properly licensed HVAC journeyman or an equivalent amount of experience and training. To become a journeyman, a person must have completed the relevant Department of Labor (DOL) Apprenticeship or have equivalent experience and training. These regulations explicitly acknowledge that DCP may credit training and experience outside of the DOL Apprenticeship program.

Once a person has the requisite training and experience, the process for obtaining an HVAC license is straightforward. To get the license, a candidate must submit a notarized application to PSI Licensure, a Las Vegas-based company that has a contract with DCP to administer the Connecticut HVAC licensing exam. That application consists of a cover form, a fee (\$150 for contractors; \$90 for journeymen), and several additional documents. For contractors, those documents include a photocopy of the applicant’s current journeyman license and proof that he has held the license for the required two-year period. For

journeypersons, the required document is a certificate of apprenticeship completion from the DOL. In both license categories, candidates can submit letters from previous employers describing relevant work experience in place of the otherwise required documents.

Once the applicant has submitted the paperwork by mail, she receives an eligibility postcard from PSI Licensure, which tells her which exam she has qualified to take. The applicant then registers for the exam, which is offered at a number of different locations in Connecticut. Depending on her score, she will qualify for one of the types of HVAC licenses. In general, contractors must pass both the business and trade portions of the exam, while journeypersons need only pass the trade portion. To finally obtain the license, the applicant must submit a copy of her score report to the DCP.

#### **IV. Analysis**

This flexible and discretionary licensing process creates ample room to credit military experience. The Department of Consumer Protection is empowered by statute to regulate the specific requirements for HVAC licenses. DCP already credits previous training on a case-by-case basis. One reform would be to have DCP promulgate a clear, bright-line regulation stating that military experience “shall” count toward HVAC licenses. Alternatively, the Task Force could consider instructing the DCP (and through it, PSI Licensure) to accept certain MOS ratings in place of letters from military employers regarding previous HVAC training experience. Finally, the Task Force could explore fee waivers, or even a complete waiver of the HVAC exam score upon presentation of a DD-214 or another DoD form documenting the relevant military experience.

## **MEMORANDUM**

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 1, 2013  
RE: Licensing Requirements for Commercial Drivers Licenses

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### **I. Recommendations**

- The Connecticut State Legislature should change CONN. GEN. STAT. § 14-36(e) from a permissive (“may issue”) to a mandatory (“shall issue”) standard.
- The Connecticut Department of Motor Vehicles (DMV) should exempt veterans from knowledge test fees for licenses and endorsements for vehicles representative of those that the government has already licensed the veteran to operate.
- The DMV should eliminate the requirement that a veteran has a government license that allows him or her to operate a vehicle with at least 26,001 lbs. GVWR in order to be eligible for the skills test exemption.
- The DMV should eliminate the requirement that a veteran provides a letter from his or her commanding officer indicating which CDL class the veteran is licensed to operate given his or her military experience.
- DMV should amend its eligibility criteria for the military skills test exemption so that they are directly in line with those in the federal regulation (49 C.F.R. § 383.77(b)).

### **II. Relevance to the Task Force**

This memo examines licensing practices for both Connecticut Heavy/Tractor-Trailer Drivers and Transit and Intercity Bus Drivers. According to the CVLC Report,<sup>1</sup> Connecticut Heavy/Tractor-Trailer Drivers receive a median annual income of \$42,300, which is higher than the national median income for the field (\$38,200), although still relatively low for the jobs listed in the report. The industry is expected to experience a job growth of 10% in Connecticut and 21% nationally over the next decade. This growth is projected to produce 380 openings annually in Connecticut and 64,940 job openings nationwide. Heavy/Tractor-Trailer Drivers is the occupational category with more Connecticut annual job openings than any other except Accountants (530). This occupation has the additional virtue of cutting across many MOS skill backgrounds in all of the military services. It is the civilian license with the highest number of Marine Corps and Army veterans with a potentially related MOS, and with the eighth-highest number of Navy veterans.

Transit and Intercity Bus Driver represents the civilian occupation with the sixth-most Army and Marine Corps veterans with a potentially relevant MOS. Transit and intercity bus drivers in Connecticut make a median income of \$44,500, which is on the lower end of the job areas listed in the report but is significantly higher than the nationwide median income of \$36,600. Over the next ten years, job openings for this class of drivers are expected to grow by 10% in Connecticut and 15% nationwide. The CVLC Report estimates that this growth will translate in 50 new job openings per year in Connecticut and 6,350 new jobs nationwide.



### III. Licensing Requirements

#### a. Federal Requirements

Licensing for Heavy/Tractor-Trailer Drivers in Connecticut is governed by both federal and state statutes and regulations. Federal regulations mandate that in order to work as a driver of any commercial motor vehicle (CMV), an individual must have a Commercial Driver's License (CDL).

There are three classes of CDL issued in Connecticut. As listed in Connecticut Agency Regulation 246 C. § 14-44d(b), they include:

1. Class A - Any combination of vehicles with a gross vehicle weight rating (GVWR) of 26,001 lbs. or more, provided the GVWR of the vehicle being towed is in excess of 10,000 lbs.
2. Class B - Any single vehicle with a GVWR of 26,001 lbs. or more, and any such vehicle towing a vehicle not in excess of 10,000 lbs.
3. Class C - Any single vehicle with a GVWR of less than 26,001 lbs. or any such vehicle towing a vehicle with a GVWR not in excess of 10,000 lbs. comprising:
  - a. Vehicles designed to transport 16 or more passengers, including the driver, or designed to transport more than 10 passengers, including the driver, and used to transport students under the age of 21 years to and from school; and
  - b. Vehicles used to transport hazardous materials which are required to be placarded in accordance with 49 C.F.R. § 172, subpart F, as amended.

Federal regulations mandate that in order to obtain a CDL, the applicant must pass a driving or skills test in accordance with “the standards contained in [detail in] subparts F, G, and H” and taken “in a motor vehicle that is representative of the type . . . the person operates or expects to operate; or provide evidence that he/she has successfully passed a driving test administered by an authorized third party.”<sup>2</sup> If the applicant plans to operate a vehicle that requires special endorsements, the applicant is required to pass additional tests, including a knowledge test for double or triple trailers, tank vehicles, or vehicles that carry hazardous materials.<sup>3</sup> In order to obtain a license for either a passenger vehicle or a school bus, the applicant must perform additional knowledge and skills tests applicable to the “P” or “S” endorsements, respectively.<sup>4</sup>

There are several additional requirements beyond these knowledge and skills tests. First, CDL applicants must provide proof of citizenship or lawful permanent residency.<sup>5</sup> Applicants must also show proof that the “State to which application is made is his/her State of domicile.”<sup>6</sup> In addition, the applicant must provide all medical documentation required by the state, which at a minimum includes an original or copy of a medical examiner's certificate.<sup>7</sup> Finally, the applicant must also surrender his or her non-CDL driver's license.<sup>8</sup>

The federal regulations governing CDLs already allow states to waive the driving skills test may be waived “for a CMV driver with military CMV experience who is currently licensed at the time of his/her application, and substituted with an applicant's driving record in combination with certain driving experience,” provided that the applicant is regularly employed in a position requiring operation of a CMV or was within the last 90 days in a military, that he or she was exempt from state CDL requirements while on duty in that position, and that for at least

the 2 years immediately preceding discharge from the military, the applicant was operating a CMV representative of the one “he/she operates or expects to operate.”<sup>9</sup>

The regulations also impose some affirmative restrictions that apply to those eligible for the military exemption. Within the previous two years, the applicant must not have had more than one license (apart from a military license), had his or her license suspended, revoked, or canceled; must have no major or multiple serious disqualifying offenses as specified in § 383.51, no convictions for a violation of military, state, or local law relating to traffic control as the result of an accident, and no record of an accident in which he or she was at fault.<sup>10</sup>

An expansion of the federal exemption for military personnel would require notice and comment rulemaking. Under the Commercial Motor Vehicle Safety Act of 1986, the Department of Transportation (DOT) may “grant to a person or class of persons an exemption from a regulation prescribed” under the statute if the DOT finds that “such exemption would likely achieve a level of safety that is equivalent to, or greater than, the level that would be achieved absent such exemption.”<sup>11</sup> Exemptions and changes to exemptions are required to go through notice and comment rulemaking.<sup>12</sup>

## **b. Connecticut State Requirements**

To apply for a CDL in Connecticut, the applicant must present a valid Connecticut Driver’s License, along with his or her social security card or most recent W-2 form, a physical examination made by a medical examiner made within two years of the application date, and a completed Application for Commercial Driver’s License (DMV Form R-229a). The applicant must be 21 years old to drive interstate or carry hazardous materials; otherwise he or she must be at least 18.

