December 1, 2016

TO: The Honorable Bruce Rauner, Governor
The Honorable John J. Cullerton, Senate President
The Honorable Christine Radogno, Senate Minority Leader
The Honorable Michael J. Madigan, Speaker of the House
The Honorable Jim Durkin, House Minority Leader

FROM: Dr. James L. Applegate, Executive Director


The Military Prior Learning Assessment Task Force is pleased to submit to you this report on prior learning assessment for active and veteran military students in Illinois higher education.

Charges to the Task Force pursuant to Public Act 99-0395 by the Illinois General Assembly included:

- An examination of the history of the Prior Learning Assessment and its impact on active military and student veterans in today’s educational landscape.
- An examination of policies and practices in other states to identify best practices in the Prior Learning Assessment for active military and student veterans.
- Research and review of existing Prior Learning Assessment policies and practices in Illinois public and private colleges and universities in connection with active military and student veterans.
- A review of the standards necessary to assess military learning based on experience and non-credit education and training.

The Military Prior Learning Assessment Task Force was composed of members of the legislature, public and private college and university executive and administrative personnel, state agency representatives, including those with experience in working with veterans, and other members mandated by PA 99-0395. The Task Force worked objectively to examine State and national prior military learning assessment activities and models, as well as best practices to make recommendations that would improve postsecondary outcomes for Illinois’ active and student veterans and military personnel.
The report provides statewide Military Prior Learning Assessment policy recommendations, with specific recommendations for institutions and policymakers. A summary table of Military Prior Learning Assessment policy categories with recommendations to ensure the recognition of military prior learning for academic credit in Illinois institutions of higher education is also included.

We look forward to your review of this report and the furtherance of the findings and recommendations.

cc: Senator Pamela J. Althoff, Illinois General Assembly; Senator Tom Cullerton, Illinois General Assembly; Representative Linda Chapa LaVia, Illinois General Assembly; Representative Jeanne M. Ives, Illinois General Assembly; Tom Cross, Chair, Illinois Board of Higher Education; Karen Hunter Anderson, Executive Director, Illinois Community College Board; Eric Zarnikow, Executive Director, Illinois Student Assistance Commission; Erica Jeffries, Director, Illinois Department of Veterans' Affairs; Matthew Perez, Illinois State Fire Marshal, Office of the State Fire Marshal; Cheryl L. Hyman, Chancellor, City Colleges of Chicago
Military Prior Learning Assessment Task Force

Report to the Illinois General Assembly

December 2016
ILLINOIS MPLA TASK FORCE MEMBERS

Senator Pamela J. Althoff, 32nd District
Senator Tom Cullerton, 23rd District
Representative Linda Chapa LaVia, 83rd District
Representative Jeanne M. Ives, 42nd District
Ms. Kim Eck, Illinois Student Assistance Commission
Dr. Janet Fontenot, Southwestern Illinois College
Mr. Jeff Newell, Illinois Community College Board (ICCB)
Dr. Walter Pearson, Loyola University, Chicago
Ms. Cynthia Rathunde, City Colleges of Chicago
Mr. Jess Ray, Illinois State University
Mr. Kevin Schott, Office of the Fire Marshall
Ms. Amy Sherman, Council for Adult and Experiential Learning
Dr. Adam Tournier, McKendree University
President Charlotte Warren, Lincoln Land Community College
Mr. Dan Wellman, Illinois Department of Veterans’ Affairs
Dr. Ron Williams, Western Illinois University
Dr. Arthur Sutton, Illinois Board of Higher Education (IBHE), Task Force Chair

Thanks to Ms. Malinda Aiello (IBHE), Dr. Ashley Becker (ICCB),
Dr. Alli Bell (HCM Strategists), Dr. Dan Cullen (IBHE), Ms. Meegan Dugan Bassett
(Lumina Foundation), Ms. Jaimee Ray (IBHE) and Ms. Amanda Winters (IBHE)
for providing their expertise and support.
Public Act 99-395 instructed the Illinois Board of Higher Education to create a Military Prior Learning Assessment (MPLA) Task Force composed of members of the legislature, college and university representatives, and state agency representatives, including those with experience in working with veterans. The purpose of the Task Force was “to study and make recommendations on how to best effectuate the recognition of military learning for academic credit, industry-recognized credentials, and college degrees through the use of the Prior Learning Assessment.”

