# Veterans' Licensure Survey

**March 2021** 



# Results & Analysis



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## **Executive Summary**

Military service members, their spouses, and veterans, are among those disproportionately impacted by occupational licensure policy. Veterans may have difficulty obtaining a civilian credential despite years of transferable military education, training and experience. This is also a problem for military spouses who need to transfer a professional license after a move to another state. While these individuals have the proper background to succeed in civilian occupations, barriers to licensure still exist for this population.

In order to study the effects of occupational licensing as it relates to veterans and military spouses in the Commonwealth, the Department of State launched the *Veterans' Licensure Survey* on Veteran's Day 2019. The survey, housed on the Department's website, ran until Veteran's Day 2020 collected over 200 responses from veterans and military spouses who hold an occupational license. Survey questions focused on license portability, barriers and the overall license application process.

#### Findings from the survey included:

- Most respondents received their Pennsylvania occupational license within 3 months of applying.
- A majority of respondents spent between \$200 \$500 in initial licensing expenses.
- Difficulty in transferring military credentials and experience to satisfy state occupational licensure requirements pose a significant barrier to veterans.
- Respondents reported that "Acceptance of military training, education, and experience" as well as "Licensure fee waivers" would be most beneficial to veterans and military spouses when obtaining licensure.

These findings led to development of the following policy recommendations:

- Support legislative approaches that call for recognition of military training and experience to satisfy licensure requirements.
- Establish processes to expedite review of license applications for veterans and military spouses.
- Institute waivers for initial licensure fees of military spouses.
- Increase veteran and military spouse presence on state licensing boards.
- Allow veterans to be licensed by examination.
- Work with education providers (State educational and technical institutions) and the U.S. Department of Defense to develop bridge programs to fill gaps in training for veterans returning to the civilian workforce.

#### Introduction

The Commonwealth of Pennsylvania is home to nearly 1 million veterans, active-duty service members, military spouses, and dependents. Pennsylvania has one of the largest veteran populations in the United States. In fact, Pennsylvania ranks 4th in the country in veteran population with over 840,000 veterans, which constitutes 8% of the state's adult population. These selfless individuals offer a valuable set of skills and leadership abilities, yet many struggle to find employment. For veterans, applying for jobs may be difficult as they attempt to translate military credentials and experiences into civilian employment qualifications. Further, uncertainty with skills translation and transferability are a challenge for civilian employers in locating suitable positions for veteran employees in the workplace. Due to this ambiguity, veterans are put at a disadvantage when competing with a comparably skilled person trained in the private sector. Although the U.S. Department of Labor estimates that the military trains people in skills applicable to nearly 1,000 civilian occupations, veterans continue to report finding employment as the most difficult challenge they face in transitioning to civilian life. <sup>1</sup>

Military spouses often struggle to find and maintain employment due to frequent moves, making them some of the most mobile workers in the labor market and leaving them vulnerable to varying state occupational licensure requirements. On average, military families move once every three years. Between 35 and 50 percent of military spouses work in fields that require licensure or certification. As these families move across state lines, they often encounter licensing requirements that differ from those of the state they left.

The result is that over 70 percent of military spouses in licensed professions must have their licenses renewed or reissued upon moving. The process can be expensive, time-consuming, and repetitive. Regular moves from state-to-state mean military families must endure the costs of obtaining a new license more often than many other licensees. Military spouse employment opportunities can be negatively affected by the length of time it takes to apply for licensure in a new state, uncertainty about the portability of a license, and lack of temporary licensure options. Given these obstacles, people working in licensed professions are typically much less willing to cross state lines.

Although state legislatures and licensing boards commit to reducing occupational licensure barriers for veteran and military spouses, they often face difficulties with licensing regulations that do not recognize veterans' skills, knowledge, and abilities. This leads to more expenses, in the form of costs to take redundant training courses and earn civilian certifications, to obtain licensure. The disconnect and extra hurdles may deter veterans from entering licensed professions. Improving the overall occupational licensure process will ease the burden on veterans and their spouses in procuring their Pennsylvania occupational license.

<sup>[1]</sup> https://justfacts.votesmart.org/public-statement/970661/remarks-by-us-secretary-of-labor-tom-perezat-the-american-legion-national-credentialing-summit#.WzFMjcGWwww

<sup>[2]</sup> https://www.ncsl.org/blog/2019/03/01/occupational-licensing-and-military-spouses-states-consider-new-solutions.aspx

<sup>[3,4]</sup> https://www.militarytimes.com/pay-benefits/2020/02/24/heres-what-dod-wants-states-to-do-to-help-military-spouses-with-their-occupational-licenses/

This timing of this study could not be more critical given the numerous issues related to occupational licensure for veterans and their families. For instance, the difficulty licensing authorities and educational providers have in recognizing military certifications and credentials, as well as a lack of opportunities for veterans to fill gaps in training when they return from military service, has disadvantaged veterans looking to begin a career in a licensed profession.

The results from this research will be used to craft legislative and policy recommendations specifically designed to promote better employment opportunities and remove barriers to professional licensure for military spouses and veterans in transition from active service. Easing licensing requirements would encourage more military veterans and their families to stay in Pennsylvania, and help reduce joblessness among veterans.

The effort to ease licensure requirements came as a result of Governor Tom Wolf's signing of Executive Order 2017-03: Review of State Professional and Occupational Licensure Board Requirements and Processes. The order required the Pennsylvania Department of State - Bureau of Professional and Occupational Affairs, which oversees professional licensure, to conduct a comprehensive review of the state's processes, fees, training requirements, criminal history policies, reciprocity or interstate agreements, and continuing education requirements for occupational and professional licensure.

A review of the state's processes related to licensure portability resulted in legislative action, specifically the signing of Act 41 of 2019, which provides for the endorsement of licensed professionals credentialed in other states, with substantially equivalent requirements and no disciplinary history, so they may acquire a Pennsylvania license. The act also provides for the use of provisional licenses based upon each licensing board's discretion. As directed by Act 41, the Department immediately began drafting regulatory packages to effectuate that act shortly after its effective date in August 2019. The inspiration for Act 41 was originally intended for veterans and military spouses who regularly move from state-to-state, but due to the projected benefit that Act 41 would bring to Pennsylvania's workforce, the legislation was expanded to include all workers prior to the bill's passage.

The Department created administrative provisions to process and administer provisional licenses for those applications that filtered in to the various boards, and each applicable board and commission has begun promulgating its own regulations as per the statute. As of January 2021, there have been 115 full licenses and nearly 250 provisional licenses issued to Pennsylvania workers under Act 41. More information on Act 41 and related legislation benefitting veterans and military spouses can be found on Page 27 of the report.

This report continues to build on progress made from the Governor's order as the Commonwealth aims to identify opportunities to remove unnecessary restrictions that prevent Pennsylvanians from gaining employment in a licensed profession.

The Veterans' Licensure study was conducted by the Pennsylvania Department of State, with support from the Pennsylvania Department of Military and Veterans Affairs (DMVA) and Governor Tom Wolf's office.

## Methodology & Objectives

In order to identify barriers to occupational licensure, the Department conducted a survey of over 200 veterans and military spouses that held an occupational license in Pennsylvania or another state.

The survey consisted of 13 multiple choice and open-ended questions. Initial survey questions requested demographic information on the respondents, such as: military status, branch, and rank. Next, respondents were queried on the length of time it took to secure employment after returning home from military service, and the extent to which they used their GI Bill and field of study.