The applicant is required to take the General Knowledge Test, Air Brakes and Combination Tests as applicable, any applicable Endorsement Tests, and a Skills Test. Testing is only offered at DMV Hub offices. The General Knowledge Test consists of 30 questions, and 24 correct answers constitutes a passing score. Each Endorsement Test consists of 10 questions, and 8 must be answered correctly to pass. There are additional requirements for obtaining a Hazardous Materials Endorsement or a Public Passenger Endorsement.

Like many other states, Connecticut has adopted the CDL Skills Test Exemption for Military Applicants. The statute provides that the Commissioner “may waive part or all of the examination” for any applicant “honorably separated from the United States armed forces who applies within two years following the separation and who, prior to the separation, held a military operator’s license for motor vehicles of the same class as that for which such applicant has applied.”<sup>13</sup>

In practice, this exemption is applied more narrowly, largely in accordance with the federal requirements. The exemption applies only to the Skills Test and does not include any of the testing requirements for being licensed to drive hazardous materials. Military applicants eligible for the exemption must still pass the required knowledge test for the vehicle type, although they are not charged the test fee if they are on active duty status or “meet the current military fee exemption criteria.” No readily available published articulation of the “current military fee exemption criteria” exists.<sup>14</sup>

In addition to the aforementioned documents, Connecticut CDL applicants who are veterans must also provide a valid U.S. Government Motor Vehicle Operator Identification Card, a Military Identification Card or DD-214, a letter from their commanding officer indicating

which CMV class is representative of the military vehicle the applicant is licensed to operate, a fee waiver form, a color photograph, proof of social security number, and a certification form that is issued at the branch office. The Government License must indicate the types of vehicles and vehicle capacity that the applicant is licensed to operate, and the capacity must be at least 26,001 lbs. GVWR.<sup>15</sup>

According to the Connecticut DMV website, in order to qualify for the exemption, the applicant must also “have operated a vehicle representative of the commercial motor vehicle that they currently operate or expect to operate for at least two (2) years immediately preceding this application for the CDL.” The website also states that “evidence must be included such as: a letter from the applicant’s employer; or test results from another state.” If the applicant cannot make such a showing, the applicant may instead demonstrate that “regularly employed in a job requiring operation of a CMV and have either previously taken and passed a skills test given by a State with a classified licensing and testing system and that the test was behind the wheel in a representative vehicle for the applicant’s license classification.” No basis for these policies could be found in any Connecticut regulation. They seem to be an imprecise summary of the federal requirements.

#### **IV. Analysis**

Although the number of Heavy/Tractor-Trailer and Transit and Intercity Bus Driver openings make them very attractive fields for the attention of the Task Force, there is limited room for reform available at the state level. The Connecticut statute for military exemptions to CDL licensing requirements gives the maximum exemption for veterans that the federal regulations allow. The only way to improve the statute would be to change it from a permissive (“may issue”) to a mandatory (“shall issue”) standard, which would make permanent a regime that maximizes the exemption allowed by the federal regulation.<sup>16</sup>

In addition, there are several minor adjustments that can be made to Connecticut DMV policies to streamline military veterans’ access to CDLs. First, the DMV could exempt all eligible veterans from the knowledge test fee independent of the “military fee exemption criteria,” and possibly from all test and filing fees. The DMV could also eliminate the requirement that a veteran has a government license that allows him or her to operate a vehicle with at least 26,001 lbs. GVWR, and instead could require only that the government license be for a vehicle representative of the one the veteran plans to operate. This amendment would open the exemption to veterans with government licenses for vehicles representative of Class C vehicles only.

The DMV could also eliminate the requirement that a veteran provides a letter from his or her commanding officer indicating the CDL class associated with the military vehicle the veteran is licensed to operate. Obtaining a letter from a commanding officer post-discharge can often be quite onerous. Instead, DMV should require only a letter from a military officer, and coordinate with the nearest Connecticut military unit to allow the veteran to obtain that letter. Finally, the DMV could also change its policy, as enunciated in the last paragraph of the previous section, so that it is more directly in line with the federal regulation. None of these policies are mandated by any federal or Connecticut statute or regulation. Changing them would therefore require merely convincing the agency to do so, amending the website, and ensuring that the information is widely disseminated.

In order to expand the scope of the Connecticut state military exemption regime, the federal regulations would also have to be changed. A petition for rulemaking seeking to expand

the military exemption would have to be submitted to the DOT, go through notice and comment rulemaking, and then be adopted and promulgated by the agency.

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## REFERENCES & NOTES

<sup>1</sup> The Veterans Legal Services Clinic (VLSC) at Yale Law School drafted a report on veterans' employment for CVLC in October 2013. The draft report, which is titled *Denying Credit: The Failure to Transition Troops to Civilian Employment*, contains statistics on military occupational specialties and the Connecticut labor market. Copies were distributed to the Task Force at the first meeting. Please contact the VLSC law student interns if you would like another copy or more information: matthew.blumenthal@clinics.yale.edu; emma.kaufman@clinics.yale.edu; ryan.podolsky@clinics.yale.edu.

<sup>2</sup> 49 C.F.R. § 383.71(b)(2).

<sup>3</sup> *Id.* § 383.93(c).

<sup>4</sup> *Id.*

<sup>5</sup> *Id.* § 383.93(b)(9).

<sup>6</sup> *Id.* § 383.93(b)(10).

<sup>7</sup> *Id.* § 383.93(h)(1).

<sup>8</sup> *Id.* § 383.73(b)(4).

<sup>9</sup> 49 C.F.R. § 383.77(b).

<sup>10</sup> *Id.* § 383.77.

<sup>11</sup> 49 U.S.C. § 31315.

<sup>12</sup> *See id.*; *Motor Vehicle Manufacturers v. State Farm*, 463 U.S. 29 (1983).

<sup>13</sup> CONN. GEN. STAT. § 14-36(e).

<sup>14</sup> *See* CONNECTICUT DEPARTMENT OF MOTOR VEHICLES, CDL SKILLS TEST EXEMPTION FOR MILITARY APPLICANTS, available at <http://www.ct.gov/dmv/cwp/view.asp?a=805&q=450888>.

<sup>15</sup> *Id.*

<sup>16</sup> This would be accomplished by deleting the language of § 14-36(e)(3):

If any such applicant has held a license from a state, territory or possession of the United States where a similar examination is required, or if any such applicant is a person honorably separated from the United States armed forces who applies within two years following the separation and who, prior to the separation, held a military operator's license for motor vehicles of the same class as that for which such applicant has applied, the commissioner may waive part or all of the examination.

That language would be replaced with the following:

If any such applicant has held a license from a state, territory or possession of the United States where a similar examination is required, the commissioner may waive part or all of the examination. If any such applicant is a person honorably separated from the United States armed forces who applies within two years following the separation and who, prior to the separation, held a military operator's license for motor vehicles of the same class as that for which such applicant has applied, the commissioner shall waive part or all of the examination.

## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 26, 2013  
RE: Spousal Licensing and License Tolling

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This memo provides a closer examination of two potential legislative reforms that were identified at the last Task Force meeting: 1) spousal licensing legislation and 2) legislation to suspend license expiration dates while a service member is on active duty. The main conclusions are:

- Military spouses will benefit from spousal licensing legislation. The top three jobs held by military spouses – teacher, nurse, and child-care provider – all require state licenses. Nationally, over a third of all military spouses work in a field that requires a state license.
- In practice, Connecticut already provides for temporary and expedited licensing in many of the occupational fields common among military spouses. The notable outlier in this list is K-12 public school teachers, who are certified by the Department of Education (DOE). The DOE issues one-year interim teaching certificates and testing waivers on a case-by-case basis, but there is no cross-state reciprocity program for the Connecticut teaching certification.
- The Task Force may wish to consider recommending a comprehensive spousal licensing law to capture all occupations, including teachers, and to waive licensing fees for military spouses who have re-located to Connecticut.
- Connecticut law already provides for the automatic renewal of licenses held by active duty military personnel, but the relevant statute excludes licenses issued by the Department of Public Health and the Department of Education. The Task Force may wish to consider recommending an expansion of this statute.