The staff of the Illinois Board of Higher Education assembled the Military Prior Learning Assessment Task Force members and the group met a total of five times in 2016 to work on objectives. The Task Force has studied MPLA policies and practice and offers the resulting report. This report covers information on prior learning assessment, prior learning specifically for veterans and state policies on prior learning for veterans. Information is provided on national methodology for military prior learning assessment, prior learning assessment in Illinois, and Multi-State Collaborative on Military Credit (MCMC).

The report provides MPLA policy recommendations, recommendations for institutions, recommendations for policymakers, and a summary table of Military PLA policy categories that addresses and makes recommendations to effectuate the recognition of military prior learning for academic credit. This report represents work from institutional administrators, student veterans, and the recommendations from the MPLA Task Force.

**INTRODUCTION**

Prior Learning Assessment (PLA) Defined

In its simplest form, and as described by the Council for Adult and Experiential Learning (CAEL), “PLA is the process by which many colleges evaluate for academic credit the college-level skills an individual has gained outside the classroom,\(^1\) including employment, military training/service, travel, hobbies, civic activities and volunteer service. PLA recognizes and legitimizes the often-significant learning in which adults have engaged in many parts of their lives.”\(^2\)

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\(^1\) Although this definition specifies “the classroom,” with recent advances in technology and evolution in education, this specificity has become too narrow. PLA refers to the assessment of knowledge, skills and abilities that have been gained and can be translated to college-level credit outside of a formal higher education program, in-person, online, or other delivery method.

\(^2\) CAEL. (2010). Fueling the Race to Postsecondary Success. http://cdn2.hubspot.net/hubfs/617695/premium_content_resources/pla/PDF/PLA_Fueling-the-Race.pdf?submissionGuid=5471b52e-5dc6-4a05-a3e5-72b0f9a1afbe
Prior learning assessment has grown in visibility and utilization over the last 40 years. With the ambitious state and national education attainment goals that have been set over the past decade to meet the needs of our workforce, it is imperative to educate more adults who have not earned a college credential. PLA helps adult learners more efficiently complete their college education by recognizing college-level learning that happens outside of a formal educational program.

Prior learning assessment was originally introduced following World War II to increase access to higher education for veterans. Since then, it has become a widely recognized strategy for allowing adults easier access to postsecondary education—and has proven to be an effective tool for college completion. Research dating back to the 1970s suggests that students involved with PLA are more successful than similar students who are not. More recently, CAEL conducted research that found that adult learners with PLA credits were over two times more likely to persist to graduation than their counterparts who did not have PLA credits.

The earliest forms of PLA date back to 1945 when the American Council on Education (ACE) developed the General Education Development (GED) program and began to evaluate military experience for college-level learning. In 1967, the College Entrance Examinations Board created the College Level Examinations Program (CLEP), which is still used by institutions. Between 1968 and 1974, several colleges across the country were founded with adult learners as their primary focus. These institutions offered PLA as a strategy for helping the adults they served complete their degrees more quickly and at a lower cost than they would have at traditional institutions.

As the focus on adult learners has increased, so has the focus on prior learning assessment. Currently, most states have some form of PLA policy. These policies range from requirements about the nature of PLA institutions must accept, to college departmentalization of PLA and to include guidelines and

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5 CAEL. (2010). Fueling the Race to Postsecondary Success. http://cdn2.hubspot.net/hubfs/617695/premium_content_resources/pla/PDF/PLA_Fueling-the-Race.pdf?submissionGuid=5471b52e-5dc6-4a05-a3e5-72b0f9a1abfe

specific philosophies that institutions should consider when setting their own policies.