Individuals that indicated they held an occupational license were categorized into the "target group" and asked more specific questions about their transition and experience in obtaining a license, such as: field of licensure, the amount of time spent and costs incurred by the licensee to procure a license, the barriers encountered in the process, as well as their recommendations to improve conditions for the military licensee population.

Individuals who were classified outside of the target group (those who did not hold an occupational license) were only asked about their current field of employment before completing the survey.

Any participant that identified themselves as a veteran or military spouse were invited to take the survey. Overall, 570 individuals responded to the survey. The survey asked participants early on if they currently hold an occupational license (either in PA or another jurisdiction), which identified our target group of respondents. The target respondent group included a total of 215 veterans and military spouses.

The survey collected qualitative data on professionally licensed members of the military and their spouses to help identify issues with the transition process of occupational licensing from the military to the civilian sector. An analysis of the survey data was performed in order to have a stronger understanding on the effects occupational licensing has on veterans and military spouses in the Commonwealth. Acknowledging the transitional difficulty that military members and their spouses face will result in policy reform that creates a more efficient process for these licensed professionals. Survey responses guided the drafting of policy recommendations relative to streamlining occupational licensure regulation in the commonwealth.

Appendix A contains the complete list of survey questions.

#### **Data Collection**

The marketing strategy utilized to recruit survey participants included a combination of press releases, media interviews, social media and website promotion, and an inperson survey approach at veterans' events. To announce the launch of the Veteran's Licensure Survey, DOS issued a press release to media outlets (see Appendix B) and published nearly a dozen social media posts (see Appendix C) and blogs promoting the survey to the public.

In December 2020, KYW NewsRadio Philadelphia<sup>8</sup> published a story on the Veterans' study to promote the goals of the survey. Furthermore, DMVA distributed survey information to Pennsylvania's veteran population through its various communication channels.

The Veterans' Licensure Survey was launched on the Department of State's website on Veteran's Day 2019 and collected responses through Veteran's Day 2020. The target group of participants surveyed were military members and spouses who currently have or had a military career that aligns with the scope of an occupational license or holds an occupational license to work in civilian employment.

The survey was administered electronically using Qualtrics software. Respondents completed the survey through a survey link provided online or in-person using a laptop at a veteran's event. Over the year, data collectors attended numerous veteran employment events across Pennsylvania to accumulate responses. The most interactive experience for the survey came on January 9th, 2020, as DOS participated in "Military Appreciation Day" at the Pennsylvania Farm Show in Harrisburg, PA. DOS data collectors engaged with nearly 100 military members and spouses that day, learning about their experiences first-hand while promoting the goals of the survey and overall project.

[7] https://www.dos.pa.gov/simplystated/Pages/Article.aspx?post=36

[9] https://csorsaintfrancisuniv.iad1.qualtrics.com/jfe/form/SV 8q2s7MgABDP9hGt

<sup>[6] &</sup>lt;u>https://www.facebook.com/PADepartmentofState/</u>

<sup>[8]</sup> https://www.radio.com/kywnewsradio/articles/news/easing-transition-for-veterans-entering-civilian-workforce

<sup>[10]</sup> https://www.dos.pa.gov/ProfessionalLicensing/Pages/default.aspx

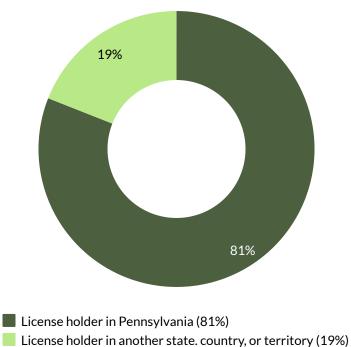
## **Respondent Profile**

Any participant that identified themselves as a veteran or military spouse were invited to take the survey. Overall, 570 individuals responded to the Veterans' Licensure Survey. Participants were asked if they hold an occupational license in Pennsylvania or another jurisdiction. The response to that question categorized which respondents were included in the target group for the study. Those in the target group were asked focused questions relative to their experience with occupational licensing and its effect on finding employment. The target group included a total of 215 veterans and military spouses. Below is a profile on the licensed individuals from the target group.

## **License Jurisdiction of** Respondents

Over 80% of respondents currently hold a Pennsylvania occupational license.

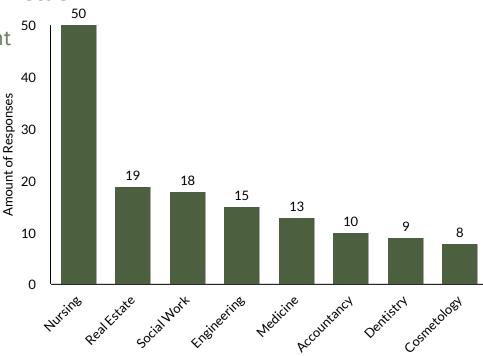
Nearly 20% of respondents hold a license recognized in another state, country, or territory.



## **Most Popular License Fields**

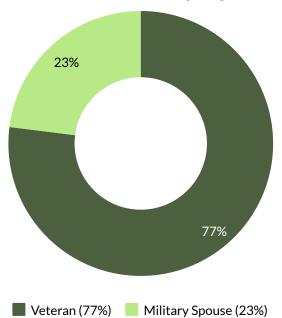
The chart displays the eight most popular selected fields of respondents when asked which profession they held an occupational license in.

Nursing, Real Estate and Social Work were the highest selected fields among respondents.



## Sample Demographics

## **Veteran or Military Spouse**



Veterans made up the majority of respondents in the target group (77%), while military spouses accounted for nearly 23% of the target group.

The Army was the highest represented branch in the target group (34%) followed by the Army National Guard and Air Force.

Air National Guard (6%)
Army National Guard (18%)
Air Force (17%)
Army (34%)
Marine Corps (10%)

Navy (15%)

# 10%

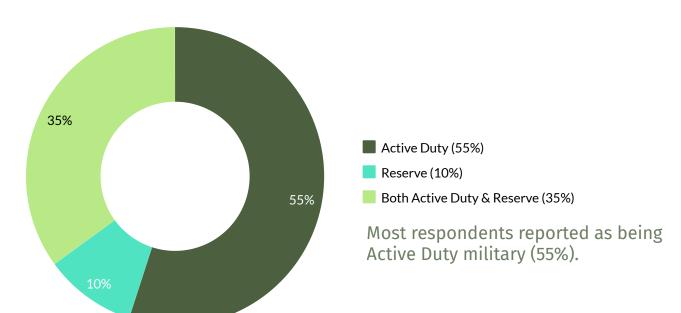
34%

15%

**Service Branch** 

6%

## **Active Duty/Reserve Status**



17%

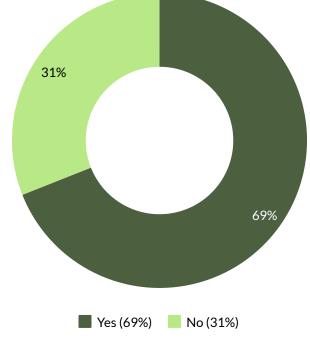
## **GI Bill**

The term GI Bill refers to any U.S. Department of Veterans Affairs education benefit earned by members of Active Duty, Selected Reserve, and National Guard members and their families. The benefit is designed to help service members and eligible veterans cover the costs associated with getting an education or training. There are several types of training that GI Bill benefits can be used for such as: college degree programs, vocational/technical training, on-the-job/apprenticeship training, and licensing & certification reimbursement.

