• to review, analyze, and evaluate prior learning experiences in the context of academic requirements and goals;

• to list learning outcomes derived from experiences that relate to courses;

• to write a resume;

• to write a brief autobiography with a chronological history of life-long learning;

• to formulate a request for a specific amount of credit; and

• to gather documentation necessary to support the request, including transcripts.

These courses, which strengthen academic learning and faculty involvement, are intended to increase the likelihood that students will be successful in creating a portfolio that results in the awarding of credit for the prior learning demonstrated therein, which is considered on its merits regardless of the process used to create the portfolio. However, providing academic credit for the development of the portfolio itself is a good practice that recognizes the significant effort involved in creating a portfolio and provides an incentive for students to undertake the process. 

*We recommend that all UW institutions offering portfolio-based assessment consider offering a course for credit through which students can develop a portfolio. We further recommend that institutions collaborate to allow those courses that have already been created to be utilized by other UW institutions.* Even with the addition of such a course, which could be taken as an elective, the multiple credits that could be gained through portfolio assessment would likely reduce a student's total time to degree.

Once the portfolio has been completed, the student submits the portfolio to the appropriate faculty member, department chair, or program director. The portfolio is usually assessed by the faculty member for whose course the portfolio purports to show prior learning. The decision of whether to grant credit is typically made by the individual faculty member. The exception is at UW-Stout, where the decision is made by a team of faculty with the support of staff. UW-Stout is also unique in that documented learning is considered as a whole and can be applied to several different courses rather than matching up equivalencies on a course-by-course basis. This provides flexibility to students in applying their knowledge to a broad array of courses.

**Faculty Perceptions of Portfolio-based Assessment**

Several UW institutions indicated that some faculty are skeptical of portfolio-based assessment because they perceive it as subjective and lacking in academic rigor. Faculty members may hold an opinion that is a common barrier to the increased use of PLA: that course material should be taught first and then assessed. Research from CAEL confirms that some faculty nationally are concerned about the quality of PLA, particularly when PLA is administered without well-defined policies or standards.\(^{15}\) However, faculty perceptions within the UW System tend to vary. For example, officials at UW institutions with higher numbers of non-traditional students noted that

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\(^{15}\) Klein-Collins, Rebecca. *Fueling the Race to Postsecondary Success: A 48 Institution Study of Prior Learning Assessment and Adult Student Outcomes.* Chicago: Council on Adult and Experiential Learning, 2010.
because their faculty is familiar with portfolio-based assessment, primarily due to their exposure
to or training in PLA methods, they tend to be more open to and comfortable with the use of
portfolios.

Because decisions for granting credit for portfolios are made at the faculty level, some faculty
have expressed a concern that proposed policies or standardized practices on an institution or
system-wide basis may limit their discretion. Administrators at several campuses confirmed this
sentiment, indicating that faculty must retain discretion on awarding credit if the use of portfolio-
based assessment, and PLA in general, is to succeed. Therefore, PLA policies need to take into
consideration the central role of faculty in the decisions to grant credit for prior learning.

Student Perceptions of Portfolio-based Assessment

One common student misperception noted by campus officials is the view that credits for prior
learning are earned for simply developing the portfolio, rather than through demonstrating that
knowledge from their previous experiences has been acquired and is equivalent to academic
coursework. Campus officials explain that non-traditional students sometimes have difficulty
seeing that experience itself does not always translate into academic achievement, such as a
salesperson who feels that the work experience can substitute for a course in marketing theory.
Therefore, at times there is a need to educate students that there is broader, theoretical
knowledge that must be demonstrated if academic credit is to be granted.

Due to the fact that credit may not be granted once a portfolio is reviewed, and because the
process of developing a portfolio can be challenging, adult learning staff noted that students may
decide that taking a class instead of developing a portfolio is less risky. In this way, students feel
that they are assured of obtaining credit. Similarly, students may perceive that taking a
standardized exam like CLEP is a more expedient route. Although some UW students
interviewed as part of this review indicated that the portfolio development process was a more
suitable method for evaluating their prior learning experiences as compared to standardized
testing, others noted their initial apprehension to the idea of developing a portfolio because of its
labor-intensive nature. This may partially explain why, anecdotally, there are relatively few
students at UW institutions being awarded credit for prior learning through portfolio-based
assessment.