The Task Force identified that PLA is not a single strategy of assessment but rather includes a number of different approaches. These strategies include:

- National exams such as College Level Examination Program (CLEP) and DANTES Subject Standardized Tests (DSST) recommendations for corporate or military credit
- Exams offered by individual institutions
- Evaluation of military experience and training by American Council on Education (ACE) and National College Credit Recommendation Service (NCCRS)
- Portfolio assessments (in some cases, students may enroll in a course to develop their portfolios)
- GRE Subject Exam
- Advanced Placement (AP) and International Baccalaureate (IB) Exam
- Approved training programs and courses

PLA FOR VETERANS

Although PLA can be used to help many different student groups, the extensive training programs offered by the military make service members and veterans particularly good candidates to benefit from PLA.

The Defense Activity for Non-Traditional Education Support (DANTES) is an agency of the Department of Defense that helps service members pursue their educational goals. DANTES provides information, resources and programs as well as sponsors a wide range of examinations (many of which are commonly-used exams such as College Level Examination Program (CLEP) and DANTES Subject Standardized Tests (DSST). DANTES also provides credit recommendations through the Guide to the Evaluation of Educational Experiences in the Armed Services (the guide is published by ACE). Credit recommendations appear on the Joint Services Transcript.

GI Bill®

The GI Bill is one of the educational benefits available to service members and veterans to attend institutions of higher education. The GI Bill provides funding for several different types of training and education. One of the approval criteria for an educational institution to offer GI Bill benefits requires that they maintain “a written record of the previous education and training of the eligible person or veteran that clearly indicates that appropriate credit has been given
by the educational institution for previous education and training, with the training period shortened proportionately.”

Funds provided through the GI Bill also may be used for national PLA exams such as CLEP and portfolio assessments conducted by LearningCounts.org.

GI Bill® is a registered trademark of the U.S. Department of Veterans Affairs (VA). More information about education benefits offered by VA is available at the official U.S. government Web site at http://www.benefits.va.gov/gibill.

STATE POLICIES ON PLA FOR VETERANS

Over 30 states have policies and/or legislation specifically geared toward prior learning assessment for military veterans. A summary table provides a snapshot of the various policy approaches to military PLA for each state (See Appendix A). Below are a few examples:

OHIO

In 2011, the Chancellor of the Ohio Board of Regents approved a policy requiring that all public institutions of higher education in the state award college credit for military training, experience and coursework. Institutions are to specifically use the ACE Guide to the Evaluation of Education Experiences in the Armed Services to evaluate military training for credit and they must provide information to students about course equivalents and possible credit options.

MASSACHUSETTS

In accordance with Senate Bill 2254 (the VALOR Act), the Massachusetts Board of Higher Education (2012) developed an Academic Credit Evaluation Policy requiring that all public institutions of higher learning outline policies and procedures “governing the evaluation of a student’s military occupation, military training, coursework, and experience, in order to determine whether academic credit shall be awarded.” Multiple evaluation methods may be used, including the ACE Guide, CLEP, and DANTES.

MISSOURI

In 2013, the Missouri Department of Higher Education created a policy requiring that all public institutions of higher education “afford veterans the opportunity to demonstrate or provide documentation of learning that they have obtained through prior service or training in the military.” The policy was directed by

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7 United States House of Representatives Office of the Law Revision Counsel, Title 38 United States Code sections 3675 and 3676.
Senate Bill 106, with the goal of allowing military veterans across the state to greatly decrease the time necessary for degree completion.

RHODE ISLAND

In response to the Rhode Island General Laws 16-101-1 and 3030.2-3(1), the Office of the Postsecondary Commissioner (2013) developed a policy requiring that all public institutions of higher education award credit for military training, experience, and courses, towards degrees and certificates. The policy also includes guidelines for implementation such as providing accessible and timely information to prospective/admitted students and maintaining a list of military courses and programs that qualify for academic credit.

VIRGINIA

An Executive Order from the Governor of Virginia mandated that all public institutions of higher education in the state expand their educational services for veterans. Additionally, Code 23.1-904 (Effective October 1, 2016) will require that “the governing board of each public institution of higher education implement policies for the purpose of awarding academic credit to students for educational experience gained from service in the Armed Forces of the United States.” To complement and guide this legislation, the State Council of Higher Education published guidelines on institutional polices for the granting of military credit through prior learning assessment.

