

2019 DRAFTING REQUEST

Bill

For: **Dale Kooyenga (608) 266-2512** Drafter: **agary**
 By: **Bill** Secondary Drafters:
 Date: **3/12/2019** May Contact:

Same as LRB: **-2783**

Submit via email: **YES**
 Requester's email: **Sen.Kooyenga@legis.wisconsin.gov**
 Carbon copy (CC) to: **aaron.gary@legis.wisconsin.gov**
mark.kunkel@legis.wisconsin.gov

Pre Topic:

No specific pre topic given

Topic:

Transfer of credits from military service

Instructions:

See attached

Drafting History:

<u>Vers.</u>	<u>Drafted</u>	<u>Reviewed</u>	<u>Submitted</u>	<u>Jacketed</u>	<u>Required</u>
/?	agary 3/20/2019				
/P1	agary 4/18/2019	kfollett 4/18/2019	mbarman 3/21/2019		State S&L
/1			lparisi 4/18/2019	lparisi 4/18/2019	State S&L

FE Sent For:

<END>

→ A+ Intro.

Gary, Aaron

From: Cosh, Bill
Sent: Tuesday, March 12, 2019 11:31 AM
To: Gary, Aaron
Subject: Bill drafting request

Good Afternoon Aaron,

How are you doing? I wanted to submit a drafting request to you on the following. We had received this request from a student veteran in our district.

Amending the bill (budget provision) from the previous budget forcing UW Schools to give Joint Service Transcript and CCAF credits. This was an amazing success, that will continue to add value as Universities work to build direct transfer banks.

PROBLEM: High credit veterans (those in technical I.E. nuke, intel, or those with multiple MOS) find themselves running into the federal "Satisfactory Academic Progress" limits of 150 credit hours requiring extremely rigid academic plans and appeals every semester - leading the high performing student veterans getting extremely delayed financial aid payments or childcare support, AND losing the academic flexibility for student veterans we have previously fought for an achieved. This impacts dozens of student veterans at UW-MKE alone.

SOLUTION: Adding language that allows "The individual student along with their academic advisor to remove certain military specific credits if they adversely impact academic progress" would give us a fix. Smaller schools are already doing this on the down low to help vets but that is technically a violation of the previous law.

This is the original provision from last session:

24. ACADEMIC CREDIT FOR MILITARY TRAINING Joint Finance/Legislature: Require the UW System and the Wisconsin Technical College System to accept: (a) the American Council on Education's recommendation for credits that can be found on a service member's Joint Services Transcript; or (b) credits shown on the Community College of the Air Force transcript. [Act 59 Sections: 622m and 623m]

https://docs.legis.wisconsin.gov/misc/lfb/budget/2017_19_biennial_budget/033_comparative_summary_of_provisions_2017_act_59_entire_document.pdf

Page 768 of the PDF (746 of the document)

If you have any questions or need anything else just let me know. Thanks.

Bill

1760306

2017 UW omnibus motion - motion 253
budget item 19

Gary, Aaron

From: Gary, Aaron
Sent: Tuesday, March 19, 2019 10:06 AM
To: Cosh, Bill
Subject: RE: Update on language review

Hi Bill, I tried you by phone but you were out. Can we discuss this draft? I suggest something more along these lines and I'd like to explain my thinking:

Existing provision:

(4) Upon receiving from the federal department of defense a student's official joint services transcript or Community College of the Air Force transcript, the institution or college campus in which the student is enrolled shall do the following:

(a) Accept all American Council on Education credit recommendations included in the official joint services transcript and award academic credit to the student in accordance with these recommendations.

(b) Accept all credits included in the Community College of the Air Force transcript and award academic credit to the student accordingly.

New language in draft:

An institution or college campus may not award academic credit to a student under pars. (a) and (b) for any course if the student, upon consultation with the institution's or college campus's staff, objects to the awarding of credit for that course.

