



**Annual Report to Congress
Fiscal Year 2012**

U.S. Department of Labor
Veterans' Employment & Training Service
200 Constitution Avenue, N.W.
Washington, D.C. 20210

Contents

INTRODUCTION.....	2
PROGRAM YEAR AND FISCAL YEAR	2
VETS’ MISSION STATEMENT.....	2
EXECUTIVE SUMMARY	2
I. THE WORKFORCE INVESTMENT SYSTEM.....	4
II. PERFORMANCE MANAGEMENT.....	6
COMMON MEASURES USED TO EVALUATE PERFORMANCE.....	6
JOBS FOR VETERANS STATE GRANTS (JVSG).....	7
DISABLED VETERANS’ OUTREACH PROGRAM.....	7
LOCAL VETERANS’ EMPLOYMENT REPRESENTATIVE.....	7
DVOP AND LVER STAFFING LEVELS.....	8
PY 2011 PERFORMANCE	11
WEIGHTED OUTCOMES.....	11
IMPLEMENTING A UNIFORM NATIONAL THRESHOLD VETERANS’ EER.....	12
INCENTIVE AWARD ANALYSIS	12
HOMELESS VETERANS’ REINTEGRATION PROGRAM (HVRP)	13
HOMELESS VETERANS’ STAND DOWN GRANTS	15
VETERANS’ WORKFORCE INVESTMENT PROGRAM (VWIP).....	15
THE TRANSITION ASSISTANCE PROGRAM (TAP) DOL EMPLOYMENT WORKSHOP.....	16
DOMESTIC WORKSHOP PERFORMANCE.....	17
OVERSEAS WORKSHOP PERFORMANCE	17
COMPLIANCE AND INVESTIGATIONS	18
THE UNIFORMED SERVICES EMPLOYMENT & REEMPLOYMENT RIGHTS ACT (USERRA) OF 1994.....	18
VETERANS’ EMPLOYMENT OPPORTUNITIES ACT (VEOA).....	19
FEDERAL CONTRACTOR REPORTING.....	21
VIETNAM ERA VETERANS’ READJUSTMENT ASSISTANCE ACT OF 1974 (VEVRAA)	23
INTERAGENCY COLLABORATION	24

Introduction

This report is prepared in accordance with Title 38, United States Code, Sections 4107(c), 4212(c), 4215(d), and 2021(d). The report describes the programs and compliance activities of the Department of Labor's (DOL) Veterans' Employment and Training Service (VETS).

PROGRAM YEAR AND FISCAL YEAR

Some of the workforce activities described in this report are provided on a Program Year (PY) basis to align with the DOL Employment and Training Administration's program reporting, while others operate on a Fiscal Year (FY) basis. Because only one quarter of PY 2012 occurred during FY 2012, the performance measure data reported for 2012 are data for PY 2011, which ended June 30, 2012. Information from the prior PY and FY has been included in this report to facilitate comparisons of results.

VETS' MISSION STATEMENT

To serve America's veterans and separating service members by preparing them for meaningful careers, providing employment resources and expertise, and protecting their employment rights.

Executive Summary

In Fiscal Year 2012, VETS continued to provide comprehensive services to meet the employment and training needs of eligible veterans, especially those with significant barriers to employment, and to connect employers across the country with work-ready veterans through a number of signature programs and initiatives.

The **Jobs for Veterans State Grants (JVSG)** program, for example, provides funding to states for Disabled Veterans' Outreach Program (DVOP) specialists and Local Veterans' Employment Representative (LVER) staff. DVOP specialists provide intensive services to veterans, which includes a comprehensive and specialized assessment of skill levels and job training needs, the development of an individual employment plan, group and individual career counseling and planning, and short-term skills development (such as interview and communication skills). LVER staff promote the hiring of veterans in communities through outreach activities that build relationships with local employers.

The **Homeless Veterans' Reintegration Program (HVRP)** continues to address the most vulnerable veteran population by reintegrating homeless veterans into society and the workforce. As in the past, for a relatively small investment in FY 2012, the HVRP successfully helped place thousands of previously, sometimes chronically, homeless veterans on a path to self-sufficiency.

The **Transition Assistance Program (TAP), DOL Employment Workshop**, provides critical assistance to transitioning service members and their spouses by giving them the tools necessary for a successful transition from military to civilian life. The VOW to Hire Heroes (VOW) Act (Title II of P.L. 112-56 enacted in November 2011) mandated that nearly all transitioning service members participate in the Employment Workshop. The Act also required that VETS transition the instructional delivery of these workshops to a staff comprised of facilitators under contract with VETS, rather than using JVSG staff to provide instruction in some domestic sites.