WASHINGTON

In the state of Washington, 2011 legislation required that the Washington Student Achievement Council convene a PLA Workgroup, and in 2015, the Council focused specifically on promoting prior learning assessment for military veterans. This involved developing data collection practices for institutional PLA reporting, providing workshops for institutions to develop their own policies and practices for military PLA, and hosting a PLA conference with a focus on academic credit for military training. In the future, the workgroup plans to improve access to PLA for military veterans and clarify PLA credit transfer between institutions.

SELECT STATEWIDE APPROACHES TO MILITARY PRIOR LEARNING ASSESSMENT⁹

Certain states are taking a statewide approach to military PLA as a way to promote consistency, access and transparency. Below are two examples of innovative work being conducted in Minnesota and Texas.

MINNESOTA

Chancellor of the Minnesota State Colleges and Universities system (MnSCU), James H. McCormick, noted that, “In the past, veterans have often found it difficult to know whether the training they receive in the military can count for college credit. We want to help veterans build on the excellent training they receive in the military by awarding appropriate credits and allowing them to complete a college program more quickly.” In an effort to support military veterans seeking college degrees, MnSCU established the Veterans Education Transfer System (VETS) in 2010.

This system establishes a comprehensive crosswalk between ACE credit recommendations for military training and the Minnesota system’s academic programs. The initiative provides an online user interface for veterans to enter details regarding their military experience and, through the system’s search engine, receive a list of education and training programs that grant credit for their college-level military learning. Through this innovative resource, veterans have access to program and course descriptions, an Online Support Center for advising services, and articulations to academic pathways from more than 18,000 military occupations.

TEXAS

College Credit for Heroes is a comprehensive three-phase initiative funded by the Texas Workforce Investment Act and administered by the Texas Workforce Commission. Veterans returning from service need affordable and timely pathways to degree completion, and the College Credit for Heroes program makes it easier to receive industry-certified credentials and college credit for the competencies that students have developed in the military.

In Phase I, seven community colleges were selected to begin developing new programs and models that support the goals of the initiative and could potentially be replicated or expanded to other institutions. These institutions designed accelerated degree programs to streamline the transfer of military training credits. The College Credit for Heroes website was created by Central Texas College, which allowed service members to access a centralized web portal to request an official evaluation of their military training that could be sent to any Texas college of their choice.

In Phase II, eleven partner colleges were identified to implement veteran-focused accelerated degree programs in fields such as information technology, manufacturing, and firefighting. A number of institutions also have

established veteran resource centers to provide on-campus support to military and veteran students. Phase III began in April 2014 and will award funding for additional college partners to create acceleration curricula in new fields and replicating College Credit for Heroes curricula at new schools.

As of August 1, 2016, more than 72,000 veterans have created accounts through the College Credit for Heroes website and more than 19,000 have completed requests for transcripts. Evaluations from the site have resulted in an average of 25 credit hours awarded per veteran.12

PLA in Illinois

In Illinois there have been a number of institutional efforts around PLA, including efforts to recognize the skills gained in military training and offer related college credit. However, Illinois has not enacted statewide policy standards regarding PLA specifically. The state’s involvement in PLA policy has focused on veterans – and has gone through multiple iterations. In 2013, Executive Order 2 was issued by Governor Pat Quinn, which resulted in an examination of how training and education could be applied toward requirements for state licensure in certain civilian fields.

In 2013, the Illinois Discharged Service Member Task Force Annual Report addressed the issue of PLA for veterans in Illinois. In that report, several recommendations concerning federal and state veterans’ education benefits and programs were made including the following pertaining to PLA:
- Support Executive Order #13-02
- Educate officials and legislators on ACE recommendations
- Establish an online portal for student veterans

A 2014 report by the Discharged Service Member Task Force provided further guidance regarding licensure and PLA opportunities.13 In 2015, CAEL conducted a statewide scan of military PLA policies and practices as a part of Illinois Joining Forces, in collaboration with IBHE’s Faculty Advisory Council, the Illinois Community College Board, and the Illinois Department of Veterans’ Affairs. Based on a 44 percent response rate, CAEL found that the majority of reporting institutions offered some form of PLA but there was limited use of identified PLA assessment methodology by responding institutions.

There also was considerable variance in policies around application of PLA credit and transfer policies.