One student advisor who counsels students in portfolio-based assessment indicated that because
of these perceived risks, she often steers students away from developing a portfolio and toward
other options, such as CLEP or taking the class, unless the possibility exists that more than just
three credits for a single course can be obtained through the portfolio method. Another
administrator noted that it would be helpful for institutions to review perceived administrative
barriers in order to develop a more student-friendly process. This idea is consistent with the
recommendation from Think Tank #2 to not create unnecessary procedural or bureaucratic
barriers for students.
Other Non-examination Options

In addition to portfolio-based assessment, there are other PLA methods used at UW institutions that are not examination-based. While these other non-examination options may be incorporated into a portfolio, they also may be considered independently.

- **Evaluation of Military Service:** Credit for prior military experience is available at all UW institutions through review of a student’s military transcripts. Military transcripts are generated by the federal government and combine details of military education, training, and experience with descriptions and credit recommendations developed by ACE. Each institution or academic department determines the number of credits that they will accept and how the credits will be applied.

  Students may earn advanced placement credit for military science courses if they previously completed the ROTC Basic Camp, Officer Candidate School, basic training for enlisted military personnel, or advanced individual training. Credit for vocational/technical training or in a military occupational specialty can be awarded if it is demonstrated that the training is equivalent to coursework taken at the institution. Credits can also be applied to electives that are not tied to specific departmental or major requirements.

  Of the six UW institutions that provided data on the number of students who received academic credit for military service, four institutions experienced an increase in the previous three years. For example, in 2006-07, 16 non-traditional students received 235 credits for military service at UW-Green Bay. By 2008-09, the number of students receiving academic credit for military service had risen to 49 students for a total of 711 credits.

- **Informal Student Assessment:** Non-traditional students may receive credit for their professional work experience without the use of examinations or a portfolio development process. For example, the Robert M. La Follette Institute of Public Affairs at UW-Madison has developed policies for their Master of Public Affairs and Master of International Public Affairs programs. A maximum of six credits may be awarded for relevant work experience that was gained prior to admission. To be eligible for work experience credits, students must establish that they have worked continuously and full-time in a professional policy-related position for at least five years. Students must petition the Associate Director, in writing, to determine whether such credits will be granted. In addition, students can also petition to waive a one credit professional development seminar if they have five years of full-time relevant experience.

  Registrars indicated that this type of written departmental policy does not always exist. They noted the possibility that instructors may grant credit for a course or several courses after a convincing case has been made by the student that knowledge was acquired in the subject area from other prior experience or through a professional certification they hold in areas such as computer science, engineering, or business. These situations may go
undocumented, as transcripts often do not differentiate between this and other types of credit. For example, in 2008-09, UW-Madison reported that 110 students were awarded 2,939 credits at the discretion of departments. However, UW-Madison officials noted that the exact assessment method that was used by departments (whether by exam, through student interviews, or by some other category) could not be determined.

Reporting these occurrences and documenting the reasons why the student was awarded credit would be consistent with CAEL’s standard #2, which states that “assessment should be based on standards and criteria for the level of acceptable learning that are both agreed upon and made public.” *We recommend that institutions or departments ensure transparency regarding the academic principles and administrative process under which students may be awarded credit for prior learning when examinations or portfolios are not used.* Institutions may wish to consider documenting the reasoning behind the award of credit, obtaining approval of the department chair or dean, and notifying the registrar. These additional steps could help institutions comply with new federal rules on the definition of the credit hour that may require institutions to document PLA activity as part of the review process by accrediting organizations.16

**ADMINISTRATIVE AND PROGRAMMATIC CHALLENGES**

Our review identified administrative and programmatic challenges influencing the success and implementation of PLA on each campus, as well as at the UW System level. These challenges include: (1) transfer issues, in terms of how credits for prior learning are evaluated and accepted at each institution; (2) how PLA credits appear on the student’s transcript at different institutions; (3) implementation costs; (4) training of faculty and staff on PLA methods and institutional process; and (5) promotion of PLA opportunities targeting non-traditional students. These challenges will need to be considered in the context of the UW System faculty governance structure, funding constraints, and each institution’s unique mission and demographics.