The Pennsylvania GI Bill, which was signed in to law July 1, 2019, is the first program of its kind in the nation. The Bill authorized the Military Family Education Program (MFEP) which allows spouses and children of Pennsylvania National Guard members to attend college at no or reduced cost. Under the PA GI Bill, Pennsylvania National Guard members who commit to an additional six years of service can receive five years of higher education benefits for their spouses and children.

#### **Use of GI Bill**

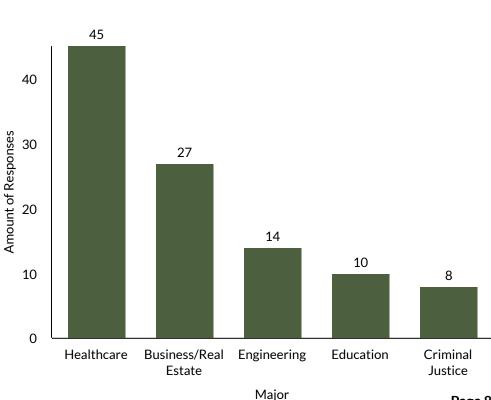
A considerable number of respondents (69%) in the target group used their federal GI Bill benefits to pursue further educational and training opportunities.



## **Most Popular Majors**

This chart displays the most common majors/fields of study identified by respondents who pursued further education using their GI Bill benefits.

The largest concentration of majors identified were in the healthcare field, followed by business/real estate.



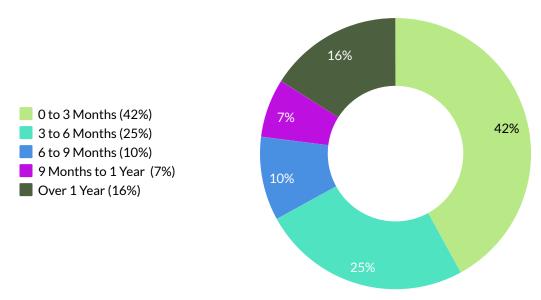
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## **Transition Overview**

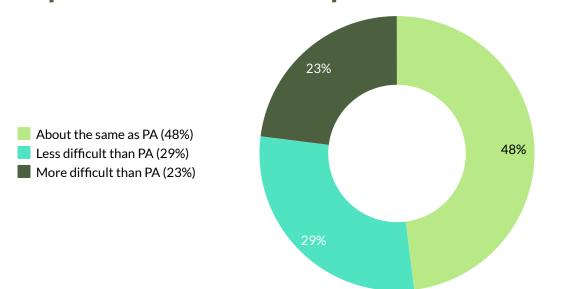
A significant number of respondents were able to find employment within 3 months in their transition from the military to the civilian workforce.

There were 28 respondents who held both a Pennsylvania occupational license as well as another state's license, and were asked to compare the process to obtain licensure in each jurisdiction. A majority of respondents reported a similar experience in Pennsylvania as compared to other states.

## Amount of time to find civilian employment



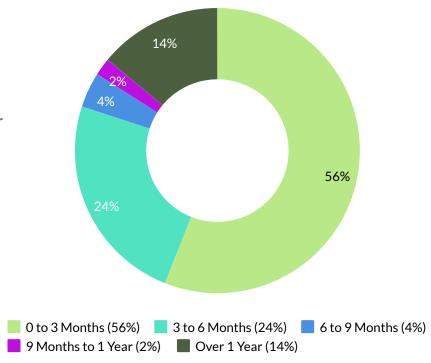
#### Comparison of PA's licensure process to other states



# Finding #1 - Most respondents received their Pennsylvania occupational license within 3 months of applying.

# Amount of time to receive PA license after applying

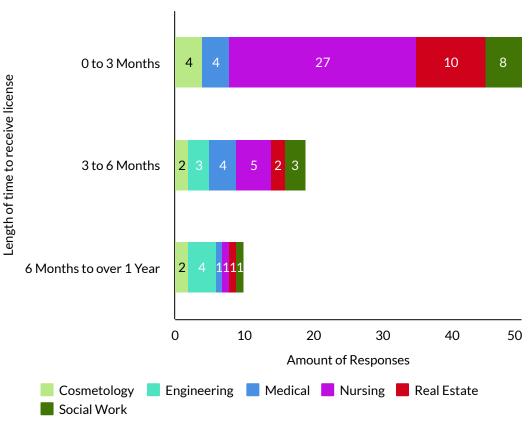
Over half of respondents answered that they received their PA occupational license within 3 months of submitting the application for initial licensure (56%).



# Amount of time to receive PA license by profession

This chart presents the amount of time it takes for licensees, organized by the most popular professions identified by respondents, to receive their PA license.

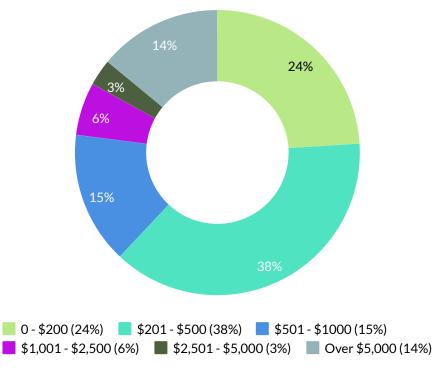
The majority of licensees received their license within 3 months, with nursing and real estate licensees reporting the most in that time frame.



# Finding #2 - A majority of respondents spent between \$200 - \$500 in initial licensing expenses

## **Initial Licensing Expenses**

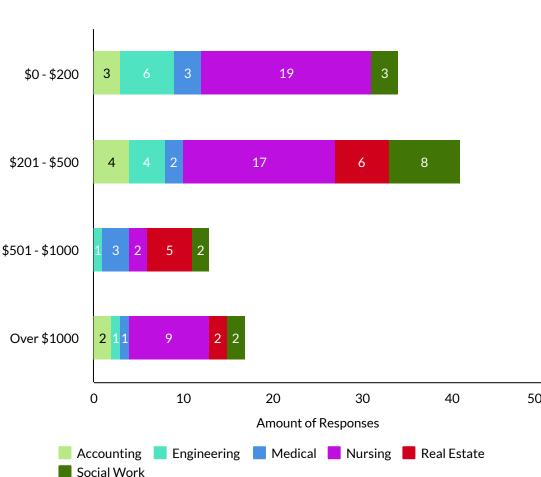
Over half of respondents spent between \$200 - \$500 in initial licensing expenses, which include costs for registration fees, initial licensing fees, exam fees, renewal fees, or other required costs incurred in obtaining licensure.



## Initial licensing expenses by profession

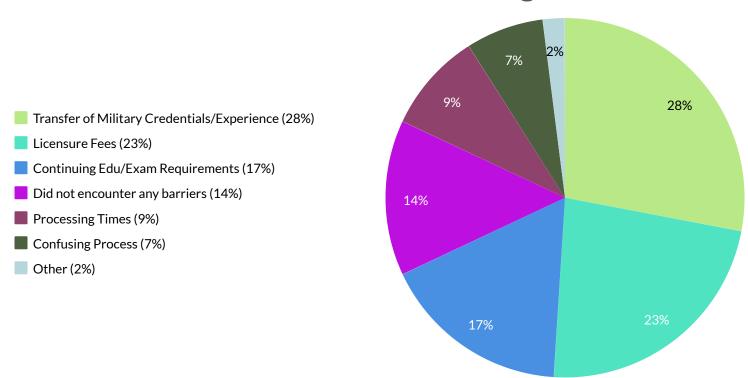
This chart breaks
down initial expenses
incurred, organized
by the most popular
professions identified
by respondents, when \$201-\$500
obtaining licensure.