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12 Id.
Illinois also is involved in the Multi-State Collaborative on Military Credit (MCMC) that is in partnership with the Midwestern Higher Education Compact. MCMC was launched in 2012 and includes Illinois and 12 other states. The MCMC has grown out of meetings between Illinois, Indiana, and Ohio to maximize the shared goals around building opportunities for returning servicemembers to use postsecondary education to transition into the civilian workforce. As additional states were added, the Midwestern Higher Education Compact (MHEC) was invited to act as the organizing body around the work and in October 2014, Lumina Foundation awarded a $900,000 grant to MHEC to assist an interstate partnership of 13 states (Illinois, Indiana, Iowa, Kansas, Kentucky, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin) to advance the MCMC project.

The goal of the collaborative is to encourage successful transitions of military training and experiences into the completion of licensure, certifications, and college degrees. An example of collaborative work done through Illinois community colleges is the participated in Military Training Counts. Illinois community colleges have chosen to articulate military training to specific programs such as Nursing, Criminal Justice, Fire Science, and Emergency Medical Technician to advance opportunities for PLA models to award credit for training and experience.

MCMC supports best practices and outcomes designed to ease the transition of veterans and their families from military life to college, with special reference to translating competencies acquired through military training and experiences into milestones toward completing a college degree or earning a certificate or license. The three-year project builds on the efforts of individuals, who have collaborated virtually and in person for over two years prior to the awarding of the grant, to exchange information and share best practices in four areas: articulation of credit, licensure and certification, communications, and technology. The grant-funded initiative began November 1, 2014. The initiative is being led by the MCMC Steering Committee, which has membership from Illinois, Indiana, Iowa, Kansas and Kentucky.

In October 2015, MHEC was awarded an additional $200,000 grant from USA Funds for the MCMC initiative. These additional funds are being used to support veterans in increasing postsecondary degree completion, streamlining pathways for licensure and certification for healthcare professions, supporting services during key educational transitions, and creating networks for

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MCMC also produced an online resource guide for veterans in collaboration with CAEL.

Opportunities have been enhanced in Illinois based on state-specific funds from the grant to support the MCMC initiative. These resources have allowed for opportunities to build on existing veterans-focused partnerships and collaborations. The Illinois Board of Higher Education and the Illinois Community College Board, the two higher education oversight agencies in the state, work collaboratively on numerous projects, but the additional resources have made additional attention to veterans articulation work possible. An existing Illinois pilot initiative, Military Training Counts, which focuses on veteran credit articulation and bridges to licensure for student veterans, has been reinvigorated by the collaboration facilitated by MCMC.

The initiative also has provided the means for alignment between existing state and regional efforts to serve student veterans. This alignment, along with some innovative thinking, has allowed Illinois to plan a year’s worth of work that ties together existing projects, integrates strategic state-wide planning and provides opportunities to scale up what is already working in the state. This integrated planning process also has allowed for the braiding of funding and coordination with the Council for Adult and Experiential Learning, a key partner in prior learning assessment initiatives in Illinois.

MPLA Policy Recommendations

In order to acknowledge the competencies, experience, and learning that our military has accomplished and to assist in facilitating time to degree completion the Military Prior Learning Assessment Task Force makes the following recommendations:

Recommendations for Institutions:

- It is recommended that every Illinois institution use the Joint Services Transcript (JST) and the Community College of the Air Force transcript to award academic credit. It is recommended that this be reflected in a policy statement.

- It is recommended that every Illinois institution allow students to present a DD-214 as an official document that would be used to award academic credit. It is recommended that this be reflected in a policy statement.

- It is recommended that Illinois institutions use the American Council on Education (ACE) Military Guide to the Evaluation of Educational Experiences in the Armed Services for credit recommendations as a basis of awarding academic credit. It is recommended that this be reflected in a policy statement.
• It is recommended that each Illinois institution have staff members who are trained on how to award credit from a DD-214, Joint Services Transcript, and the Community College of the Air Force Transcript. Institutions also should be encouraged to have a business continuance and succession plans in case of staffing changes as well as standard operating procedure manuals. If any fees are required for processing military prior learning they should be clearly outlined and easy to find as part of the institutions’ policies and procedures. Staff also should be encouraged to take advantage of professional development in this area provided by organizations such as American Association of Collegiate Registrars and Admissions Officers (AACRAO), American Council on Education (ACE), Association of Veterans Education Certifying Officials (AVECO), Council of College and Military Educators (CCME), Council for Adult and Experiential Learning (CAEL), Illinois Joining Forces (IJF), National Association of Student Personnel Administrators (NASPA), National Association of Veterans’ Program Administrators (NAVPA), Student Veterans of American (SVA), and other organizations that focus on veteran and military connected students.