In addition, VETS receives and investigates claims arising under the **Uniformed Services Employment and Reemployment Rights Act of 1994** (USERRA), 38 U.S.C. 4301-4335. The Act prohibits discrimination in employment based on prior service in the uniformed services, an individual's current service in the uniformed services, or intent to join the uniformed services. USERRA also provides reemployment rights with the pre-service employer following qualifying service in the uniformed services. USERRA also prohibits discrimination against individuals who attempt to enforce their rights under USERRA and prohibits retaliation against those who testify in any proceeding under the Act. VETS provides its USERRA Annual Report to Congress each year, which includes more detailed information regarding program and enforcement outcomes.

In addition, under the **Veterans' Employment Opportunities Act** (VEOA), 5 U.S.C. 3330a-3330c, VETS is responsible for investigating claims alleging a Federal agency failed to apply Veterans' Preference in hiring or during a reduction-in-force, and claims from veterans alleging a lack of access to a Federal agency's covered employment opportunities.

VETS is also responsible for collecting annual reports from Federal contractors. The **VETS-100** report applies to government contracts entered into prior to December 1, 2003, with a value of \$25,000 or greater, and the **VETS-100A** applies to government contracts entered into on or after December 1, 2003, with a value of \$100,000 or greater. The reports include the total number of a contractor's employees who belong to the categories of veterans protected under the Vietnam Era Veterans' Reemployment Assistance Act of 1974 (VEVRAA), 38 U.S.C. 4212(d), and the total number of those employees who were hired during the period covered by the report.

VETS routinely collaborates with other component agencies within DOL, as well as other Federal agencies, to carry out its programmatic and enforcement activities on behalf of the Nation's service members.

I. THE WORKFORCE INVESTMENT SYSTEM

VETS coordinates with DOL's Employment and Training Administration (ETA) to contribute to the national workforce investment system – a system that supports economic growth and provides workers with the critical resources and training they need to maximize their employment opportunities and careers. Each year, over 20 million Americans, including over 1.5 million veterans, receive employment assistance through the workforce investment system. This assistance may include job search services, career planning and counseling, or job training.

The Wagner-Peyser Act of 1933 established a nationwide system of public employment offices known as the Employment Service. The Act was amended in 1998 to make the Employment Service part of the One-Stop service delivery system under the Workforce Investment Act (WIA), now known as the American Job Center (AJC) system. This system provides universal access to an integrated array of labor exchange services so that workers, job seekers, and employers can find the employment services they need in “one stop,” easy-to-find locations.

Primarily, the workforce investment system offers assistance through the nation-wide network of American Job Centers, and includes, but is not limited to, the following programs:

VETS-administered programs

- Jobs for Veterans State Grants (JVSG) Program (discussed further on page 11)

ETA-administered programs

- WIA Adult, Dislocated Worker and Youth Programs¹;
- Wagner-Peyser Act Employment Service Programs²;
- Trade Adjustment Assistance Programs under the Trade Act of 1974³;
- National Emergency Grants (NEG)⁴;
- Senior Community Service Employment Program⁵;
- Indian & Native American Program⁶;
- Migrant & Seasonal Farm Worker Program⁷;
- Projects authorized under WIA §171, including grants to smaller or grassroots entities such as faith-based and community organizations, and grants under the Reintegration of Ex-Offenders Program;⁸ and

¹ Workforce Investment Act of 1998, 29 U.S.C. 2801, *et seq.*

² Wagner-Peyser Act of 1933, 29 U.S.C. 49, *et seq.*

³ Trade Act of 1974, 19 U.S.C. 2101-2321 and 2395.

⁴ Workforce Investment Act of 1998, 29 U.S.C. 2918.

⁵ Title V of the Older Americans Act of 1965, as amended, 42 U.S.C. 3056, *et seq.*

⁶ Workforce Investment Act of 1998, 29 U.S.C. 2911

⁷ Workforce Investment Act of 1998, 29 U.S.C. 2912.

⁸ Workforce Investment Act of 1998, 29 U.S.C. 2916.

- National Registered Apprenticeship System.

As these programs are administered by VETS' workforce partner, ETA, they will be discussed in further detail on page 24 of this report.

Priority of Service for Veterans in the Workforce Investment System

Section 2 of the Jobs for Veterans Act (JVA) of 2002, as codified in 38 U.S.C. 4215, established "Priority of Service" for veterans, which allows veterans and their eligible spouses to receive priority access to workforce training programs directly funded, in whole or in part, by DOL. Priority of Service applies both to program participation and to priority access to the full range of services offered by each DOL-funded program. To obtain Priority of Service, a veteran or eligible spouse must meet the statutory definition of a "covered person"⁹, as well as other statutory requirements that pertain to the program for which services are sought. The Department is committed to Priority of Service for veterans. As military engagements are winding down, Priority of Service will continue to play a critical role in assisting military personnel returning from active duty to transition into the civilian workforce.