The majority of licensees spent between \$200 and \$500 to obtain licensure, with nursing and social work licensees as the largest groups reporting in that amount range.



Finding #3 - Difficulty in transferring Military Credentials and Experience to satisfy state occupational licensure requirements pose a significant barrier to veterans

## Barriers encountered when obtaining licensure



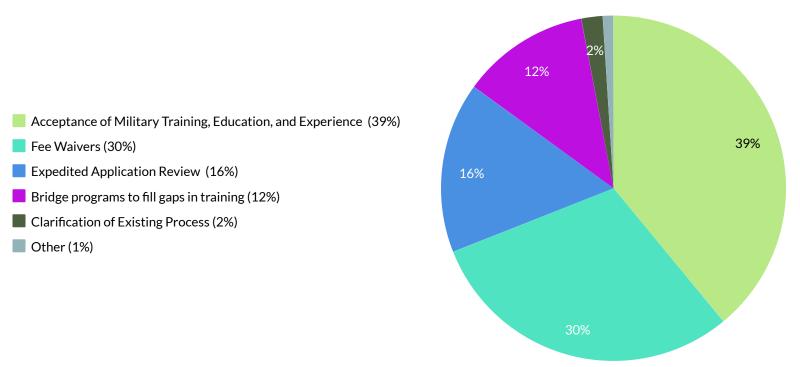
While one in five respondents report that they did not come across any issues when obtaining their Pennsylvania occupational license, over a quarter of veterans (28%) encountered a barrier when attempting to translate their military credentials and experience to satisfy state licensing board requirements.

Other respondents reported Licensure fees (23%) and Continuing Education/Examination Requirements (17%) as barriers to licensure.

Participants had the option to select more than one response to this question.

Finding #4 - Respondents reported that "Acceptance of military training, education, and experience" as well as "Licensure fee waivers" would be most beneficial to veterans and military spouses when obtaining licensure

### Action that would be most beneficial when obtaining licensure



When questioned about which actions should be taken by state legislatures and licensing boards to improve the overall licensure process for veterans and military spouses, the acceptance of military training, education, and experience to satisfy licensure requirements topped the list at 39%. Nearly one-third (30%) suggested waiving licensure fees would be beneficial to military spouses and veterans. This coincides with Finding #3, as the top barriers to licensure reported were veterans having difficulty when translating their military credentials, and the costs of a license.

Expedited application review for licensure applicants was another popular response (16%), followed by the creation of bridge programs to fill training gaps in order to fulfill licensing requirements. Participants had the option to select more than one response to this question.

#### **Finding #5 - Comment Section**

Respondents were invited to provide comments and feedback related to the survey or occupational licensing in general.

Below is a collection of comments directly from the veterans and military spouses who participated in this licensure study.

#### Comments from survey takers:

"Experience and training received from the military needs to be identified in the civilian sector"

"Create a portal to match service member talents to civilian employment requirements"

"Assistance with licensure fees would ease the transition"

"The constant moves between states lead to expensive licensure costs!"

The results and findings presented earlier led to development of the policy recommendations featured below:

#### #1 - Recognition of Military Education, Experience and Training

State licensing agencies set the eligibility standards that are accepted to fulfill regulatory and statutory requirements for occupational licensure. These requirements, determined by the state legislature and enforced through professional licensing authorities, aim to advance public health and safety goals, as well as protect the consumer. Licensure requirements typically include a combination of education, examinations, training or work experience, among other prerequisites. Each precondition for licensure presents a unique challenge for veterans attempting to translate their military and training experience into civilian credentials.

State administrative rules and processes within civilian licensing and credentialing systems create hurdles for veterans working to obtain licensure or certification; and these obstacles are often unrelated to their ability to competently provide professional services to the public. Veterans frequently find it difficult to attain formal private sector recognition of their military training, experiences, and skill sets through civilian certification and licensure. These challenges not only hamper the potential for veterans' success in the civilian job market, but they also disservice the labor market as 55 percent of veterans<sup>11</sup> in transition end up working in a job completely different than their military occupation.

The United States military spends billions of dollars on extensive training for servicemembers that prepares them to perform in hundreds of occupational specialties. Most military training and experience overlap with civilian credential training requirements; however, a majority of these talented and dedicated individuals are required to repeat education courses in order to receive industry certification and state occupational licenses. Failure to correct this issue will lead to "learning loss" - the valuable knowledge, skills, and abilities gained through military training are lost due to outdated recognition and transferability policies.

Veterans, particularly those without college degrees, are often pushed toward low-skill jobs even though their background translates well into the knowledge and abilities required to perform higher-skill positions. An open channel to those jobs, however, does not exist for veterans. In fact, nearly one-third of veterans' report underemployment, which is a rate of 16% higher than non-veterans. If programs were in place to recognize the first-rate education gained through military service and count it towards civilian licensing credits, it would increase the number of competent professionals in the civilian sector. Uniform recognition of veterans' skills and abilities will aid those transitioning into the civilian workforce and reduce ambiguity for employers when considering veterans for employment.

<sup>[11]</sup> https://www.nytimes.com/2020/03/07/us/politics/veterans-jobs-employment.html [12] https://www.militarytimes.com/education-transition/2020/05/10/increasing-recognition-of-military-based-learning-in-the-midst-of-the-coronavirus-crisis/

#### **Legislative Approaches**

To bolster employment opportunities for veterans, state lawmakers should authorize legislation requiring state occupational licensing agencies to evaluate and provide appropriate credit towards licensure for military experience. Further, licensing agencies must evaluate the extent to which military training received by veterans meets all or part of the requirement for the practice of an occupation which is certified, licensed, or registered.

The following legislative approaches should be considered in order to address this barrier to Veterans' licensure:

• Washington's House Bill 1418 (of 2011)<sup>13</sup> instructs the Washington Department of Licensing to consider military training and experience in satisfying professional licensure requirements unless the Department determines that the training and experience is not "substantially equivalent" to state standards. This legislation creates a streamlined path for qualified veterans while shifting the burden of determining substantial equivalency for licensure to the licensing authority.

The bill modifies the statutory chapters of 21 commercial occupations, while its counterpart, <u>Senate Bill 5307</u><sup>1,4</sup> modifies the statutory chapters of 14 health-care related occupations. Each chapter features a section that reads 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."

Maryland Veterans' Full Employment Act of 2013<sup>15</sup>- Under this Act, Maryland licensing boards are required to consider a veteran's relevant military experience when calculating their years of practice in an occupation. Maryland licensing boards must also credit any substantially equivalent military training and education.

In addition, the 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.

[13] http://lawfilesext.leg.wa.gov/biennium/201112/Pdf/Bill%20Reports/House/1418%20HBR%20FBR%20 11.pdf?q=20210111085534

[14] https://apps.leg.wa.gov/billsummary/?BillNumber=5307&Year=2011&Initiative=false [15] http://mgaleg.maryland.gov/2013RS/chapters\_noln/Ch\_154\_sb0273T.pdf

Pennsylvania is currently working on a few measures to recognize military training and experience toward credentials for licensure:

• Pennsylvania Senate Bill 1040 was introduced to the General Assembly in February 2018 and offered a framework to establish procedures to streamline the occupational licensing process for veterans. Senate Bill 1040 directs all state licensing agencies to evaluate the extent to which military training received by veterans meets all or part of the requirements for the practice of an occupation which the agency certifies, licenses or registers. The bill also calls for a number of approaches that complement the recommendations presented in this report. For instance, the bill proposes licensure by examination and the development of bridge programs to cover educational gaps.