### **I. Relevance to the Task Force**

Enabling license suspension and making military spouses' licenses more mobile are two key ways to support the link between the military and the civilian workforce and to promote civilian employment opportunities in Connecticut for service members and veterans. As of 2013, there are more than 860,000 military spouses in the United States.<sup>1</sup> Ninety-five percent of military spouses are female,<sup>2</sup> and military spouses move across state lines ten times as often as civilian spouses.<sup>3</sup> Between 2007 and 2012, 15.4 percent of military spouses moved each year, compared to just 1.1 percent of civilian spouses.<sup>4</sup>

Given their increased mobility, military spouses often select portable occupations. These occupations tend to require state licenses. For instance, the top three jobs held by military spouses are K-12 teacher, child-care worker, and registered nurse, all of which require a state certification.<sup>5</sup> In total, an estimated 34 percent of military spouses work in a field that requires

some form of state licensing.<sup>6</sup> Streamlining the licensing process for military spouses would thus have a significant effect on their ability to participate in the Connecticut labor market.

## **II. Spousal Licensing Legislation**

### **A. Connecticut Law Related to Military Spouses**

Spousal licensing legislation seeks to expedite the licensing process for military spouses who cross state lines with existing occupational certifications. In general, there are three ways to support military spouse career portability:<sup>7</sup>

- 1) Licensing by Endorsement – This process involves automatically recognizing an existing out-of-state license as valid in Connecticut.
- 2) Temporary Licensure – This process allows military spouses with valid out-of-state licenses to receive temporary licenses, typically for a period of several months, while they re-qualify for a Connecticut occupational license.
- 3) Expedited Review – This process accelerates military spouses’ license applications. The licensing process can be accelerated either by prioritizing military spouses’ applications within the relevant agency or by waiving required examinations. Typically, spouses may not work during the expedited review period.

Connecticut uses all three of these licensing approaches.<sup>8</sup> The state provides license by endorsement for many occupations, including nursing.<sup>9</sup> In addition, Connecticut offers 120-day temporary licenses for occupations such as physical therapy, and provides for licensing without examination (i.e., expedited review) in fields including speech pathology and dental hygiene. Military OneSource, a Department of Defense (DoD) program that provides information to military families, maintains a list of the Connecticut licenses subject to endorsement, temporary licensure, or expedited review.<sup>10</sup> All of the relevant licenses fall under Title 20 of the Connecticut General Statutes.<sup>11</sup>

The notable omission in the list of licenses for which Connecticut has some form of cross-state reciprocity is K-12 teaching. While Connecticut has a “Troops to Teachers” program to encourage veterans to become public school teachers,<sup>12</sup> the Department of Education (DOE) does not participate in teaching certification reciprocity programs with any other state.<sup>13</sup> Instead, out-of-state educators who wish to become certified public school teachers in Connecticut can apply to have the DOE waive some or all of the coursework and testing requirements for a Connecticut teaching certification. The DOE grants such waivers on a case-by-case basis, and waivers for coursework portions of the teaching preparation program do not automatically exempt candidates from the DOE’s testing or experiential requirements.<sup>14</sup>

In cases where out-of-state teachers have completed a traditional teaching preparation program but have not taken the Connecticut teaching exam, applicants may apply for a one-year interim teaching certificate, which allows them to teach in Connecticut public schools until they pass the state teaching exam.<sup>15</sup> If an out-of-state teacher has three or more years experience teaching in a single school district, the Department of Education can waive the testing requirement altogether.<sup>16</sup> Thus, depending on how much teaching experience a military spouse entering the state has, she may be eligible either for a one-year interim certificate or for the full waiver of the teaching exam. The cost to take one Connecticut teaching exam is \$125 to \$140.

Depending on the grade level she teaches, a potential Connecticut teacher may be required to take multiple exams. Elementary school teachers, for instance, could be required to take up to three separate teaching exams.

The Connecticut statute governing teaching certification has both permissive and mandatory provisions.<sup>17</sup> The statute permits the State Board of Education to establish licensing requirements and to regulate teacher training.<sup>18</sup> It also encourages teaching candidates to undertake training in bullying, nutrition, and intergroup relations, and requires training in computer and literacy skills, second language learning, standards and test-based instruction, and special education. Finally, the statute requires four semesters of field experience, which may be completed in a nonpublic school.<sup>19</sup>

In sum, with the exception of teaching certifications, many Connecticut occupational licenses are already subject to some degree of cross-state reciprocity. However, unlike other states, Connecticut does not have a comprehensive law to streamline licensing for all military spouses.<sup>20</sup> In addition, Connecticut may be using processes such as expedited review when less burdensome alternatives, including full licensing by endorsement, would be better for military spouses. In many cases, it may remain difficult for military spouses to obtain Connecticut occupational licenses given the frequency with which military families move across state lines and the range of occupations that military spouses hold.

## **B. Potential for Spousal Licensing in Connecticut**

Connecticut is among the 23 states the National Military Family Association identifies as having a positive spousal licensing program.<sup>21</sup> Nonetheless, there are several ways to further streamline the spousal licensing process. The Task Force may wish to consider recommending passage of a more explicit and comprehensive law to recognize the occupational difficulties faced by military families. One example of such a law is the Illinois Military Family Licensing Act, which went into effect in January 2013.<sup>22</sup> That law directs all state agencies, including the Department of Education, to issue temporary licenses to military spouses with existing out-of-state certifications. A comprehensive law of this sort would ensure that Connecticut occupations not currently covered by temporary or expedited licensing fall under new spousal licensure provisions. It would also mean that military spouse educators would automatically qualify to teach in Connecticut public schools under an interim teaching certificate.

Military spouse educators could also benefit from other changes. For instance, pursuant to its statutory authority, the Department of Education currently grants testing waivers only to teachers who have three years of experience in a single school district. Military spouses are much more likely than their civilian counterparts to have moved frequently, and hence, to have taught in multiple school districts rather than in one place. Accordingly, the Task Force could recommend that the relevant statute be amended to permit and encourage testing waivers for military spouses who have three years of experience in any school district.

In terms of new legislation, a spousal licensing law could also provide more expansive opportunities for licensing by endorsement. Such a bill might contain a provision to suspend the expiration of Connecticut licenses held by military spouses who leave the state for up to six years, a period of time that would cover several tours of duty. This provision would mean that spouses who leave and return to Connecticut during the course of their spouse's military career do not have to re-qualify for their old occupational licenses. Finally, the Task Force could consider fee waivers for military spouses' licensing applications. In most cases, including cases

of straightforward cross-state reciprocity, the fee to receive a Connecticut occupational license is more than \$150.

### III. License Tolling

License tolling is another legislative reform the Task Force may wish to consider. In this context, tolling is the process of suspending a license so that it does not expire while a service member is on active duty. Occupational licenses can be suspended either by delaying their expiration dates for a fixed period of time or by automatically renewing licenses throughout the period of active duty. Connecticut has already taken the latter approach for most occupations. In 2007, the state passed a broad license renewal provision that instructs state agencies to automatically renew occupational licenses for active duty members of the Armed Forces and for members of the National Guard who the Governor orders to military service.<sup>23</sup>

However, Connecticut's renewal law does not apply to licenses issued by the Department of Public Health or the Department of Education. This means that licensed teachers, nurses, day care providers, EMTs, sanitation workers, and asbestos and lead abatement workers may lose their licenses if they serve in the National Guard and get called to active duty, or if they choose to join the Armed Forces. The Task Force could consider whether any or all of these occupational licenses should be subject to license tolling. Such a reform would require amending the existing license renewal statute.

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#### REFERENCES & NOTES

<sup>1</sup> White House Press Secretary, *Fact Sheet: States Answer First Lady's Call to Put America's Heroes Back to Work* 2 (April 17, 2013), available at <http://www.whitehouse.gov/the-press-office/2013/04/17/fact-sheet-states-answer-first-lady-s-call-put-america-s-heroes-back-wor> [hereinafter *States Answer First Lady's Call*]; see also U.S. DEP'T OF THE TREASURY & U.S. DEP'T OF DEFENSE, SUPPORTING OUR FAMILIES: BEST PRACTICES FOR STREAMLINING OCCUPATIONAL LICENSES ACROSS STATE LINES (Feb. 2012), available at: [http://www.defense.gov/home/pdf/Occupational\\_Licensing\\_and\\_Military\\_Spouses\\_Report\\_vFINAL.PDF](http://www.defense.gov/home/pdf/Occupational_Licensing_and_Military_Spouses_Report_vFINAL.PDF).

<sup>2</sup> *States Answer First Lady's Call*, supra note 1, at 2.