To help assess the effectiveness of this Priority of Service, in FY 2014, VETS and ETA will compare the date at which veterans enter a specific DOL-funded training program to the date that veteran first seeks assistance through the American Job Center system. In addition, the VOW Act amended 38 U.S.C. 4215 to require that this Report include an evaluation on whether eligible veterans receive Priority of Service and are fully served when accessing Departmental programs. Under 38 U.S.C. 4215(d), this evaluation must include: 1) an analysis of Priority of Service implementation at the local level; 2) an analysis of whether the representation of veterans in DOL programs is proportional to the representation of veterans in the labor market; and 3) performance measures developed by the Secretary to ensure that Priority of Service is being fully implemented. Currently, ETA and VETS have the ability to capture data on characteristics, services, and outcomes of participating veterans. Additional data collection is being implemented for Priority of Service, in conjunction with reporting modifications that were recently approved for WIA and Wagner-Peyser Employment Service data collections. Accordingly, PY 2012 data under these collections will be included in next year's report.

⁹ The term "covered person" under 38 U.S.C. § 4215 means any of the following individuals:

- A veteran,
- The spouse of any of the following:
 - i. Any veteran who died of a service-connected disability.
 - ii. Any member of the Armed Forces serving on active duty who, at the time of application for assistance under this section, is listed, pursuant to section 556 of title 37 and regulations issued thereunder, by the Secretary concerned in one or more of the following categories and has been so listed for a total of more than 90 days: missing in action, captured in line of duty by a hostile force, or forcibly detained or interned in line of duty by a foreign government or power.
 - iii. Any veteran who has a total disability resulting from a service-connected disability.
 - iv. Any veteran who died while a disability so evaluated was in existence.

II. Performance Management

The Department's Strategic Plan outlines three Strategic Goals to help achieve the Department's mission, one of which is to "Prepare Workers for Good Jobs and Ensure Fair Compensation." VETS helps meet this Strategic Goal through three of six Outcome Goals, as follows:

- 1.1: Increase workers' incomes and narrow wage and income inequality*
- 1.3: Help workers who are in low-wage jobs or out of the labor market find a path into middle-class jobs*
- 1.4: Help middle-class families remain in the middle class*

As is more fully developed below, VETS programs have materially contributed to these Outcome Goals, yielding favorable results for service members who are transitioning to the civilian workforce.

COMMON MEASURES USED TO EVALUATE PERFORMANCE

In PY 2011, VETS continued to rely upon a metric of "Common Measures," which allows for a comparison of outcomes across programs, to assess the performance of the American Job Center system in providing employment and training services to veterans. VETS uses three Common Measures to evaluate the efficacy of its grant programs' services to veterans, and to compare them to similar programs administered by ETA, which serves the entire American workforce:

- **Entered Employment Rate (EER)**, which is the percentage of the participants served who are employed in the first quarter after exit from the program. *This measure answers the question, "How many unemployed people went to work after receiving services?"*
- **Employment Retention Rate (ERR)**, which is the percentage of program participants who entered employment and who are still employed in the second and third quarters following their exit from the program. *This measure answers the question, "How many of those employed after receiving services remained at work for at least 6 months after receiving services?"*
- **Average Earnings (AE) for six months**, which is calculated based on the average of wages paid to program participants who entered employment and who are still employed in the second and third quarters following the quarter in which they exited the program. *This measure answers the question, "What are the average six month earnings of individuals who are employed for at least six months after receiving services?"*

DOL measures outcomes for all participants in programs of the workforce investment system. For its part, VETS measures outcomes for the Common Measures in its formula grants program, the Jobs for Veterans State Grants program, and its competitive grants program, the Homeless Veterans' Reintegration Program, and the Veterans' Workforce Investment Program, all three of which are discussed in more detail in the report.

Jobs for Veterans State Grants (JVSG)

VETS offers employment and training services at American Job Centers and other locations through the JVSG program to veterans with significant barriers to employment and other eligible individuals, which helps facilitate their transition to civilian employment.

Through the JVSG program, VETS provides funds to states to support two types of staff positions: Disabled Veterans' Outreach Program (DVOP) specialists and Local Veterans' Employment Representative (LVER) staff, both of which are described in detail below:

DISABLED VETERANS' OUTREACH PROGRAM

The primary duty of DVOP specialists is to provide intensive services to veterans, specifically those with significant barriers to employment. Intensive services are designed to mitigate an individual's barriers to employment through comprehensive and specialized assessments of skill levels and needs, the development of an individual employment plan, group and individual career counseling and planning, and short-term instruction to augment skills development (such as interview and communication skills). DVOP specialists may be located at American Job Centers, or co-located with other service providers, such as the Department of Veterans Affairs (VA).