Please call me at your convenience.
Thanks. Aaron

3/20 HC w/ Bill

Aaron R. Gary
Senior Attorney, Legislative Reference Bureau
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608.264.6948 (fax)
aaron.gary@legis.state.wi.us

this language is fine →

objection is fine →

decision should be in

the hands of the student

From: Cosh, Bill <Bill.Cosh@legis.wisconsin.gov>
Sent: Wednesday, March 13, 2019 12:50 PM
To: Gary, Aaron <Aaron.Gary@legis.wisconsin.gov>
Subject: FW: Update on language review

Aaron,

Just a slight tweak with the language I sent you yesterday for LRB-2412.

Bill Cosh
Office of Senator Dale Kooyenga
310 South, State Capitol
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Bill.Cosh@legis.wi.gov

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Visit Sen. Kooyenga's [website](#).

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From: Deej Lundgren <dlundgren@uwsa.edu>
Sent: Tuesday, March 12, 2019 2:03 PM
To: Cosh, Bill <Bill.Cosh@legis.wisconsin.gov>
Subject: RE: Update on language review

Hi Bill,

I was finally able to hear back from our campuses and have provided their feedback below and attached. Happy to discuss anything below or attached. We are very appreciative that you and the Senator are interested in our thoughts and I especially want to thank you for your patience. I am happy to have any of our folks sit down and discuss these items with you at your convenience. Please let me know if there's anything else I can do.

Thanks,
Deej

The language is good and an improvement to current law as far as the draft goes. The more general we can keep the language around "remove certain military specific credits if they adversely impact academic progress" the better. Besides the issue around financial aid and Satisfactory Academic Progress (SAP), there are a other concerns with the current law including: lack of curricular equivalencies, duplication of credit, inconsistency with accrediting body requirements and potential conflict with professional association standards in high-demand technical fields like nursing and engineering.

On the specific language, we recommend the following to avoid the implication that academic advisors are at fault for the current problems:

*"The individual student, in conjunction with appropriate campus staff, **may** request to remove certain military credits if they are determined to adversely impact academic progress.*

A little more background on the issue with current law and "all credits". The ACE Guide resource itself stresses that its guidance comes in the form of recommendations, not mandates. National groups that work specially on behalf of student veterans, like Veterans Education Success, say over 60% of student veterans are looking for careers outside of their military occupation specialty (MOS) and that every military transcript needs to be evaluated with individual student goals in mind. While the budget provision focuses attention on military credit, a good thing for student veterans, the inflexible requirement to transfer "all credits" leads to problems that could be avoided if military credit was evaluated in the same manner as all other transfer credit.

From: Cosh, Bill <Bill.Cosh@legis.wisconsin.gov>
Sent: Monday, March 11, 2019 3:49 PM
To: DeeJ Lundgren <dlundgren@uwsa.edu>
Subject: RE: Update on language review

Hi DeeJ,

Just checking in to see if you ever heard back from the UW-Madison on the other changes they would like us to consider? We are prepared to introduce the bill shortly.

Bill Cosh
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310 South, State Capitol
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From: DeeJ Lundgren <dlundgren@uwsa.edu>
Sent: Saturday, February 16, 2019 10:09 AM
To: Cosh, Bill <Bill.Cosh@legis.wisconsin.gov>
Subject: Update on language review

Hi Bill,

Thanks for your patience as I try to learn the pathways to get your questions answered. Upon further review, the Madison campus is very supportive of the fix that is currently being proposed. I'll get you the feedback from Milwaukee as soon as possible. In addition, Madison was wondering if there was a willingness/pathway to address some of the other unforeseen issues that the language has raised. I have to get up to speed to speak intelligently on those issues but wanted to keep the ball moving forward for your end. Please let me know if you have any other questions or concerns.

Regards,
Deej



Deej Lundgren
Director, State Relations
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608-262-5450
www.wisconsin.edu

The federal Satisfactory Academic Progress (SAP) policy guidelines denote that students enrolled in a four-year undergraduate program requiring 120 credit hours to graduate, provided they meet all the other eligibility requirements, are allowed to receive aid for up to six years or 180 credits. The policy does not make exceptions for groups of students, such as veterans. The 180 limit impacts many students including transfer students, second degree students, etc. Per the federal guidelines, we cannot treat groups of students differently.