<sup>3</sup> *Id.*; see also in United Services Automobile Association (USAA), *Moving Causes Career Hurdles for Military Spouses*, USAA MAGAZINE, Feb. 28, 2013, <https://www.usaa.com/inet/pages/advice-military-movingcareerhurdlesspouses?akredirect=true>.

<sup>4</sup> *States Answer First Lady's Call*, supra note 1, at 2.

<sup>5</sup> USAA, supra note 3.

<sup>6</sup> *Id.*

<sup>7</sup> NATIONAL MILITARY FAMILY ASSOCIATION (NMFA), FIFTY STATE LICENSING CHART (2013), available at <http://www.militaryfamily.org/get-info/spouse-employment/50-state-licensing-chart.html>.

<sup>8</sup> *Id.*; see also Department of Defense (DoD), *Spouse Licensure Map: Connecticut*, MILITARY ONESOURCE (2013), available at [http://www.militaryonesource.mil/seco?content\\_id=270250](http://www.militaryonesource.mil/seco?content_id=270250).

<sup>9</sup> *Id.*

<sup>10</sup> *Id.*

<sup>11</sup> CONN. GEN. STAT. ANN. §§ 20-1 - 20-691 (2011).

<sup>12</sup> See CONNECTICUT STATE DEPARTMENT OF EDUCATION, TROOPS TO TEACHERS (Dec. 6, 2012), available at <http://www.sde.ct.gov/sde/cwp/view.asp?a=2613&q=321270>.

<sup>13</sup> BUREAU OF EDUCATOR STANDARDS AND CERTIFICATION, CONNECTICUT STATE DEPARTMENT OF EDUCATION, OBTAINING CONNECTICUT EDUCATOR CERTIFICATION 2 (June 2013), available at <http://www.sde.ct.gov/sde/lib/sde/pdf/cert/obtaining1109aw.pdf>.

<sup>14</sup> *Id.*



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<sup>15</sup> *Id.*

<sup>16</sup> This information about current practices and costs is based on telephone conversations with the Department of Education Bureau Chiefs who oversee certification.

<sup>17</sup> CONN. GEN. STAT. ANN. §10-145a (2013).

<sup>18</sup> CONN. GEN. STAT. ANN. §10-145a (2013).

<sup>19</sup> *Id.*

<sup>20</sup> *See, e.g.*, Illinois Military Family Licensing Act, Pub. Act 097-0710 § 5 (2013), available at <http://www.ilga.gov/legislation/publicacts/fulltext.asp?Name=097-0710>; *see also* the memorandum submitted to the Task Force at its last meeting regarding licensing practices in other states.

<sup>21</sup> NMFA, *supra* note 7.

<sup>22</sup> Illinois Military Family Licensing Act, *supra* note 19.

<sup>23</sup> CONN. GEN. STAT. ANN. §4-61cc (2007).

## **INTERNAL MEMORANDUM**

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 20, 2013  
RE: Data Collection and Oversight of Veterans Employment Initiatives

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This memo considers how to oversee implementation of veterans employment initiatives in Connecticut. It recommends that Connecticut adopt state-level initiatives for data collection and enact oversight mechanisms in order to track progress toward increased veteran employment and ensure compliance with the proposed legislation. These recommendations build from nationwide best practices on veterans issues and incorporate lessons from oversight efforts in other areas, such as living-wage ordinances. These enforcement proposals would help ensure that the state's veterans employment goals are achieved in practice.

### **I. Recommendations**

- The Task Force should consider recommending that the Connecticut legislature establish a robust data collection plan that allows for progress and enforcement monitoring and makes these data available to the public.
- The Task Force should consider recommending that the Governor's office create a new gubernatorial advisory body or charge an existing advisory body with oversight of the implementation of veterans employment initiatives.
- The Task Force should consider recommending that the Connecticut legislature establish a complaint mechanism for veterans aggrieved by an agency's failure to comply with its veterans' employment requirements.
- The Task Force should consider recommending that the Connecticut legislature establish an appropriate remedy for service members aggrieved by an agency's failure to implement veterans employment legislation.

### **II. Data Collection**

States that have been recognized as national leaders on the issue of veterans employment have included data collection and dissemination in their military credentialing legislation.<sup>1</sup> Following this model, the Connecticut legislature should provide for data collection and publication in any new legislation related to licensing for veterans and military families. Some data collection is already occurring, but the centralized reporting of uniform data sets on veterans' licensing processes would be useful both to track the state's progress toward veterans employment and to monitor the implementation of adopted streamlining measures.

There are several ways to collect and publish this data. After passage of any new law, each state agency could be required to submit periodic reports to the Governor and the legislature in which it provides data on licenses for veterans, including: 1) the number of veterans, active duty service members, and military spouses that applied for its licenses; 2) the number of such applicants who were approved for licensing, and; 3) the number of applicants who were denied

licenses. Where agencies have denied a license to a veteran or military spouse, the legislation should direct the agency to specify the reasons for denial. Maryland adopted this model for reporting its progress toward employment of veterans in that state.<sup>2</sup>

Two issues that arise in such a data collection process are uniformity and public awareness. To ensure uniformity of the data collected by each agency, any legislation related to military credentialing could specify the procedures that agencies must follow. This would ensure that the legislature can compare data across multiple agencies that are working to streamline their licensing procedures. To increase public awareness of effort to credit military experience, agencies could be required to file the data collected with the Governor on a quarterly basis and to provide semi-annual reports of their activities related to veterans licensing. These semi-annual reports would be made available to the public online, where the state's overarching goals and progress could be tracked.

A similar procedure could apply to educational institutions seeking to credit military experience. Connecticut's educational institutions could be required to track and publish information including: 1) the number of veteran students in their system; 2) the range of possible credit the institution evaluates for transfer, and; 3) the aggregate results of what credit is granted to veterans and what credit is not granted for military experience. Like other state agencies, educational institutions could be required to provide justifications for their decisions about how to credit military experience.

This effort would be bolstered by legislation that requires schools to provide centralized guidance to veteran-students.<sup>3</sup> If such guidance were required, the counselors who communicate with veterans about employment opportunities<sup>4</sup> could publish information about what resources they have provided to veterans, how many veterans enroll at their institutions, and what type of military occupational specialties (MOS) students tend to hold. Such record keeping could also include basic information about the service member such as her MOS, separation date, and educational experience. This information would prove useful as the state works to facilitate veterans' education and employment. New York, another national leader on veterans issues, has adopted this model for crediting military experience in its educational institutions.<sup>5</sup>

### **III. Oversight Mechanisms**

In addition to requiring each state agency to publish information about how its licensing process works for veterans, the Task Force should consider recommending legislation to establish an inter-agency advisory group that would assist the Governor with the efficient coordination of state services for veterans. An inter-agency group could encourage state agencies to identify ways that Connecticut can better recognize military skills and training in all of its licensing procedures.<sup>6</sup> The Task Force should also consider recommending that the legislature establish a complaint mechanism system for veterans aggrieved by an agency's failure to comply with the law. One possibility would be a central, anonymous reporting line, similar to Mayor Bloomberg's 3-1-1 initiative, which would allow the Governor and legislature to collect data about where problems exist so that they could surge resources accordingly. Finally, veterans should have the right to an appropriate remedy if aggrieved by an agency's failure to honor its obligations regarding the promotion of veteran employment.

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## REFERENCES & NOTES

<sup>1</sup> *See, e.g.*, the Maryland's Veterans' Full Employment Act of 2013. S.B. 273, § 2.5-104 (2013).

<sup>2</sup> *Id.*

<sup>3</sup> See Memorandum: Case Studies on Military Credentialing. That memorandum, which was submitted to the Task Force before its last meeting, includes detailed information on New York's Experience Counts Campaign.