**Transfer Issues**

UW-Superior is the only four-year UW institution that accepts credit earned through portfolio-based assessment at another UW institution. The underlying reasons for not accepting credits gained through portfolios upon transfer are generally that some faculty view portfolio-based assessment as subjective; credit earned may be tailored to a particular department or program at one institution, making it difficult to prove equivalency at another institution; and modifying computer programs to allow for the transfer of credits specifically designated as earned through PLA may be cost-prohibitive.

Furthermore, each UW institution typically sets its own testing and grading policies that govern when credit can be awarded. Regent Policy Document (RPD) 7-1, “University of Wisconsin System Undergraduate Transfer Policy,” addresses this with regard to credits earned by examination or through prior learning at another institution. RPD 7-1 states that UW institutions

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should “re-evaluate if, and how, [credit by examination] will be applied to the degree,” and that credits earned for prior learning at one institution “should be evaluated for possible transfer at the UW receiving institution.”

Institutions have implemented this policy in different ways. For departmental exams, each department determines what scores to accept and credit to provide. For the national exams, minimum standards are set by each UW institution based on recommendations developed by the national testing agencies that created the tests. Because each institution sets its own standards with regard to the minimum test score that will be accepted for credit to be granted, different institutions have differing standards for the same test. For example, UW-La Crosse requires a minimum score of 50 for the CLEP biology subject test, whereas UW-Parkside requires a minimum score of 65. These differing standards may create problems for students who wish to transfer between UW institutions, as credit granted for the test at one institution may not be accepted by another.

Articulation agreements and partnerships between institutions of higher learning can help to make transfer of credits possible. For example, transfer of PLA credits occurs between academic departments at different institutions within the University of Minnesota System where specific articulation agreements have been established.\textsuperscript{17} In addition, in 2009 Empire State College in New York entered into a memorandum of understanding with the Vermont State College System, which is a system of two-year institutions.\textsuperscript{18} The memorandum provides that all credits evaluated by the Vermont State College Office of External Programs through their PLA process will be accepted by Empire State College. The credits are recorded on the transcript at Empire State College as “credit by evaluation.” Before the agreement was finalized, faculty representatives from both Empire State and the Vermont State College System worked together to ensure that academic standards were maintained.

In the 2010-11 academic year, the UW System Office of Academic Affairs will be convening a committee of faculty and other staff with the goal of developing a system-wide policy and process for transfer of credits earned through PLA. As this committee considers how to address credit transfer issues, it may wish to consider two sets of data collected by the UW System Office of Policy Analysis and Research. One set of data identifies UW Colleges as the UW institution having the largest percentage of non-traditional students. The second data set indicates that within the UW System, UW Colleges produces the largest number of transfer students to four-year institutions. Consequently, policies promoting the transfer of PLA credits from the UW Colleges to four-year institutions will be an important consideration. Institutions receiving a large number of these transfer students may also be good candidates to participate in pilot programs addressing this issue.


\textsuperscript{18} Empire State College. Memorandum of Understanding for the Awarding of Prior Learning Credit Awarded by the Vermont State College System into the Bachelor’s and Associate Degree Programs at State University of New York Empire State College. Saratoga Springs, New York: Empire State College, January 2010.
Transcripts

RPD 7-1 indicates that credit earned by examination “should be clearly indicated” on a transcript, while credit earned through an evaluation of military service or other experience “must be so designated.” However, documentation of prior learning credits on student transcripts is inconsistent and varies widely among UW institutions, further complicating the transfer of these credits. For example, in cases where portfolio-based assessment, CLEP, and credit for military service are used, the standard procedure at some institutions is that student transcripts use some form of designation (e.g., “earned through prior learning assessment”) showing how the credit was earned. Conversely, registrars noted it is possible that PLA credits awarded at the departmental level are not labeled as such on transcripts. For example, “credit by examination” may be noted on some transcripts, whereas other transcripts may simply list the course for which the student received credit by taking the exam.

Officials note that because PLA tends to be decentralized on many campuses, different approaches and methods are utilized depending upon the department and institution, and not all credit for prior learning experiences are consistently documented. Furthermore, the act of documenting PLA credits as such on a transcript may inhibit the transfer of credits, as it highlights the transfer issues noted above. This inconsistency may lead to a fairness issue for students transferring among UW institutions, as certain PLA credits might be accepted for some students but not for others, even at the same institution. We recommend that a standard method or practice of transcript notation for credit earned through PLA be developed and adopted on a system-wide basis to create consistency across the UW System and to help facilitate transfer of PLA-earned credits between institutions.