• It is recommended that institutions adopt policies and procedures to protect against awarding excess military credits without regard to the student’s degree or credential requirements. Military-related PLA credit that is not applicable toward a degree or credential is considered excess credit and can have a negative impact on a student’s eligibility for financial aid.

• It is recommended that Defense Activity for Non-Traditional Education Support (DANTES)/College Level Examination Program (CLEP) scores be applied the same way that CLEP scores are applied at institutions. The awarding of credit should be the same in both cases. Institutions also should consider using and awarding credit from the DANTES Subject Standardized Tests (DSST). It is recommended that this be reflected in a policy statement.

• It is recommended that institutions participate in Military Training Counts. This Illinois initiative works to ensure veteran and military students receive appropriate academic credit for education, skills and experience earned in the military. This credit can be applied to programs that require civilian licensure. When possible, licensure bridges should be built between military and veterans that have documented competencies in the area of Licensed Practical Nurse, Police Patrol Officers and Emergency Medical Technician – Basic. State funding for this initiative is needed for this to be an asset across the state.

• It is recommended that institutions develop a process for orientating veteran and military connected students to help with transitioning to higher education and with understanding how degree audits and transfer of credits work. Some examples include the Warrior Scholar Program which
takes place before the veteran student attends college and after they leave the military. Other examples include actual credit courses that address critical thinking skills, understanding academic plans and goals, increasing awareness of campus services and resources, and helping the student become a member of the new community.

**RECOMMENDATIONS FOR POLICYMAKERS**

- It is recommended that the state consider developing and funding a College Credit for Online Military Evaluation System similar to the Texas College Credit for Heroes Online Military Evaluation System.

- It is recommended that the state seek funding to allow the IBHE and ICCB to jointly convene faculty panels modeled after the Illinois Articulation Initiative panels and that this faculty be charged with review of select educational experiences outlined in the Joint Services Transcript, the DD-214, or the Community College of the Airforce transcript. After review, the faculty panels will make credit award recommendations. The panels should consider vocational and career training that aligns with postsecondary career and technical coursework. Additionally, they should identify for the Boards any potential military-based learning that might be broadly considered for general education or other baccalaureate-level credit. The establishment of the panel would be contingent upon funding.

- It is recommended that the state restore funding of the Illinois Veteran Grant (IVG) to reduce unfunded mandates and free up institutional resources to comprehensively serve veterans on Illinois campuses and further the recommendations of this report.

- It is recommended that the appropriate state agencies (i.e., IBHE, ICCB, IDVA) be provided funding to work with recognized professional development organizations in this area (e.g., CAEL, NASPA, AACRAO, NAVPA) to develop high-quality education opportunities (e.g., convenings, webinars, on line resources) for institutional faculty and staff to ensure each college has support to develop trained personnel sufficient to meet the needs of their veteran students.

- It is recommended that a working group consisting of members from IBHE, ICCB, ISAC, community colleges, public, private, other institutions of higher education, and military service organizations be assembled at least three times a year to work together to implement recommendations statewide at Illinois colleges and universities. IBHE will lead the working group and the group will conclude in five years.
### APPENDIX A: CAEL SUMMARY TABLE OF MPLA POLICY CATEGORIES BY STATE

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<th>State</th>
<th>MPLA Policy</th>
<th>Requirement for State Institutions or Other Agencies to Develop MPLA Policy</th>
<th>PLA Policy with Section Including Military Service</th>
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# Appendix A: CAEL Summary Table of MPLA Policy Categories by State

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* State has a PLA policy that would apply to MPLA, but it is not specified directly.
** State has a robust Military PLA initiative
*** State has a robust PLA initiative, including military service