Senate Bill 1040 was referred to the <u>Senate Committee for Veterans Affairs and Emergency Preparedness</u> after its introduction, where it remained for that session. The bill has not been re-introduced to the General Assembly.

#### Creation of a Military Occupational Crosswalk for the licensing community

The Pennsylvania Department of State is currently developing a military 'occupational crosswalk' to identify and relate civilian career opportunities and requirements to veterans' military experience. Once completed, the crosswalk will guide veterans in translating their education, certification, training, and skills into professional credentials which in turn can be used to fulfill occupational licensing standards. The crosswalk will also assist veterans identify any gaps in their training and/or experience that must be filled in order to meet their personal career goals.

The crosswalk contains over 350 military occupations, representing all five branches, with almost 70% of the occupations residing in the healthcare field. The military occupations featured are matched to nearly 100 licensed professions administered by the professional licensing boards and commissions in Pennsylvania. The goal of the crosswalk is to educate the state legislature, licensing boards and commissions, the veteran community, and employers on how military training and experience aligns directly with civilian education and work experience. The crosswalk will be used as a tool to ensure veterans experience a consistent transition in the licensure application process.

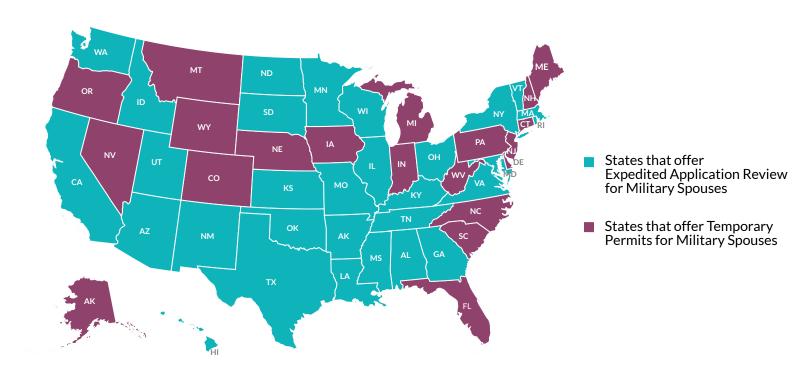
#### #2 - Expedited Application Review for Veterans and Military Spouses

A main responsibility of any licensing agency is to review applications to assess an individual's eligibility for licensure. There are a number of steps that go into screening an application for professional licensure: staff must confirm the information the applicant included is correct, such as educational degree or completion of training hours, and process required background checks. In some cases, examination results will be necessary to approve a licensee's application.

Overall, the application review stage for professional licensure can be lengthy and financially stressful for veterans and military spouses, regardless if they are first-time applicants or applicants who were previously licensed in another state. Extended waiting times for processing licensure applications can impede Pennsylvania's ability to attract military families who are looking for work in a licensed field.

Expedited application review is critical to the goal of reducing regulatory burdens for military families. This can be achieved by developing an efficient review process that prioritizes veteran applications, minimizes the number of administrative documents required when submitting, and waive certain licensure prerequisites (such as fees or redundant training requirements). Passing legislation that implements expedited application review for military spouses will align Pennsylvania with the national trend, as 30 states already have similar systems in place. However, a number of state laws do not set any specific time frame around expeditious review.

Below is a map displaying which states have expedited application reviews for military spouses and which states offer temporary permits for military spouses. A temporary permit granted to a military spouse allows them to quickly begin working while they wait for their permanent license to be processed.



#### **Expedited Application Review for Veterans and Military Spouses**

Below are just a few examples of states that have passed legislation in order to smooth the application review process for veterans and military spouses:

- Maryland's Veterans Full Employment Act of 2013<sup>18</sup>. The Act expands the definitions of who is considered a "service member," a "veteran" or a "military spouse" when applying for expedited licensure from the Maryland Department of Labor's Occupational and Professional Licensing boards. Also, the changes mandate that expedited licenses to military veterans and families be issued by the division within 60 days of receiving completed applications. Further, health occupation boards shall issue a license to a qualified service member, veteran, or military spouse within 15 business days after receiving a completed application. 19 In terms of spousal licensing, the Full Employment Act establishes a cross-state reciprocity program under which military spouses with existing out-of-state licenses can quickly receive professional licenses and join the labor market.
- Virginia House Bill 2129 of 2019 Board of Nursing; application for license or certification; military spouse; expedited review 20 Signed into law in March 2019, House Bill 2129 directs the Virginia State Board of Nursing to process applications and, if an applicant meets the criteria for licensure or certification, issue such license of certification within 30 days in cases in which an applicant for licensure or certification is licensed or certified in another state and is relocated to the Commonwealth pursuant to a spouse's official military orders.
- Kansas KS STAT § 48-3406<sup>21</sup> directs state licensing agencies to process applications within 60 days for veterans who hold an equivalent license in another state or territory.
- North Dakota Senate Bill 2306 of 2019 and South Dakota House Bill 1111 of 2019 requires issuance of a license to a military spouse within 30 days of applying.
- In 2018, **Utah** passed **Senate Bill 227**, which allows active duty service members and spouses to practice a number of professions or occupations in the state without requiring a distinct license in Utah, as long as they hold a current license in good standing in another state and pay all applicable fees.

<sup>18]</sup> http://mgaleg.maryland.gov/2013RS/Chapters\_noln/CH\_155\_hb0225e.pdf

<sup>19]</sup> https://liaw.justia.com/codes/maryland/2013/article-gho/ 20] https://lis.virginia.gov/cgi-bin/legp604.exe?191+sum+HB2129&191+sum+HB2129

<sup>21]</sup> https://www.ksrevisor.org/statutes/chapters/ch48/048 034 0006.html

<sup>22]</sup> https://www.legis.nd.gov/assembly/66-2019/bill-actions/ba2306.html

<sup>23]</sup> https://legiscan.com/SD/bill/HB1111/2019

<sup>24</sup> https://dopl.utah.gov/military.html

#### **#3 - Initial Licensure Fee Waivers for Military Spouses**

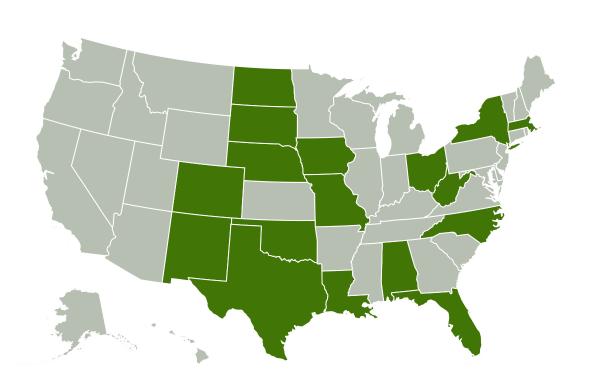
The United Service Organization (USO) estimates military families move to a new state on average every three years. Frequent moves and the resulting need to search for a new job can be a significant problem for military spouses, especially when finding employment in a new state requires obtaining an occupational license. Military spouses in professionally licensed fields are burdened from the delays and expenses involved in transferring a license or certification to a new state.

These burdens may deter military spouses from entering professions that require a license, leaving them with limited employment options. The constant moves give little room for professional growth or establishment in a company, as some companies may shy away from hiring military spouses because they know that they will eventually be leaving. Further, many high-skill positions that could potentially be staffed by military spouses are often left unfilled due to the high costs to maintain licensure in several states.