Implementation Costs

In general terms, the primary cost of implementing PLA at each institution represents the salary of staff devoted to the consideration of a student’s request for credits through PLA. This includes the time of faculty to evaluate the request and administrative staff to process the request and any resulting credit. However, there is typically no separate budget allocation to cover these costs.

In order to defray these costs, institutions may charge the student a fee for evaluating a portfolio or other prior learning experiences. The fee structure can vary in complexity depending upon how many programs or offices are involved and other factors. Some institutions also charge a fee once the credit is earned to defray administrative costs. For example, UW-Superior charges a $100 administrative fee plus $75 to assess up to three credits. However, at all UW institutions, the fees tend to be nominal when compared to the cost of tuition which is avoided if the student is successful in earning credit through PLA.

CAEL’s standard #8 notes that fees charged should be based on the services performed in the process of assessing prior learning. Some institutions noted that they were investigating raising fees to cover administrative costs and to pay faculty for assessing portfolios. At some UW institutions these fees have not changed in a significant amount of time, such as at UW-Green Bay where the fees have been the same since the 1970s. If the use of PLA increases at UW
institutions, resulting in an increase in staff and faculty workload, institutions may choose to review their current fee policies for PLA activities to assess whether the costs of implementing PLA are being covered to the extent possible.

**Training**

The PLA training model used by most campuses is typically informal mentoring of faculty on an as-needed basis, such as when new faculty members are hired. Administrators, such as adult education or experiential learning directors, have also conducted training on an individual basis, as well as within some departments. Staff members from admissions offices, registrar’s offices, and academic advising offices at some institutions have also attended workshops on PLA conducted by CAEL. For example, CAEL has developed an online PLA certification program in conjunction with DePaul University to educate faculty and staff on the history, philosophy, and value of PLA and how a PLA program can be developed and implemented.

To help reach faculty and expose them to PLA philosophy and practices, the New South Wales (Australia) Department of Education and Training conducted an innovative teaching colloquium in 2007 utilizing keynote speakers and break-out sessions to encourage dialogue about PLA among faculty and adult learning educators. A series of essays was also developed on issues surrounding the nature and implementation of PLA that could be posted on each institution’s website and shared with faculty for further dialogue and discussion.¹⁹

Although each UW institution will be responsible for determining the type and amount of training appropriate for its faculty and staff, continued exposure to PLA concepts, goals, assessment methods, and processes will be necessary to increase the use and acceptance of PLA at each institution. In order to assist institutions, we recommend that the UW System Office of Academic Affairs develop a strategy to increase awareness of PLA and encourage ongoing dialogue among faculty and the adult learning community. Approaches could vary, but utilization of online training and resource sharing could effectively distribute information to a wide audience.

**Promotion of PLA Opportunities**

Some information on PLA is typically made available on campus websites and in course catalogs, email, and brochures. Academic advisors may discuss PLA with students, typically in the freshman year or if a student transfers to the institution. Adult education staff can also be a critical point of contact in promoting and facilitating PLA to those students who may be interested in taking advantage of PLA opportunities. Because PLA involves many different institution staff, including adult learning educators, faculty, department chairs, and registrars, PLA is frequently viewed as being implemented on a decentralized basis. Many institutions noted that promotion of PLA opportunities for non-traditional students could be improved on their campus.

Beyond the current general methods of communicating with students and prospective students about PLA, institutions could also consider targeting special student populations. For example, while the U.S. Latino population has more than doubled from 1980, the number of Latinos participating in college has only grown by 5 percent, which is less than the growth experienced by other ethnic groups over the same time period.20 In a more recent study, CAEL noted that Latino students had the lowest participation rate in PLA when compared to other ethnic groups, suggesting an opportunity to target PLA to this segment of the higher education student population.21

Other groups that could be targeted include military veterans and students who have college credits but who are having difficulties completing their degrees. Promotion of PLA could be folded into ongoing efforts to communicate with these groups. For example:

- UW-Eau Claire developed a “You Served — We Care” theme to help highlight its outreach to veterans, which included providing a Veterans Center in a central and convenient campus location, incorporating a veterans’ session into their Adult Student Welcome, and reactivating the campus Vet’s Club.