<sup>4</sup> *Id.*

<sup>5</sup> *Id.*

<sup>6</sup> *Id.*

## INTERNAL MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 3, 2013  
RE: Crediting Military Experience in Higher Education

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### I. OVERVIEW

Ensuring that military veterans receive appropriate credit for their training and experience is an issue of vital importance to veteran employment. Although approximately one million veterans nationwide have enrolled in college after their service, many have not received adequate academic credit for skills they gained in the military.<sup>1</sup> Maximizing and standardizing the amount of credit that veterans receive for relevant service—and streamlining the process for obtaining it—will help veterans obtain degrees more quickly, and thereby assist them in entering the workforce more rapidly. It will also allow them either to save money, or to retain as much GI Bill eligibility as possible for further education. Other states have recognized the importance of this endeavor, and have enacted reforms that Connecticut could also adopt. Possible recommendations include the following:

- The Board of Regents of Higher Education (the Board of Regents) and the UConn Board of Trustees should mandate that Connecticut public institutions of higher education accept the maximum American Council on Education (ACE)-recommended credit, thereby standardizing the granting of credit for military experience across the Connecticut system. It should also work with Connecticut institutions of higher education to develop more comprehensive guidelines. Legislation should be enacted to mandate this action.
- The Office of Higher Education should enact regulations that mandate that private institutions in Connecticut credit military experience and training in accordance either with ACE recommendations or other guidelines concordant with those adopted by Connecticut public institutions of higher education in order to maintain their accreditation. Legislation should be enacted that mandates that if guidelines are not set by a certain date, the ACE recommendations will automatically go into effect.
- The Board of Regents and the University of Connecticut should join with the Multi-State Collaborative on Military Credit to work toward greater transparency by the Department of Defense (DOD) and ACE in their recommendations of what military skills, training, and experience should count toward academic credit, and to ensure that the transcripts that are granted to service members are accurate and properly updated. Legislation should be enacted to mandate this action.

- The Board of Regents, the University of Connecticut, and private colleges and universities of Connecticut should conduct a study to gather and evaluate data about the effectiveness of practices surrounding veterans in higher education, and the crediting of military training and experience, that shall guide the development of policies and guidelines mentioned above. Legislation should be enacted to mandate this action.
- The Board of Regents, the University of Connecticut, and the private universities and colleges of Connecticut should take measures to ensure that veterans-related education information reaches veterans. This could include following the models of Maryland and Minnesota in ensuring that there are user-friendly websites where veterans can easily access relevant information. Legislation should be enacted to mandate this action.

## II. NATIONWIDE PRACTICES

The Maryland Veterans' Full Employment Act of 2013 represents the most comprehensive veterans employment measure to date. Among its provisions, the Act instructed that the Maryland Higher Education Commission consult with the public institutions of higher education and enact "guidelines on awarding academic credit for a student's military training, coursework, and education," and that each public institution of higher institution implement policies in line with the guidelines adopted by the Commission.<sup>2</sup> The statute also directs the Emergency Medical Services Board to credit any "substantially equivalent" training or education toward certification, provided that doing so would not be contrary to another licensing requirement; the Board of Regents must also credit "all relevant experience" when calculating a service member's years of experience.<sup>3</sup>

New York's "Experience Counts" Program has implemented similar reforms utilizing the authority of the state executive branch. Governor Cuomo directed the State University of New York (SUNY) and City University of New York (CUNY) systems to improve their procedures for awarding academic credit for military training. Both systems now flag applications received from veterans and active duty personnel in order, and have developed centralized guidance that they distribute to veterans in order to ensure that they are awarded the maximum amount of credit for their prior military experience and training.<sup>4</sup>

The American Council on Education (ACE) is an organization under contract with DOD that "collaborates with the [DOD] to review military training and experiences and recommend appropriate college credit for members of the Armed Forces."<sup>5</sup> It does so by conducting reviews of the programs of instruction and manuals for military courses, occupations, and training in specific academic areas and making recommendations about what credits should be awarded based on those reviews.<sup>6</sup> It places "a credit recommendation at the highest appropriate level."<sup>7</sup> Evaluators are drawn from the faculties of universities (51%), four-year colleges (27%), community colleges (19%), and practitioners or other representatives (3%).<sup>8</sup> Military training that receives credit given one of four levels: Vocational (typical of yearlong certification program), Lower Division (typical of associates degree program or first two years of baccalaureate), Upper Division (typical of last two years of baccalaureate), and Graduate (post-baccalaureate).<sup>9</sup>

ACE also "provides quality assurance and policy guidance to the Army, Navy, and Marine Corps for military transcripts."<sup>10</sup> Military transcripts are the means through which ACE translates military training and education into "documented evidence to colleges and universities

of the professional military education, training, and occupation experiences of service members and veterans.”<sup>11</sup> The Army, Marine Corps, Navy, and Coast Guard have synchronized their transcript, creating the Joint Services Transcript (JST). It eliminates the need for veterans to obtain their DD Form 295, provides online access to information, and streamlines procedures for corrections and updates.<sup>12</sup> However, ACE warns that its transcripts are not always complete, and recommends that veterans search their “Military Guide” to ensure that they capture the maximum credit.<sup>13</sup> Indeed, members of the VLSC team found that the transcripts they obtained from the JST system were incomplete, and that the Military Guide fails to return results for numerous military occupational specialties.

ACE has been criticized for counting too many transfer credits only towards general elective courses, which can cause the unnecessary duplication of credit by filling superfluous elective slots instead of degree requirements.<sup>14</sup> It has also been criticized for lack of transparency in its review process.<sup>15</sup>

In September 2013, a coalition of seven midwestern state higher education authorities agreed to work together to pursue military educational credit reform. State higher education executive officers in Illinois, Indiana, Ohio, Kentucky, Michigan, Minnesota, and Missouri formed the Multi-State Collaborative on Military Credit (the Collaborative). They have directed their efforts primarily towards the standardization of accreditation and the expansion of access to data. Collaborative state education systems use the ACE credit recommendations to ensure that veterans achieve standardized amounts of credit for their prior experience. They have also pushed DOD to release more information on the credit recommendation process in order to enable ACE to recommend the maximum amount of credits for particular experience. They have argued that ACE recommendations too often apply transfer credits only to general electives rather than majors. The Collaborative has asked ACE to “open their books” so that the recommendation process could be evaluated and critiqued.<sup>16</sup>

Minnesota has been lauded in particular for its work to increase the number of transfer credits granted, assist veterans in their adjustment to college, and disseminate information to veterans about the programs available to them.<sup>17</sup> The Minnesota system of State Colleges and Universities has an exemplary website, at which veterans can easily access information about their education benefits, planning for college, career and life planning, and military credit transfer.<sup>18</sup>

### **III. CONNECTICUT STATUTES & REGULATIONS**

The Connecticut Board of Regents for Higher Education serves as the governing body for Connecticut’s regional community-technical college system, the Connecticut State University System, and Charter Oak State College.<sup>19</sup> The Governor appoints members of the Board of Regents with the advice and consent of the General Assembly.<sup>20</sup>

The Board of Regents has broad discretion in its control of the Connecticut system of higher education. The Board of Regents has wide reaching authority over institutions under its control including the ability to establish policies, review and approve the initiation and termination of academic programs, merge or close institutions, develop criteria to ensure acceptable quality, and other powers and responsibilities. It has significant discretion over these decisions so long as they are “consistent with the [statutory] goals” of the Connecticut higher education system.<sup>21</sup>

The University of Connecticut's Board of Trustees is the governing body for UConn and its campuses. Appointed by the Governor, the Board of Trustees has the authority to determine policies, review and approve the initiation and termination of academic programs, merge or close institutions, develop criteria to ensure acceptable quality, and other powers and responsibilities. Under current statutory authority, the Board of Regents and UConn Board of Trustees are able to implement many of the changes discussed in this document.<sup>22</sup>

The Office of Higher Education (OHE) can regulate private institutions by determining the requirements they must fulfill for their accreditation and licensure.<sup>23</sup> OHE is empowered to "establish regulations" concerning the accreditation of any entity or person that wishes to "confer any degree," "operate a program or institution of higher learning," or use any "descriptive matter tending to designate that it is an institution of higher learning."<sup>24</sup> OHE is authorized to establish regulations concerning "administration, finance, faculty, curricula . . . student admission and graduation and any other criteria pertinent thereto, as well as the periods for which licensure and accreditation may be granted, and the costs and procedures of evaluations."<sup>25</sup> As the Office of Higher Education has the power to prescribe and enforce regulations regarding "curricula" and "student admission and graduation"—failure of which will result in loss of accreditation or licensure—the state has all the statutory power it needs to mandate that private institutions of higher education accept military experience as credit toward degrees.

Connecticut statutes also created an Office of Veterans Affairs for Higher Education within the Office of Higher Education.<sup>26</sup> This Office is tasked with "providing administrative services to veteran affairs programs," including:

- (1) Promoting a comprehensive state-wide outreach program which coordinates existing funds and programs, (2) collecting and disseminating information on the availability of public and private funds for educational programs for veterans, (3) advising and counseling organizations and institutions applying for funds to aid veterans in their pursuit of higher education, and (4) acting as a clearinghouse for such other information as may be helpful to veterans seeking a postsecondary education.<sup>27</sup>

The education statute also provides that both service members stationed in Connecticut pursuant to military orders and their dependent children are entitled to classification as in-state students.<sup>28</sup> Connecticut also exempts completely from the cost of tuition at Connecticut public colleges and universities "any veteran who performed service in time of war" or any active member "in good standing" of the Air or Army National Guard who is domiciled in Connecticut at the time of acceptance.<sup>29</sup>

Connecticut State Colleges and Universities utilize the ACE Military Guide recommendations as a reference for awarding college credit for military experience and training.<sup>30</sup> However, it seems that credits and recommendations are awarded on a largely ad hoc basis, and that there is no standardized statewide policy for the awarding of credit for military experience either at public or private institutions.