Therefore, it is imperative that states support military spouses in their pursuit to continue their careers in a new place of residence with minimal delay and reduced expenses. In order to ensure this happens, states should waive initial licensing fees for military spouses seeking licensure. Waivers for initial licensing fees would have to be instituted legislatively.

The map below displays states that waive or reduce initial licensure fees for military spouses in certain professions: <sup>26</sup>

Alabama Colorado Florida lowa Louisiana Massachusetts Missouri Nebraska **New Mexico** New York North Carolina North Dakota Ohio Oklahoma South Dakota Texas West Virginia



#### #4 - Increase presence of veterans and military spouses on licensing boards

There are 29 professional licensing boards and commissions in Pennsylvania, with close to 300 board members total. Each board and commission is subject to its own governing statute which determines their powers and functions. The boards and commissions also promulgate regulations to further govern their respective professions. Each comprise between seven and seventeen members, including professionals in those fields and public members who represent the public at-large. Members are appointed by the Governor and confirmed by the Senate. Licensing boards have the technical knowledge about skills necessary to safely join a profession, and authority to designate standards for accepted training and experience.

The Commonwealth of Pennsylvania has one of the largest veteran populations in the United States. In fact, Pennsylvania ranks 4th in the country in veteran population with over 840,000 veterans, which constitutes 8% of the state's adult population. Pennsylvania is home to over 30,000 National Guard and Reserve service members. With such an abundant amount of veterans and military spouses to select quality candidates from, board membership should reflect these individuals. The nomination of military spouses and veterans to serve as members of occupational licensing boards will send a strong message that the success of military families transitioning to civilian employment is a priority to Pennsylvania.



It is important to ensure all boards and commissions reflect the composition of the licensee population and professional community. A board needs to take into consideration all of its constituencies. Bringing in different perspectives allows for a more inclusive decision-making process and challenges stale thinking. Diversity, both in the traditional and geographic sense, must be a priority for licensing agencies. Agencies should field candidates for board member nominations that represent all constituents.

#### **#5 - Allow for Licensure by Examination**

Veterans who have already performed an occupation in the military may not have the ability to immediately apply for a civilian occupational license in the same field. This is due to licensing statutes requiring completion of an approved civilian training program by the applicants before they sit for an examination. On account of this stipulation, veterans are often tasked with completing duplicative coursework after returning home from their military career, in order to gain the civilian credentials to sit for an occupational licensing exam. Veterans who can demonstrate a threshold level of experience to take an exam should be given the opportunity to do so without having to undergo additional training.

Granting veterans the opportunity to become licensed by examination will reduce the amount of unnecessary impediments they face during the licensure application process. This recommendation would require legislation from the General Assembly to permits the state boards and commissions to waive civilian educational requirements and permit veterans to sit for a licensing exam.

For example, Army licensed practical nurses (LPNs) are required to pass the National Council Licensure Exam - Practical Nurse to perform the job in the military, and the training Navy Hospital Corpsman receive is akin to the training required for an occupational LPN license. Due to the level of similarity in training and experience to civilian requirements, some states, like California and West Virginia, allow veterans with certain levels of military training and experience to sit for the LPN exam without the need for additional training. 28

Other examples of licensure by examination include Wisconsin's "Law Enforcement Accelerated Development Program",29 which allows veterans who have separated within the past three years and who have at least one year of experience as a military police officer to take a reciprocity exam and become certified with no additional training.

In Nevada, medics who served in the military have the opportunity to take the NREMT<sup>30</sup> Basic Exam to obtain licensure as an EMT<sup>31</sup> Further, Nevada does not require prior completion of the exam refresher course to sign up for testing, thus reducing the amount of prerequisites veterans must complete in order to sit for their licensing exam.

Competency-based skills and knowledge assessments offer promise for many veterans who have an extensive training background and can prove competency in the profession immediately upon returning home from their service.

- [28] https://wdr.doleta.gov/research/FullText Documents/ETAOP 2015-03.pdf [29] https://wilenet.org/html/lead/index.html [30] National Registry of Emergency Medical Technicians

- [31] http://dpbh.nv.gov/Reg/EMS/dta/Licensing/Emergency Medical System (EMS) Licensing/

#6 - Work with education providers (State educational and technical institutions) and the U.S. Department of Defense to develop bridge programs to fill gaps in training for returning veterans

When overlap exists between the skillset employed in a military occupation and that necessary for a comparable civilian occupation, states should provide direction for abridged training programs for veterans, which focus on filling specific gaps. In order to locate these gaps, an analysis would have to be performed to determine whether an applicant's military training and experience for an occupation is fully or partially equivalent to a state's training requirements for licensure or certification. For the ability to perform the "gap analysis", licensing boards would need express statutory authority from the state legislature.

This would permit licensing boards to partner with state educational and technical institutions, DMVA, and the Pennsylvania Department of Education to perform a gap analysis for each relevant occupation. The goal of the analysis is to provide enough insight to select alternative courses of military training as an acceptable substitute for required state training.

Furthermore, several states have issued executive orders directing licensing authorities to perform a gap analysis and discover alternative pathways to licensure for veterans. For example, in 2012, Nevada Governor Brian Sandoval instructed state licensing boards to develop programs that aim to bridge the gap between state licensing requirements and military experience. 32 In 2013, Illinois Governor Pat Quinn issued an executive order calling for state agencies to identify equivalences and gaps between military and civilian occupations.<sup>33</sup>

For occupations where the gap analysis indicates partial equivalency is possible, licensing boards should strategize to fill those gaps by developing "bridge programs" that specifically target the skills necessary to demonstrate expertise in the profession. Bridge programs are a series of courses or a refresher course, designed to prepare individuals with prior military training to meet the credentials of a licensed profession. Licensing authorities should partner with academic institutions, the PA Department of Education, DMVA, and the U.S. Department of Defense to determine academic equivalency and produce bridge programs that meet state requirements or waive required courses by awarding advanced standing within an existing training program.

For instance, Army, Navy, and Air Force medics receive rigorous training in the health sciences and attain unparalleled experience in combat situations. However, not all of these skills and abilities fully translate for advanced healthcare occupations. In those cases, tailored training and education programs can assist veterans to build upon their valuable military experience and pursue advanced medical professions. On the following page are a few examples of training programs geared towards healthcare workers that equip them with the tools needed to successfully obtain civilian employment credentials. These programs are a framework for cutting out duplicative coursework and reducing tuition costs for veterans obtaining their professional certifications.

The following legislative approaches should be considered in order to address this barrier to Veterans' licensure:

#### Gateway Community College's LPN Bridge Training Program (Phoenix, AZ)

In 2013, Arizona Governor Jan Brewer signed HB 2076<sup>34</sup> into law, allowing a military veteran with a healthcare designation to complete bridge coursework based on a gap analysis published by the NCSBN<sup>35</sup> titled, "A Comparison of Selected Military Health Care Occupation Curricula with a Standard Licensed Practical Nurse Curriculum", 36

In order to identify the necessary bridge coursework to include into the program, a "crosswalk" between Gateway's LPN curriculum, NCSBN's gap analysis, and the Arizona State Board of Nursing's rules was developed. This resulted in a 12 credit, 4month course that prepares Veterans students to sit for the NCLEX<sup>37</sup> for Practical Nurses.