When students bump up against the 180 credit limit, to continue to receive financial aid, they need to appeal and provide an academic plan for the rest of their program. The academic plan basically details the courses required to complete their degree and in which semester they plan on taking the remaining courses. The advisor and the student have the flexibility needed to develop those plans based upon when courses are projected to be offered. As only courses required to complete a degree are eligible to receive financial aid funding, and as most students are close to graduation, the academic plans should be pretty straightforward. Financial aid staff make every attempt to review SAP appeals submitted in an expedited manner, but given the timing of when grades are reported following the end of a term and the start of the next term, it is possible that financial aid funds for some are slightly delayed. It should be noted that in such cases, veteran specific funding such as tuition payments and housing allowances are not impacted.

The campus is complying with ACT 59 as written, thus awarding students the appropriate credits. Yes, there are some students that as a result of the federal SAP guidelines, may need to go through the SAP appeal process. However, likely more students have benefited from the legislation. First, transfer credits can “help” students meet their pace component which is 66.67% (another requirement of the SAP policy), giving some wiggle room in case they struggle in one or more semesters. Please see example below:

Example – No transfer credits

John Smith has no transfer credits. The first semester, John took 12 credits and withdrew from 6 credits in the middle of the semester due to family circumstances. At the end of the first semester, John’s pace is 50% (completed 6 of 12 attempted credits) and thus receives a “warning”. John begins his second semester by taking 12 credits but withdraws from a 3 credit course and received an “F” in another 3 credit course. After two semesters John’s pace is 50% (completed 12 of 24 credits); therefore, not on pace at 66.67% as SAP requires, and he becomes ineligible for financial aid and must appeal to receive additional financial aid consideration.

Example – Transfer credits

John Smith received 45 transfer credits through military service and begins at UWM. The first semester, John took 12 credits and withdrew from 6 credits in the middle of the semester due to family circumstances. At the end of the first semester, John's pace is 89% (completed 51 of 57 attempted credits) and is meeting all SAP requirements. John begins his second semester by taking 12 credits but withdraws from a 3 credit course and received an "f" in another 3 credit course. After two semesters John's pace is 82% (completed 57 of 69 credits) and is meeting all SAP components.

Secondly, using the same example above, the student in the first example would only be eligible for a Federal Subsidized (they do not pay the interest) Stafford loan of \$3500 as they are a first year student. In the second example, due to the transfer credits, they are considered a sophomore, thus eligible to borrow a Federal Subsidized Stafford loan of \$4500. So the student is eligible for an additional subsidized loan of a \$1000 which reduces compounded interest charges throughout their college career.

Per ACT 59 credits earned are entered into the PAWS system and need to remain in the PAWS system for the entirety of the student's academic program. As referenced above, these transfer credits impact other financial aid eligibility such as Federal Loans. The history to support the awarding and disbursing financial aid funds must be maintained. Credits cannot be used for one purpose (i.e. increased loan limits) and removed for other purposes (i.e. SAP). So the solution proposed, "allowing the student and advisor to remove certain military credits" would not be compliant with the federal guidelines. Once the courses are entered into the PAWS system as approved credits, they must be considered in the SAP evaluation.

The ability to "allow the student and advisor to remove certain military credits" would need to be done prior to credits being posted in the system, which would be contrary to the legislation. The review of course applicability at the front end of the process would be challenging as the process would need to run through an advising unit, greatly slowing down the process and likely reducing the amount of credits earned for all students. Instead of "removing credits" the student and advisor would need to decide which credits they would like posted to their academic record. SAP only pertains to those students pursuing other financial aid opportunities, a process of reviewing credits prior to awarding them (as described above) would impact all veteran students, not just those pursuing financial aid, and would likely reduce transfer credit earned, adding the need for students to take more credits for graduation.

We understand some of the frustration with SAP and we have been working with students, yet we must do so within the framework of the federal SAP guidelines. We tell students that if the only reason they failed SAP was because of the timeframe being exceeded due to their military credits, we will approve the appeal, but we still need to collect the appropriate documentation in case the file is pulled in an audit. We are accountable for this documentation. In addition, we prioritize review of veteran's information once grades are reported and any appropriate paperwork is submitted. We have also been proactive and worked with the Registrar's Office to move up the summer grading deadline by a week creating a longer period of time between the end of the summer and the start of the fall term, allowing more time to review relevant information and process more quickly. This change will have a positive impact on all students, not just veterans, speeding up disbursement of financial aid funds by a week.