#### **IV. ANALYSIS**

The wide discretion granted to the Board of Regents, Office of Higher Education, and UConn Board of Trustees and the state's exceedingly generous tuition waiver mean that higher education credit reform is an area where significant progress appears possible. More expansive recognition of military experience and training would speed veterans' entrance into the workforce, and could also save the state funds that it would otherwise lose through the veterans'



tuition waiver. It should also be relatively easy to accomplish without legislative action. A standardized policy for the granting of credit for military experience—likely most easily effected by making mandatory the maximum grant of ACE-authorized credit—would increase amount of credit given for military experience, and also increase the regularity of the system. The Board of Regents could also develop or authorize its own pilot program to test the applicability of certain military training to academic credit in excess of that recommended by ACE.

The Board of Regents could also join with the Collaborative to share best practices and push transparency and transcript reform at the national level. It also should enact measures to obtain data on veterans' participation in the state higher education system. The Board of Regents can also consult with institutions of higher education within the state in order to develop more detailed guidelines for acceptance of military training and experience as military credit.

The ripest area of possible reform may concern the regulation of private institutions within the state. The Office of Higher Education has the power to enact regulations regarding “curricula” and “student admission and graduation” that govern the requirements for accreditation.<sup>31</sup> The state executive branch thereby has the statutory power to mandate that private institutions of higher education accept military experience as credit toward degrees. They could establish regulations ordering all institutions of higher education within the state to accept either the ACE-recommended credits for military experience, or credit in accordance with other guidelines that the Office may promulgate.

However, enacting such important and sweeping reform unilaterally may create strong political resistance from private institutions. This resistance will likely be especially strong if they do not have a role in or input into the guidelines. Therefore, it may be best to enact legislation that creates an advisory committee of representatives from the state Department of Veterans Affairs, public institutions, private institutions of higher learning, and any other relevant agencies. The legislation would task the advisory committee with developing regulations for the minimum standard of military experience-related credit to be accepted by private institutions across the state. It would also mandate that the ACE-recommended credits go into effect as the minimum standard if the advisory board should fail to recommend satisfactory regulations by a specified date.

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## REFERENCES & NOTES

<sup>1</sup> Paul Fain, *Credit for Service*, INSIDE HIGHER ED (Sept. 19, 2013), <http://www.insidehighered.com/news/2013/09/19/seven-state-coalition-pushes-more-information-about-military-credit-recommendations>.

<sup>2</sup> See MD. CODE ANN., EDUC. § 15-113.

<sup>3</sup> See *id.* § 13-516(B)(2).

<sup>4</sup> Press Release, Governor Andrew M. Cuomo, Governor Cuomo Launches Experience Counts Campaign to Help Veterans Qualify for Jobs Upon Their Return to New York (Nov. 10, 2011), <http://www.governor.ny.gov/press/11102011ExperienceCountsCampaign>.

<sup>5</sup> *College Credit for Military Service*, AMERICAN COUNCIL ON EDUCATION (Nov. 4, 2013), <http://www.acenet.edu/higher-education/topics/Pages/College-Credit-for-Military-Service.aspx>.

<sup>6</sup> *Guide to the Evaluation of Educational Experiences in the Armed Services*, AMERICAN COUNCIL ON EDUCATION (Nov. 4, 2013), <http://www.acenet.edu/news-room/Pages/Military-Guide-Online.aspx>.

<sup>7</sup> *Military Guide Frequently Asked Questions*, AMERICAN COUNCIL ON EDUCATION (Nov. 4, 2013), <http://www.acenet.edu/news-room/Pages/Military-Guide-Frequently-Asked-Questions.aspx>.

<sup>8</sup> Michele S. Spire, ACE, *An Evaluator's Primer: Understanding Military Transcripts and Ensuring Academic Integrity* 31 (May 30, 2012), <http://www.calstate.edu/veterans/documents/>

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ACE.pdf.

<sup>9</sup> ACE, A TRANSFER GUIDE: UNDERSTANDING YOUR MILITARY TRANSCRIPT & ACE CREDIT RECOMMENDATIONS 3 (2009).

<sup>10</sup> *Transcripts for Military Personnel*, ACE, <http://www.acenet.edu/newsroom/Pages/Transcripts-for-Military-Personnel.aspx>.

<sup>11</sup> ACE, JOINT SERVICES TRANSCRIPT BROCHURE.

<sup>12</sup> *Id.*

<sup>13</sup> *Id.* at 4.

<sup>14</sup> Lesley Kawaguchi, *Issues Regarding Academic Credit for Veterans and Military Service Members: Doing What is Best for Students*, ROSTRUM (December 2012), <http://www.asccc.org/content/issues-regarding-academic-credit-veterans-and-military-service-members-doing-what-best-stude>.

<sup>15</sup> *Id.*

<sup>16</sup> See Fain, *Credit for Service*.

<sup>17</sup> See Fain, *Credit for Service*.

<sup>18</sup> See MINNESOTA STATE COLLEGES & UNIVERSITIES, <http://www.mnscu.edu/military/index.html> (last visited Nov. 4, 2013).

<sup>19</sup> See CONN. GEN. STAT. § 10a-1(a).

<sup>20</sup> See *id.*

<sup>21</sup> *Id.* (b).

<sup>22</sup> *Id.* § 10a-103.

<sup>23</sup> The Office of Higher Education is housed within the Board of Regents for “administrative purposes only,” *id.* at § 10a-1d(a), which means that it exercises its authority independent of the Board of Regents, but must report its activities to the Board of Regents. See *id.* at § 4-38f.

<sup>24</sup> See CONN. GEN. STAT. § 10a-34(b-f).

<sup>25</sup> *Id.* § 10a-34(b).

<sup>26</sup> See *id.* § 10a-12; *Veterans Services*, CONNECTICUT BOARD OF REGENTS FOR HIGHER EDUCATION (Nov. 5, 2013), <http://www.ct.edu/admission/veterans>.

<sup>27</sup> CONN. GEN. STAT. § 10a-12.

<sup>28</sup> *Id.* § 10a-29(6).

<sup>29</sup> *Id.* § 10a-105(e).

<sup>30</sup> *The ACE Military Guide For College Credit*, VETERAN SERVICES, CONNECTICUT BOARD OF REGENTS FOR HIGHER EDUCATION (Nov. 5, 2013), <http://www.ct.edu/admission/veterans#ace>.

<sup>31</sup> CONN. GEN. STAT. § 10a-34(b).



*Gregory W. Gray, President*

December 18, 2013

Michael J. Wishnie  
Kent A. Carlson  
Co-Chairs, MOS Specialty Training Taskforce  
C/O Paul Tarbox, Committee Administrator  
State Capitol  
Room 509A  
Hartford, CT 06106

Chairman Wishnie and Chairman Carlson,

Thank you for the opportunity to provide comment on the report of the MOS Specialty Training Taskforce.

The Board of Regents is committed to improving the lives of veterans, and recognizing the educational value of their military service to our country and the State of Connecticut. Prior to the execution of Governor Dannel P. Malloy's Executive Order Number 36, our institutions had been working hard to establish Veterans' Oasis centers, prominent locations on campus where student veterans can relax, do school work, and receive advising in a friendly, familiar atmosphere. Additionally, each of our institutions is a subscriber to services from the American Council on Education to evaluate military training and experience for the potential award of college credit. These evaluations recognize the educational component of military service, and apply that knowledge toward a credential from one of our institutions, reducing cost and time necessary for student completion.

I am proud that representatives from across our system attended a Veterans Stakeholder Conference held at Manchester Community College held in October, featuring Lieutenant Governor Nancy Wyman. This has blossomed into a more regular effort at coordination, as representatives now regularly, as part of a task force to discuss these issues.