#### Illinois Department of Veterans' Affairs 'Corpsman to Practical Nurse' Program

The program is a cooperative effort between the Illinois Department of Veterans' Affairs, the Illinois Department of Financial & Professional Regulation, and a number of nursing schools in the state.<sup>38</sup>

Service members who have previous healthcare training with the military (i.e. Corpsman, Med Tech) are eligible for the program so they can become certified as an LPN. It addresses differences in competencies between the METC Basic Medical Technician Corpsman program and those of a practical nursing program.

Students who complete the program are awarded a Practical Nursing Certificate and become eligible to sit for the NCLEX-PN Exam.

- 34] https://www.azleg.gov/legtext/51leg/1r/bills/hb2076h.pdf
- 35 | National Council of States Boards of Nursing

- 36] https://www.ncsbn.org/16 NCSBNAnalyiss MilitaryLPNVN.pdf 37] National Council Licensing Examination 38]https://www2.illinois.gov/veterans/Documents/IllinoisMilitaryLPNBridgeProgramBrochure.pdf



Educational evaluation is one of the bigger challenges that military members face when pursuing a licensed profession in the civilian world. It is essential for states to figure out ways to evaluate military experience and education with not only educational/technical institutions, but with the U.S. Department of Defense (DoD).

The DoD launched the SkillBridge program in 2014 as an opportunity for service members to gain valuable civilian work experience through specific industry training, apprenticeships, or internships during their last 180 days of service. SkillBridge connects service members with industry partners in real-world job experiences.

SkillBridge is an opportunity to access and leverage the world's most highly trained and motivated workforce at no cost. Service members participating in SkillBridge receive their military compensation and benefits, and industry partners provide the training and work experience.

Service members can be granted up to 180 days of permissive duty to focus solely on training full-time with approved industry partners. These partners offer real-world training and work experience in in-demand fields of work while having the opportunity to evaluate the Service member's suitability for the work.

There are over 1,150 SkillBridge participants across the United States with 20 participants located in Pennsylvania. A full list of Pennsylvania participants is included in Appendix E.

The Skillbridge program helps service members connect the gap between the end of service and the beginning of their civilian careers and Pennsylvania state agencies should continue to work with the business community to recruit more employers to participate in the program.

## Conclusion

States must identify opportunities to address administrative processes and regulations in ways that do not affect their substance but reduce barriers for veterans looking to apply their military skillset within the civilian workforce.

Examples of such strategies include waiving administrative fees, ensuring quick turnaround of applications, creating bridge programs, offering licensure by examination, increasing veteran membership on licensing boards, and aligning rules concerning experience requirements with typical military service experiences.

Easing licensure barriers will create more employment opportunities for veterans and military spouses while simultaneously increasing the number of qualified professionals practicing in Pennsylvania.

#### Resources

For the latest updates on news surrounding Pennsylvania veterans and military spouses, please visit the Pennsylvania Veterans Registry. The registry is an online application that allows veterans, family members and people who work with veterans to connect with DMVA to request information related to the valuable state benefits, programs and services offered.

#### PA Veterans Registry:

https://www.dmva.pa.gov/veteransaffairs/Pages/Outreach-and-Reintegration/PennsylvaniaVeteransRegistry.aspx

For questions or more information on occupational licensing in Pennsylvania, please visit the Bureau of Professional and Occupational Affairs website: <a href="https://www.dos.pa.gov/ProfessionalLicensing/Pages/default.aspx">https://www.dos.pa.gov/ProfessionalLicensing/Pages/default.aspx</a>

For other general updates related to the Department of State, please visit: <a href="https://www.dos.pa.gov/Pages/default.aspx">https://www.dos.pa.gov/Pages/default.aspx</a>





## **Related Legislation**

Below is a collection of existing legislation that benefits Pennsylvania veterans and military spouses:

• Pennsylvania Act 41 of 2019 - "Licensure Portability Act" - Act 41, signed by Governor Wolf on July 2, 2019, allows for portability of out-of-state professional licensees coming to work in Pennsylvania. Act 41 does this by granting all boards and commissions within the Commonwealth the authority to immediately endorse licensees from other states, territories or jurisdictions (with substantially equivalent licensing requirements) who are active, in good standing and without discipline against their license or criminal conviction. If a licensee comes from a jurisdiction that does not have substantially equal requirements for licensure, then the boards/commissions may grant a provisional license for a period of such time to allow the new resident to meet the necessary requirements, allowing them access to gainful employment in the interim.

Prior to the reform, many professionals licensed out-of-state had to complete Pennsylvania's entire licensing process. The time-consuming delays caused workers (including veterans and military spouses) moving to Pennsylvania to lose income and career opportunities and reduced the pool of talented workers for businesses. While this legislation does not include a system for expedited application review for veterans and military spouses, similar to the examples cited above, the act does provide a sensible and efficient path to obtain occupational licensure that goes beyond licensure by endorsement or reciprocity options.

- Act 23 of 2015 The Act requires BPOA boards to renew the licenses of discharged members of the military within a year of the discharge upon payment of the biennial renewal fee only for the current biennium.
- Act 135 of 2016 The Act eliminates the requirement for fees to start or open a
  new small business if the business is veteran- or reservist-owned. Act 135 allows
  BPOA to waive initial application fees for certain license types for businesses
  regulated by various boards and commissions.

There are several licensing boards that provide other types of support for veterans seeking an occupational license; for example:

- The Barber Examiners board gives veterans preference points on exam scores;
- The Landscape Architect board regulations provide for the acceptance of military experience;
- And many professional licensure exams are provided at government facilities and military bases, including state exams and many of the national examinations.
   Including: Auctioneer Examiners, Barber and Cosmetology, Funeral Directors, Land Surveyors, Osteopathic Medicine and Psychology.

## **Appendix A - Survey Questions**

#### Question 1 – Please indicate if you are:

- o A Veteran or Military Member
- o A Spouse of a Veteran or Military Member

#### Question 2 – Which branch of the Military applies to you or your spouse?

- o Air National Guard
- o Army National Guard
- o United States Army
- o United States Navy
- o United State Marine Corps
- o United States Air Force
- o United State Coast Guard

#### Question 3 – Please indicate if you or your spouse is, or has been:

- o Active Duty
- o Reserve
- o Both Active Duty and Reserve

## Question 4 – What was the last military rank that you or your spouse received? Open Ended Response

## Question 5 – In your transition from the military to civilian employment, how long did it take for you or your spouse to obtain employment in your field?

- o 0 to 3 months
- o 3 to 6 months
- o 6 to 9 months
- o 9 months to 1 year
- o Over 1 year

## Questions 6 – Did you or do you plan to use your GI Bill funds to attend college or trade school?

- o Yes
- o No

#### Question 6a - If so, which field of study did/will you select?

- o Criminal Justice
- o Business
- o Psychology
- o Engineering
- o Financial
- o Healthcare
- o Other

## Question 7 – Do you or your spouse currently hold an Occupational License in Pennsylvania?

- o Yes
- o No

## **Appendix A - Survey Questions**

## Question 7a - If you answered NO to Question 7, which of the following best describes your field of employment:

- o Self-employed
- o Private sector
- o Education
- o Government
- o Non-profit/Community Organization
- o Retired/Disabled
- o Other

## Question 7b - If you answered YES to Question 7, please select the Occupational Licensing category that best describes your license type:

- o Accountancy
- o Architects
- o Auctioneer
- o Barber
- o Certified Real Estate Appraisers
- o Chiropractic
- o Cosmetology
- o Crane Operators
- o Dentistry
- o Engineers, Land Surveyors, and Geologists
- o Funeral Directors
- o Landscape Architects
- o Massage Therapy
- o Medicine
- o Maritime Pilot
- o Nursing
- o Nursing Home Administrator
- o Occupational Therapy
- o Optometry
- o Osteopathic Medicine
- o Pharmacv
- o Physical Therapy
- o Podiatry
- o Psychology
- o Real Estate Commission
- o Social Work, Marriage & Family Therapists
- o Speech-Language Pathologists & Audiologists
- o Vehicle Manufacturers, Dealers & Salespersons
- o Veterinary Medicine
- o Other

## Question 8: How long did it take for you to receive your Pennsylvania Occupational License after you submitted your application?