State of Wisconsin
2019 - 2020 LEGISLATURE

wanted
Thurs.
3/21

LRB-2412/P1
ARG.: *KS*

in
3/20

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION

1 **AN ACT ...; relating to:** transferring academic credits from military transcripts
2 to University of Wisconsin System schools and technical colleges.

Analysis by the Legislative Reference Bureau

This bill allows a student enrolled in a University of Wisconsin System school or technical college who served in the military to object to the transfer of academic credit from the student's military transcript to the UW System school or technical college.

Current law requires the Board of Regents of the UW System to establish policies for transferring credits between UW System schools and to enter into an agreement for the transfer of certain credits between UW System schools and technical colleges. Current law also allows the Board of Regents to establish policies for credit transfers with other educational institutions.

Also under current law, each UW System school and technical college must, upon receiving from the federal Department of Defense a student's official joint services transcript or Community College of the Air Force transcript, do the following: 1) accept all American Council on Education credit recommendations included in the official joint services transcript and award academic credit to the student in accordance with these recommendations; and 2) accept all credits included in the Community College of the Air Force transcript and award academic credit to the student accordingly. *CCAF*

Under this bill, if a student objects to the awarding of credit for any course included in the official joint services transcript or CCAF transcript, the UW System school or technical college may not award credit for that course.

For further information see the *state and local* fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

1 **SECTION 1.** 36.31 (4) of the statutes is renumbered 36.31 (4) (am), and 36.31 (4)

2 (am) (intro.), as renumbered, is amended to read:

3 36.31 (4) (am) ^(intro.) Upon Except as provided in par. (bm), upon receiving from the
4 federal department of defense a student's official joint services transcript or
5 Community College of the Air Force transcript, the institution or college campus in
6 which the student is enrolled shall do the following:

History: 1973 c. 335; 1977 c. 29; 1979 c. 34; 1991 a. 39; 1993 a. 399; 2013 a. 20; 2013 a. 168 s. 21; 2015 a. 55; 2017 a. 59.

7 **SECTION 2.** 36.31 (4) (bm) of the statutes is created to read:

8 36.31 (4) (bm) An institution or college campus may not award academic credit
9 to a student under par. (am) for each course for which the student, upon consultation
10 with the institution's or college campus's staff, objects to the awarding of credit for
11 that course.

12 **SECTION 3.** 38.12 (7) (b) of the statutes is renumbered 38.12 (7) (b) 1m., and
13 38.12 (7) (b) 1m. (intro.), as renumbered, is amended to read:

14 38.12 (7) (b) 1m. ^(intro.) Upon Except as provided in subd. 2m., upon receiving from
15 the federal department of defense a student's official joint services transcript or
16 Community College of the Air Force transcript, the technical college in which the
17 student is enrolled shall do the following:

Cross-reference: See also ch. TCS 6, Wis. adm. code.

Cross-reference: See also ch. TCS 9, Wis. adm. code.

History: 1971 c. 154; 1975 c. 198 s. 65; 1977 c. 29; 1979 c. 221; 1981 c. 20, 269; 1981 c. 391 s. 210; 1983 a. 27, 192; 1983 a. 379 ss. 2, 5, 6, 7; 1983 a. 391; 1985 a. 332 s. 251 (1), (3); 1987 a. 399; 1989 a. 56, 121, 177, 359; 1993 a. 227; 1995 a. 27 s. 9145 (1); 1995 a. 448; 1997 a. 27, 237; 1999 a. 150 s. 672; 2001 a. 22; 2003 a. 69; 2005 a. 324, 470; 2013 a. 56; 2017 a. 59 ss. 632f, 632h, 1570b to 1570y.

Cross-reference: See also ch. TCS 7, Wis. adm. code.

18 **SECTION 4.** 38.12 (7) (b) 2m. of the statutes is created to read:

1 38.12 (7) (b) 2m. A technical college may not award academic credit to a student
2 under subd. 1m. for each course for which the student, upon consultation with the
3 technical college's staff, objects to the awarding of credit for that course.