Further, the Board of Regents recognizes that with the immediate drawdowns in overseas troop capacity from Iraq and Afghanistan, thousands of Connecticut veterans are expected to return home. This drawdown represents an opportunity for our institutions to dramatically improve the lives of veterans through increased educational attainment, which will have a positive effect on the veterans, their families, future employers, our institutions, and our state. To that end, I am committed to keeping the needs of student veterans at the center of long-term planning efforts in which this system is engaged. I further look forward to working with you, the General Assembly, and the executive branch to continue to identify opportunities where we can improve vital services offered to this unique, large, and growing population.

However, I do wish to share concerns around academic integrity, cost, and data quality that are addressed in the report.

First, with regard to legislative recommendations, the report indicates "the General Assembly should change statutes containing a preference, waiver, or exemption for veterans from a permissive to a mandatory standard" (p.7). The report also indicates "the General Assembly should waive licensing and testing fees for veterans eligible to obtain credit ... for prior military



experience” (p.7). Though the goal of these recommendations, to increase affordability to the targeted group, is laudable, removing the authority of the Board of Regents to cover the cost of services provided negatively impacts service cost and availability all of our non-targeted students. The Board of Regents is committed to working with underserved and socioeconomically disadvantaged populations in our state, and requiring additional costs to be diffused across our student population affects student ability to pay. Thus, the adoption of any such modification to waiver requirements must carry with it a corresponding increase in state appropriations to cover services provided at no cost.

Second, the report recommends the “General Assembly should enact oversight legislation that establishes a data collection plan to monitor and enforce military credentialing and make data on licensure rates available to the public” (p.8). We can and should collect this valuable information. However, I would be remiss if I did not caution that data is only available for students funded by federal or veteran aid or waiver programs. Veterans are not required to otherwise self-identify, and the result is a data pool that should be considered somewhat unreliable. I am happy to work with you or members of the General Assembly to seek solutions to this issue of data quality.

Third, the recommendation regarding CT Work Center representation and staffing (p.8) is unclear. The Connecticut Department of Labor lists 17 CT Works Career Centers. The Connecticut Board of Regents is an umbrella organization covering 17 institutions of higher education in the State of Connecticut. The broadest possible interpretation of this recommendation would require a tremendous output of resources to be located at CT Works Career Centers, at the expense of the availability of similar services housed on campuses which are already attended by targeted students. The Board has no resources to devote to such an effort, even on a small scale.

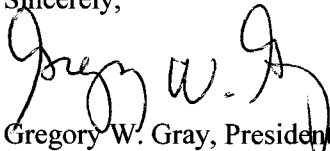
The State Department of Labor and the Board of Regents are natural partners, as evidenced by the membership of Commissioner Palmer on the Board and our collaboration on longitudinal data collection efforts aimed at gauging the success of students and the ability of institutions to meet the needs of employers and students in a manner that maximizes student success and economic development in Connecticut. We should look at opportunities to expand and enhance this valuable partnership in a manner that increases services by meeting students where they are. These opportunities can include ‘train the trainer’ sessions, where the Board can work with DOL to ensure that necessary information and best practices regarding the handling of this population are disseminated to CT Works staff.

Finally, the tradition of shared governance, faculty input, and collective bargaining in Connecticut higher education requires that faculty be consulted regarding issues of academic integrity and curriculum. I am a strong supporter of this tradition. As such, I cannot support outright the recommendation that institutions be required to accept the maximum amount of ACE credit (p.9). Though I can commit that I will encourage campus stakeholders to reach this standard, it must be through a collaborative process that allows institutions and faculty to examine the alignment of ACE credit with current institutional offerings. As the Board of Regents is currently engaged in a multi-year project to provide for seamless credit transfer across our institutions, I believe examination of ACE credit is a natural inclusion in this important conversation.

Wishnie/Carlson  
December 18, 2013  
Page 3

Again, the Board of Regents is committed to serving the increasing student veteran population to the best of our abilities, and is committed to emphasizing these services through our Excel CT initiative. I look forward to the continuation of this dialogue in the months to come.

Sincerely,

A handwritten signature in black ink, appearing to read "Greg W. Gray". The signature is fluid and cursive, with the first name "Greg" being more prominent.

Gregory W. Gray, President  
Connecticut Board of Regents for Higher Education

GWG:kt

## MEMORANDUM

TO: Kent Carlson and Michael Wishnie, Co-Chairs, Task Force to Study the Use of  
MOS Specialty Training as a Substitute for State Licensing Requirements  
FROM: Law Student Interns, Veterans Legal Services Clinic, Yale Law School  
DATE: November 18, 2013  
RE: Information Dissemination and Outreach

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### I. OVERVIEW

Even the best run and most generous programs cannot reduce veteran unemployment unless information about them is properly distributed to veterans. This memorandum examines information dissemination by Connecticut agencies and institutions, and makes recommendations to maximize publicity and access based on some of the most effective practices utilized around the country. Section II describes best practices. Section III examines measures in place in Connecticut and makes recommendations for reforms that could increase publicity and outreach. Recommendations include:

- Legislation should be enacted that mandates that each agency and institution publish on its website a page dedicated purely to veterans issues.
  - The page should detail in plain English the steps necessary to take advantage of each veterans program offered. It should also list points of contact within the agency for each program.
  - The page should be updated any time there is a material change to a program or process. It should be user-friendly and easy to navigate.
- Legislation should be enacted that mandates that each agency and institution submit to the Connecticut Department of Labor's Office for Veterans Workforce Development all information relevant to veterans' licensing, employment, or education, updated on at least a semi-annual basis.
  - This information should include descriptions of the programs available and all steps necessary to take advantage of each program. The information should be in plain English and formatted for easy and accessible online posting. The information should be updated any time there is a material change to a program or process.
  - The legislation should also mandate that the Department of Labor and the Department of Veterans Affairs maintain user-friendly websites that make all this information easily available.
- Legislation should be enacted that mandates that each agency or institution designate staff member(s) to act as Veterans Representatives at each CTWorks Career Center.
  - Any application or inquiry by a veteran should be flagged and directed to these staff members. These staff should then be responsible for shepherding the veteran

through the relevant process in order to ensure that each veteran maximizes his or her benefit from the pertinent veterans program.

- These staff should regularly coordinate with U.S. Department of Veterans Affairs Vet Centers and veterans organizations to ensure that these organizations have the most up-to-date information on each Connecticut veterans program or benefit.
- An Executive Order should be promulgated that mandates that the Connecticut Department of Labor's Office for Veterans Workforce Development reach out to each military service branch's Transition Assistance Program to ensure that separating veterans planning to live or work in Connecticut are aware of the opportunities available to them.
- A Resolution should be enacted calling for the Department of Defense to notify state agencies about separating veterans coming to their state so that they can contact them once they return in order to coordinate their reentry into the civilian workforce.

## **II. MODEL INITIATIVES**

In 2013, Maryland passed the Veterans' Full Employment Act,<sup>1</sup> which streamlines licensing requirements for over 70 civilian occupations. The Veterans' Full Employment Act also requires each state agency to publish information about how its licensing process works for veterans on its website.<sup>2</sup> The Maryland Department of Labor, Licensing and Regulation (DLLR) centrally locates information about employment opportunities on its website.<sup>3</sup> It prominently features links to information about programs ranging from the Veterans No-Interest Loan Program, to the Work Opportunity Tax Credit, to the Maryland Higher Education Commission. Perhaps most importantly, it features an accessible link to a webpage that explains the opportunities created by the Veterans' Full Employment Act.<sup>4</sup> It clearly explains eligibility rules, required documentation, and even contains direct links to the applications for both permanent and temporary licenses in more than 26 professions.<sup>5</sup> The Maryland DLLR has also integrated Veteran Representatives into its more than 27 One-Stop Career Centers.<sup>6</sup>

New York's "Experience Counts" program has enacted a similarly comprehensive reform through regulation and executive order rather than new legislation. In November 2011, New York Governor Andrew Cuomo initiated a series of reforms to ensure that state agencies recognize military experience when veterans transfer to the civilian workforce and higher education.