- o 0 to 3 months
- o 3 to 6 months
- o 6 to 9 months
- o 9 months to 1 year
- o Over 1 year

## Appendix A - Survey Questions

Question 9: Select the category that best describes the initial costs you incurred to obtain your license associated with your primary occupation.(Include costs for registration fees, initial licensing fees, exam fees, renewal fees, or other required costs you incurred to obtain your license.)

o \$0 to \$200

o \$201 to \$500

o \$501 to \$1,000

o \$1,001 to \$2,500

o \$2,501 to \$5,000

o Greater than \$5,000

#### Question 10: Do you hold an Occupational License in another state(s)?

o Yes

ο Νο

## Question 10a: If you answered YES to Question 10: How difficult was it to obtain your license in that state(s) as compared to obtaining it in Pennsylvania?

o Much Less Difficult Than PA

o Somewhat Less Difficult Than PA

o About the Same as PA

o Somewhat More Difficult than PA

o Much More Difficult than PA

## Question 11: If you currently have an Occupational License – which, if any, barriers did you encounter while obtaining your Pennsylvania license?

o Licensure Costs/Renewal Fees

o Processing Times

o Continuing Education/Training/ Exam Requirements

o Transfer of Military Experience

o Confusing Process / Accessibility Issues

o Other (Please Specify)

o I did not encounter any barriers

## Question 12: Which of the following items would you find most beneficial in obtaining occupational licensure?

o Acceptance of Military Training, Education and Experience

o Expedited Application Review

o Fee Waivers

o Clarification of Existing Policies/Procedures

o Bridge Programs to fill in gaps in training

o Other (Please Specify)

#### Question 13: Please provide any additional comments here:

Comments (100 words)

## **Appendix B - Press Release**



#### November 25, 2019

#### Department of State Asks Veterans to Complete Survey on Transition to Civilian Employment

**Harrisburg, PA** — The Department of State (DOS) has launched a <u>Veterans' Licensure Survey</u> as part of a broader three-year study on occupational licensing in the Commonwealth.

The <u>voluntary survey</u>, on <u>DOS' website</u> until Nov. 11, 2020, asks current service members, veterans and their families about their experience transferring occupational licensure from the military to the private sector. Responses will be kept confidential.

"One of the biggest obstacles facing service members and veterans is how to translate the skills and education they received in the military into civilian employment," Secretary of State Kathy Boockvar said. "Veterans and their families who have served our country deserve our strongest commitment to making their transition to civilian employment as easy as possible." Survey questions focus on license portability, license reciprocity policies among states and occupational licensing assessment needs. Survey data will be used to make recommendations regarding streamlining occupational licensure regulation in the commonwealth.

"We want to thank Secretary Boockvar and her team at Department of State for their outstanding work to ease the transition to the civilian workforce for our current serving military and our veterans," said Maj. Gen. Anthony Carrelli, Pennsylvania's adjutant general and head of the Department of Military and Veterans Affairs. "Easing the difficulty of transferring occupational licenses will help veterans and their families transition to the next phase of their lives. Our veterans will get a better start to their next career and Pennsylvania employers will get highly qualified and experienced professionals into their workforce quicker."

The <u>survey</u> should take about 15 minutes to complete and is best displayed on a laptop or desktop computer. Respondents must be 18 years or older.

DOS also is developing a military occupational crosswalk, which is a framework for converting military duties, skills, training and certifications to fulfill Pennsylvania's occupational licensing requirements. The 29 licensing boards and commissions of DOS' Bureau of Professional and Occupational Affairs will use the crosswalk as a tool to create a consistent transition from military to civilian occupational life.

The survey and crosswalk are part of a \$422,000, three-year grant Gov. Wolf secured from the U.S. Department of Labor in 2018 to reduce excessive occupational licensing requirements and explore alternative approaches, such as professional certification, that maintain public health and safety.

## **Appendix C - Social Media Posts**





#### **Appendix D - Occupational Licensing Boards**

The Bureau of Professional and Occupational Affairs (BPOA) was established in 1963 as part of the Department of State to provide administrative, logistical and legal support services to professional and occupational licensing boards and commissions.

Professional licensing is intended to protect the health and safety of the public from fraudulent and unethical practitioners.

The following is a list of boards and commissions housed under BPOA:

- State Board of Accountancy
- State Architects Licensure Board
- State Board of Auctioneer Examiners
- State Board of Barber Examiners
- State Board of Certified Real Estate Appraisers
- State Board of Chiropractic
- State Board of Cosmetology
- State Board of Crane Operators
- State Board of Dentistry
- State Registration Board for Professional Engineers, Land Surveyors, and Geologists
- State Board of Funeral Directors
- State Board of Landscape Architects
- State Board of Massage Therapy
- State Board of Medicine
- Navigation Commission for the Delaware River and Its Navigable Tributaries
- State Board of Nursing
- State Board of Nursing Home Administrators
- State Board of Occupational Therapy Education and Licensure
- State Board of Optometry
- State Board of Osteopathic Medicine
- State Board of Pharmacy
- State Board of Physical Therapy
- State Board of Podiatry
- State Board of Psychology
- Real Estate Commission
- State Board of Social Workers, Marriage and Family Therapists, and Professional Counselors
- State Board of Examiners in Speech-Language Pathology and Audiology
- State Board of Vehicle Manufacturers, Dealers, and Salespersons
- State Board of Veterinary Medicine

Two notable licensure classes, which are not regulated by BPOA, are teachers who are regulated by the Pennsylvania Department of Education, and attorneys who are regulated by the Supreme Court of Pennsylvania.

#### Appendix E - Pennsylvania DoD SkillBridge Participants

#### Allentown

- AVIVV LLC Impact Now
- Kleinfelder Group Construction & Material

#### **Bethlehem**

• J.B. Hunt Transport

#### **Carlisle**

- ABF Freight
- Kleinfelder Group Construction & Materials
- Systematic Business Consulting

#### Fairfield

Integrated Computer Solutions Inc

#### **Harrisburg**

• J.B. Hunt Transport

#### **Lancaster**

 VETSTEPS Financial FA Pre-Apprenticeship/Internship Program- introduces active duty service members and veterans to the financial industry and what a Financial Advisor does

#### <u>Mountaintop</u>

ON Semiconductor

#### **Philadelphia**

- Equinix Data Centers
- Exyn Technologies
- NeuroFlow
- Northwest Mutual
- Veolia North America
- VETSTEPS Financial FA Pre-Apprenticeship/Internship Program

#### <u>Pittsburgh</u>

- Veolia North America Experience in safely transporting complex materials, to improving critical infrastructure and guaranteeing the delivery of essential services
- Veterans Leadership Program Internship for a Veterans Non-profit that focuses on ending veteran homelessness

#### **Smithfield**

The Boeing Company

#### WIlkes-Barre

• VETSTEPS Financial FA Pre-Apprenticeship/Internship Program