4

(END)

Gary, Aaron

From: Cosh, Bill
Sent: Thursday, April 18, 2019 9:43 AM
To: Gary, Aaron
Cc: Heitman, Kathryn
Subject: FW: Draft review: LRB -2412/P1 Veteran Credit Transfer
Attachments: 19-2412/P1.pdf

Good Morning Aaron,

We are ready to have this proposal jacketed for LRB 2412 and for LRB 2783.

Thanks!

Bill Cosh
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310 South, State Capitol
(608) 266-2512
Bill.Cosh@legis.wi.gov

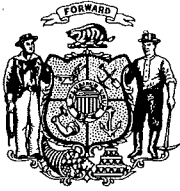
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From: Sen.Kooyenga <Sen.Kooyenga@legis.wisconsin.gov>
Sent: Thursday, March 21, 2019 1:51 PM
To: Cosh, Bill <Bill.Cosh@legis.wisconsin.gov>
Subject: FW: Draft review: LRB -2412/P1 Veteran Credit Transfer

From: LRB.Legal <lrblegal@legis.wisconsin.gov>
Sent: Thursday, March 21, 2019 1:27 PM
To: Sen.Kooyenga <Sen.Kooyenga@legis.wisconsin.gov>
Subject: Draft review: LRB -2412/P1 Veteran Credit Transfer

Following is the PDF version of draft LRB -2412/P1.



Today

m 4/18

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION

No changes

1 **AN ACT to renumber and amend** 36.31 (4) and 38.12 (7) (b); and **to create** 36.31
2 (4) (bm) and 38.12 (7) (b) 2m. of the statutes; **relating to:** transferring academic
3 credits from military transcripts to University of Wisconsin System schools and
4 technical colleges.

Analysis by the Legislative Reference Bureau

This bill allows a student enrolled in a University of Wisconsin System school or technical college who served in the military to object to the transfer of academic credit from the student's military transcript to the UW System school or technical college.

Current law requires the Board of Regents of the UW System to establish policies for transferring credits between UW System schools and to enter into an agreement for the transfer of certain credits between UW System schools and technical colleges. Current law also allows the Board of Regents to establish policies for credit transfers with other educational institutions.

Also under current law, each UW System school and technical college must, upon receiving from the federal Department of Defense a student's official joint services transcript or Community College of the Air Force transcript, do the following: 1) accept all American Council on Education credit recommendations included in the official joint services transcript and award academic credit to the student in accordance with these recommendations; and 2) accept all credits included in the CCAF transcript and award academic credit to the student accordingly.

Under this bill, if a student objects to the awarding of credit for any course included in the official joint services transcript or CCAF transcript, the UW System school or technical college may not award credit for that course.

For further information see the *state and local* fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

1 **SECTION 1.** 36.31 (4) of the statutes is renumbered 36.31 (4) (am), and 36.31 (4)
2 (am) (intro.), as renumbered, is amended to read:

3 36.31 (4) (am) (intro.) ~~Upon~~ Except as provided in par. (bm), upon receiving
4 from the federal department of defense a student's official joint services transcript
5 or Community College of the Air Force transcript, the institution or college campus
6 in which the student is enrolled shall do the following:

7 **SECTION 2.** 36.31 (4) (bm) of the statutes is created to read:

8 36.31 (4) (bm) An institution or college campus may not award academic credit
9 to a student under par. (am) for each course for which the student, upon consultation
10 with the institution's or college campus's staff, objects to the awarding of credit for
11 that course.

12 **SECTION 3.** 38.12 (7) (b) of the statutes is renumbered 38.12 (7) (b) 1m., and
13 38.12 (7) (b) 1m. (intro.), as renumbered, is amended to read:

14 38.12 (7) (b) 1m. (intro.) ~~Upon~~ Except as provided in subd. 2m., upon receiving
15 from the federal department of defense a student's official joint services transcript
16 or Community College of the Air Force transcript, the technical college in which the
17 student is enrolled shall do the following:

18 **SECTION 4.** 38.12 (7) (b) 2m. of the statutes is created to read:

1 38.12 (7) (b) 2m. A technical college may not award academic credit to a student
2 under subd. 1m. for each course for which the student, upon consultation with the
3 technical college’s staff, objects to the awarding of credit for that course.

4 (END)