Governor Cuomo directed the State University of New York (SUNY) and the City University of New York (CUNY) to improve their procedures for awarding academic credit for military training. Under the Experience Counts program, each school now flags applications received from veterans and active duty service members. SUNY and CUNY also provide centralized guidance to students who are veterans in order to award the maximum amount of credit for their prior military experience and training.<sup>7</sup>

The New York Department of Labor (DOL) has appointed veterans employment specialists at most of its 91 career centers around the state, and all Career Centers have been engaged to seek out veterans and match them to appropriate jobs.<sup>8</sup> Its Veterans Services page lists 77 local Veterans' Employment Representatives by location throughout the state. It includes their contact information, along with a Google Map showing their locations, and a central email

helpline.<sup>9</sup> It also includes links relevant to obtaining information about academic credits, navigating educational and training benefits, credentialing, and education, training, and apprenticeship opportunities.<sup>10</sup> The New York state DOL has specifically targeted veterans to fill more than 8,200 security guard jobs in the state.<sup>11</sup> In order to accomplish this goal, it runs free training program on-site at its Career Centers, and matches newly qualified veterans with jobs as security guards throughout New York.<sup>12</sup> It has also reached out to the military to “get the word out” to veterans who may be interested in the program, and manages each veteran’s case through the New York State Employment Services System.<sup>13</sup> It also sponsors periodic “Be A Hero – Hire A Hero” Job Fairs throughout the state.<sup>14</sup>

### III. CONNECTICUT PROGRAMS & POTENTIAL REFORMS

Connecticut’s outreach efforts appear to be somewhat uneven and largely uncoordinated. The Connecticut Department of Veterans Affairs’ (DVA) website is fairly confusing and contains little information directly relevant to veterans employment.<sup>15</sup> Although it contains a link for “Job Opportunities,” the link leads only to a webpage that contains six generic job search links. The only link that is dedicated specifically to Connecticut veterans leads to the Connecticut Department of Labor’s (DOL) Veterans website. Apart from the “Job Opportunities” page, the DVA website offers only one other page that has information about employment or educational opportunities. This page contains a list of private organizations dedicated to helping veterans, and a handful of federal programs aimed at addressing veteran unemployment.<sup>16</sup> It contains no links to any state programs to assist veterans, and contains no information about either veterans’ licensing or educational benefits.

The Connecticut DOL’s main page for veterans contains no link to any specific information regarding Connecticut programs for veterans’ employment, licensing, or education.<sup>17</sup> The information it does present is arranged in a somewhat confusing manner. The Connecticut DOL’s website does contain a prominent link to contact information for DOL Veterans Representatives. Connecticut Veterans Representatives are liaisons integrated into local offices within the DOL’s system of seventeen “CTWorks” Career Centers.<sup>18</sup>

However, Veterans Representatives are located at only six locations; fewer than a dozen full-time Veterans Representatives serve the entire state.<sup>19</sup> Just to request an appointment, a veteran must fill out a long and cumbersome online form on which the veteran must divulge his or her social security number, character of discharge, and a host of other information.<sup>20</sup> Not only is there no central telephone or email helpline, but the form warns: “After your Veterans Employment Representative receives your appointment request, you will be contacted by them to arrange an appointment to meet with you. You do not have a confirmed appointment until you receive your scheduled date and time.”<sup>21</sup> Overall, the form is intimidating, inaccessible, and seems unnecessary. Accessing Veterans Representatives should be easy, user-friendly, and should not require an appointment. There should be central telephone and email hotlines where Connecticut veterans can have their questions answered quickly, and without having to travel. Furthermore, staff at each CTWorks Center should be designated as Veterans Representatives, and given the training necessary to act as effective counselors to lead veterans through the programs relevant to their licensing, education, or employment.

The Governor’s “Veterans Cabinet” has created a website (VETERANS.CT.GOV) that seems intended to act as a dashboard for veterans seeking information about employment, education, and benefits.<sup>22</sup> While the website is attractive and well organized, it contains little independent



substantive content. Primarily, it links back to existing agency websites. There is relatively little content anywhere on the site dedicated specifically to veterans programs regarding the crediting of military experience toward licensing or education.<sup>23</sup> However, the site's Education tab does link to the Board of Regents' Veteran Services website, which should be a model for an effective, clear, and attractive website. If further developed with the necessary content—including information about specific licenses, educational programs, and employment benefits—VETERANS.CT.GOV could become a useful centralized platform for outreach to veterans.<sup>24</sup>

In addition to website design and a more robust system of Veterans Representatives, the Connecticut DOL could emulate New York by reaching out directly to the military to ensure that information about its programs makes into each service's Transition Assistance Program for military personnel who plan to reside or work in Connecticut after their separation. Additionally, a resolution should be enacted calling for the Department of Defense to notify state agencies about separating veterans coming to their state so that they can contact them once they return in order to coordinate their reentry into the civilian workforce. Additionally, it could hold additional jobs fairs like the Heroes 4-Hire Career Fair that the DOL and DVA sponsored at Rentschler Field on April 27, 2012.<sup>25</sup> Finally, CTWorks Career Centers should coordinate with U.S. Department of Veteran Affairs Vet Centers to ensure that Vet Centers have all the information necessary to advise veterans on taking advantage of opportunities available to them in licensing, employment, and education in Connecticut.

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<sup>1</sup> Maryland Veterans Full Employment Act of 2013, S.B. 273, [http://mgaleg.maryland.gov/2013RS/chapters\\_noln/Ch\\_154\\_sb0273T.pdf](http://mgaleg.maryland.gov/2013RS/chapters_noln/Ch_154_sb0273T.pdf).

<sup>2</sup> *Id.* § 2.5-107.

<sup>3</sup> See DLLR's DIVISION OF WORKFORCE DEVELOPMENT AND ADULT LEARNING: VETERAN SERVICES, <http://www.dllr.state.md.us/employment/veteranservices.shtml>.

<sup>4</sup> MARYLAND DLLR: ATTENTION MILITARY VETERANS AND FAMILIES – LEARN ABOUT EXPEDITED LICENSES, <http://www.dllr.state.md.us/license/opvetlic.shtml>

<sup>5</sup> See *id.*

<sup>6</sup> MARYLAND'S ONE-STOP CAREER CENTERS: VETERAN REPRESENTATIVES, <http://dllr.state.md.us/employment/onestopsvets.shtml>.

<sup>7</sup> Press Release, Governor Andrew M. Cuomo, Governor Cuomo Launches "Experience Counts" Campaign to Help Veterans Qualify for Jobs Upon Their Return to New York (Nov. 10, 2011).

<sup>8</sup> Press Release, N.Y. Dep't of Labor, State Labor Department Announces New 'Experience Counts' Initiative Grants Veterans Credit for their Military Experience (July 2, 2013).

<sup>9</sup> N.Y. DEP'T OF LABOR: FIND A LOCAL VETERAN'S EMPLOYMENT REPRESENTATIVE, <http://www.labor.ny.gov/vets/employspec/veteransemployspec.shtm>.

<sup>10</sup> N.Y. DEP'T OF LABOR: TRAINING & EDUCATION FOR VETERANS, <http://www.labor.ny.gov/vets/vetseducation.shtm>.

<sup>11</sup> *Id.*

<sup>12</sup> *Id.*

<sup>13</sup> *Id.*

<sup>14</sup> *Id.*

<sup>15</sup> See CONNECTICUT DEP'T OF VETERANS' AFFAIRS, <http://www.ct.gov/ctva/site/default.asp>.

<sup>16</sup> See CONNECTICUT DEP'T OF VETERANS' AFFAIRS: ORGANIZATIONS, <http://www.ct.gov/ctva/taxonomy/taxonomy.asp?DLN=45342&ctvaNav=45342>.

<sup>17</sup> CONNECTICUT DOL: OFFICE FOR VETERANS WORKFORCE DEVELOPMENT, <http://www.ctdol.state.ct.us/veterans/default.htm>.

<sup>18</sup> DOL VETERANS REPRESENTATIVES, <http://www.ctdol.state.ct.us/veterans/vetreps.htm>.

<sup>19</sup> *Id.*

<sup>20</sup> See, e.g., HARTFORD APPOINTMENT REQUEST FORM, <https://www.ctdol.state.ct.us/veterans/VetApptRequests/HartfordVetAppt.htm>.

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<sup>21</sup> *Id.*

<sup>22</sup> VETERANS.CT.GOV, <http://www.veterans.ct.gov/veterans/site/default.asp>.

<sup>23</sup> Some exceptions include information regarding veteran's opportunities in state jobs and motor vehicle services. The Motor Vehicle Services tab has a link to "DMV Easy Answers for Military Personnel," a webpage on the Department of Motor Vehicles website that details how veterans and military personnel can take advantage of programs like the Commercial Driver's License Skills Test Exemption. The State Jobs tab notifies veterans that they are guaranteed a face-to-face interview for all Connecticut state job applications. However, it does not contain any links to information about specific jobs.

<sup>24</sup> *See* VETERAN SERVICES, <http://www.ct.edu/admission/veterans#contact>.

<sup>25</sup> Letter from Governor Dannel P. Malloy to Executive Branch Agency Heads, Apr. 26, 2012.