- UW-Oshkosh’s Center for New Learning advocates for adult students to participate on campus committees, as well as for services and initiatives that address student needs from recruitment to graduation. The campus also developed an Adult Non-Traditional Student Guidebook.

- UW-Oshkosh and UW-Whitewater have been active in recruiting and assisting students who started but did not complete an undergraduate degree. Approaches to assist these former students include a website, brochures and counseling; a campus-wide committee focused on adult students; specialized orientation and counseling; and establishment of an Adult Student Connection group, providing a forum and support for peers.

In addition, businesses and other organizations which may have adult learners receptive to completing a degree can also be targeted in order to form strategic relationships in the local community. Both UW-Platteville and UW-Stout have performed outreach to local businesses to attract working adults to their institution and to grow partnerships within the local community that they serve.

UW-Oshkosh has taken steps to improve promotion by employing a part-time staff member to work with students on promoting PLA opportunities. This staff member also works with faculty and students to facilitate the process of evaluating portfolios and other PLA options.

In order to increase the usage of PLA, UW institutions will need to increase their efforts at making students aware of the PLA opportunities they offer, as well as identify which student populations to target. We recommend that UW institutions that intend to increase PLA usage


identify a student population that provides a good match with their institutional objectives and target their limited resources accordingly. This could include veterans, minority populations, adults working in local businesses, or other populations.

**CONCLUSION**

PLA can be used to meet various objectives, including reducing the time and cost for students to earn a degree, providing an incentive for non-traditional students to begin or finish a degree, and helping to meet institution enrollment goals. Although the use of PLA at UW institutions varies and is not consistently documented, UW institutions utilize three general methods of PLA: credit by examination, portfolio-based assessment, and other non-examination options. More than half of UW institutions allow some form of portfolio-based assessment, and UW Colleges is currently considering the use of portfolios as a model for assessing prior learning at its 13 campuses. However, faculty and student perceptions and potential accreditation issues will need to be considered before the use of portfolios can be expanded.

A number of administrative and programmatic challenges influence the successful implementation of PLA within the UW System. These include transferring PLA credits among institutions; documenting PLA credits on transcripts; funding implementation costs; training faculty on PLA methods and philosophy; and promoting PLA opportunities to non-traditional students. This review recommends that:

- **UW institutions document the awarding of credit by PLA method, and that a uniform process and format be developed by the UW System Office of Academic Affairs for collecting, recording, and reporting this data;**

- **UW institutions offering portfolio-based assessment consider offering a course for credit through which students can develop a portfolio, and that institutions collaborate to allow those courses that have already been created to be utilized by other UW institutions;**

- **UW institutions or departments ensure transparency regarding the academic and administrative criteria under which students may be awarded credit for prior learning when examinations or portfolios are not used;**

- **a standard method or practice of transcript notation for credit earned through PLA be developed and adopted on a system-wide basis to create consistency across the UW System and to help facilitate transfer of PLA-earned credits between institutions;**

- **the UW System Office of Academic Affairs develop a strategy to introduce PLA and encourage ongoing dialogue among faculty and the adult learning community; and**

- **UW institutions that intend to increase PLA usage identify a student population that provides a good match with their institutional objectives and target their limited resources accordingly.**
### Appendix A

Percentage Non-Traditional* Enrollment by Institution  
(Selected Years, 1998-2009)

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
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</tr>
</thead>
<tbody>
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<td>UW-Eau Claire</td>
<td>12.0</td>
<td>10.0</td>
<td>10.6</td>
<td>10.8</td>
<td>10.0</td>
<td>10.5</td>
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<td>UW-Green Bay</td>
<td>26.8</td>
<td>23.5</td>
<td>23.3</td>
<td>19.4</td>
<td>16.4</td>
<td>21.7</td>
<td>23.8</td>
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<td>17.2</td>
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<td>12.1</td>
<td>12.1</td>
<td>12.3</td>
<td>11.7</td>
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<td>UW-Stevens Point</td>
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<td>17.0</td>
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<td>16.1</td>
<td>17.9</td>
<td>19.4</td>
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<td>UW-Superior</td>
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<td>18.1</td>
<td>18.7</td>
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</table>

Source: *Investing in Wisconsin's Future: UW System's Accountability Report, 2009-10*

* UW System Office of Policy Analysis and Research definition of “non-traditional student” includes students at the graduate/professional level age 30 and older, undergraduate students age 25 and older at the doctoral and comprehensive universities, and undergraduates age 22 and older at the UW Colleges.

** 2010 data was not yet available at the time of this report.
Appendix B

Use of Prior Learning Assessment for Non-Traditional Students at UW System Institutions

All UW institutions offer the College Level Examination Program (CLEP) and evaluations of military transcripts and service. In addition, credit can be earned at the discretion of the academic department using various exam and non-exam methods. The following table describes only those PLA methods that are not common to all UW institutions. Furthermore, there may be PLA practices, such as informal assessment, used at certain departments within institutions that were not identified as part of this review and are therefore not reflected here.

<table>
<thead>
<tr>
<th>Institution</th>
<th>Characteristics/Current Use Summary</th>
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<tbody>
<tr>
<td>Colleges</td>
<td>Degree-seeking students may earn advanced standing credit for specific UW Colleges courses. UW Colleges is currently considering the development of a standardized portfolio process.</td>
</tr>
<tr>
<td>Eau Claire</td>
<td>Students may take the DANTES Subject Standardized Tests (DSST). A maximum of one-fourth of the credits required for graduation in a degree program, and no more than one-half of the requirements for a major or minor, may be earned by any type of credit by exam.</td>
</tr>
<tr>
<td>Green Bay</td>
<td>Students may take the DSST. The Credit for Prior Learning (CPL) process requires prior learning to be related to courses or programs. Faculty members use the portfolio process and individual assessment to decide whether and how much credit a student should receive.</td>
</tr>
<tr>
<td>La Crosse</td>
<td>Students may take the DSST Exam.</td>
</tr>
<tr>
<td>Madison</td>
<td>Students may earn up to six credits for prior learning using military transcripts. The La Follette Institute, possibly among others, awards credit for relevant prior work experience.</td>
</tr>
<tr>
<td>Milwaukee</td>
<td>Credit for prior learning is limited to certain programs. The Prior Professional Educational Experience (PPEE) program offered through the School of Education allows students to earn credits for prior learning based on in-class writing assignments that are evaluated by departmental faculty. In some cases, credit may be earned by participating in certain types of volunteer service. Specifics vary on terms of assessment, fees, etc.</td>
</tr>
<tr>
<td>Oshkosh</td>
<td>Students may earn up to six credits for prior learning using military transcripts. UW-Oshkosh also awards credit through portfolio assessment.</td>
</tr>
<tr>
<td>Parkside</td>
<td>Students may take the DSST. The Credit for Experiential Learning (CEL) process requires that the learning be related to specific courses or areas of study at UW-Parkside, and that it be based on experience in employment, volunteer activities, workshop/seminar participation, and/or publications. Faculty members use the portfolio process to decide whether and how much credit a student should receive.</td>
</tr>
<tr>
<td>Platteville</td>
<td>Students may take the DSST. Students earning a Bachelor of Science in Business Administration may also earn credit for prior business-related work and life experience by enrolling in a portfolio development course.</td>
</tr>
<tr>
<td>River Falls</td>
<td>Portfolio development and individual course review are offered at the discretion of the department.</td>
</tr>
<tr>
<td>Stevens Point</td>
<td>The Experiential Learning Program requires that the learning be equivalent to that which would be gained through UW-Stevens Point course work. Faculty members use interviews, demonstrations, portfolio assessment, or other methods to decide whether and how much credit a student should receive. Students may earn a maximum of 32 credits through PLA.</td>
</tr>
<tr>
<td>Stout</td>
<td>Distance Education majors can earn up to 48 credits if they have a 40-credit technical component. These students are required to develop a portfolio.</td>
</tr>
<tr>
<td>Superior</td>
<td>Students may take the DSST or earn credit by presenting a portfolio.</td>
</tr>
<tr>
<td>Whitewater</td>
<td>Students may take the DSST.</td>
</tr>
</tbody>
</table>

Source: UW institutions and UW Extension summary of credit for prior learning programs found at https://uwin.wisconsin.edu/applyingtocircle/creditpriorlearn.aspx