LOCAL VETERANS' EMPLOYMENT REPRESENTATIVE

LVER staff conduct job development activities to facilitate veterans' transition into civilian employment. This includes outreach to and engagement of business and community leaders, to identify job prospects for veterans and promote veteran hiring. LVER staff coordinate with DVOP specialists and other American Job Center staff to seamlessly transition veteran clients into appropriate employment in the local community.

JVSG Services for Participants

In PY 2011, JVSG grantees provided staff-assisted services to 474,063¹⁰ participants, which include services to the specific categories of veterans shown in the table below. Please note, however, that the categories in the table below include overlapping data because a veteran may be counted under more than one category (*e.g.*, a veteran could be categorized as both female and as a recently-separated veteran). Veterans are identified under these categories during the initial intake process at American Job Centers.

Table 1. JVSG Participant Statistics

Population or Sub-Population	PY 2010	PY 2011
Veterans and other eligible persons served	542,664	474,063
Disabled veterans	77,654 (14%)	79,979 (17%)

¹⁰ This figure represents the unduplicated participant count of veterans and transitioning service members served by DVOP specialists and LVER staff, as reported in the Labor Exchange Reporting System, VETS-200C: Participant Services and Outcomes of DVOP/LVER, and by the ETA form 9133 for the States of Texas and Pennsylvania.

Campaign badge veterans ¹¹	170,580 (31%)	178,198 (38%)
Recently separated veterans	66,403 (12%)	74,322 (16%)
Female veterans	43,483 (8%)	48,865 (10%)
Transitioning service members ¹²	18,781 (3%)	18,095 (4%)

Development and Training for DVOP Specialists and LVER Staff

Newly-appointed DVOP specialists and LVER staff must receive core training, within 18 months of their appointment.

This training is provided by the National Veterans’ Employment and Training Institute, which is administered by VETS. As part of this core training, in FY 2012, 244 staff completed case management courses, 421 staff completed labor employment specialist courses, and 250 staff completed employment partnership promotion courses.

DVOP AND LVER FUNDING AND STAFFING LEVELS

VETS awards JVSG grant funds by formula to each state, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands. The formula is based on the following factors:

1. the number of unemployed individuals in the general population in each state, compared with the total number of unemployed individuals in the general population across all states; and,
2. the number of veterans in the civilian labor force in each state, compared with the total number of veterans in the civilian labor force across all states.

In accordance with the Jobs for Veterans Act, each state may establish an appropriate ratio of DVOP specialists and LVER staff to meet the needs of veterans in the state. This ratio is based upon local economic conditions and a state’s plan for meeting the employment service needs of the program’s target population. The table below provides FY 2012 funding and staffing levels for DVOP and LVER staff¹³.

Table 2. DVOP Specialists Funding and Staffing, by Fiscal Year

<u>DVOP Specialists</u>	<u>FY 2011</u>	<u>FY 2012</u>
DVOP Funding	\$84,952,000	\$86,413,384
Projected DVOP Staffing	1,144.5	1,186.5

¹¹ A veteran who served on active duty in the armed forces during a war or in a campaign or expedition for which a campaign badge has been authorized.

¹² This number reflects Transitioning Service Members who received employment services from JVSG staff, not those participating in the Transition Assistance Program’s DOL Employment Workshop. Those workshops are now facilitated by contract staff. Though Transitioning Service Members were not included in the eligible population for JVSG services in Program Year 2011, referral processes and continued high demand for services at American Job Centers across the country resulted in a portion of Transitioning Service Members receiving JVSG services.

¹³ As reported in the Veterans’ Employment and Training Operations and Program Activity Report (VOPAR) System, FY 2012 Staffing, Spending and Funding Balance Worksheet.

Actual DVOP Positions Supported	1,126	1,062
Average Cost per Position	\$75,446	\$81,365

PY 2010 PARTICIPANT DEMOGRAPHICS

In PY 2010, DVOP specialists provided staff-assisted services to 331,281 transitioning service members¹⁴, veterans and other eligible persons. Of this total, 54,626 (17%) were disabled veterans, 93,970 (28%) were campaign badge veterans, 8,420 (3%) were transitioning service members and 46,942 (14%) were recently separated veterans.

PY 2011 PARTICIPANT DEMOGRAPHICS

In comparison, in PY 2011, DVOP specialists provided staff-assisted services to 250,830 transitioning service members, veterans and other eligible persons. Of this total, 47,793 (18%) were disabled veterans, 85,912 (33%) were campaign badge veterans, 8,382 (3%) were transitioning service members and 36,033 (14%) were recently separated veterans.

Table 3. PY 2011 Employment Outcomes of Participants served by DVOP Specialists

<u>Employment Outcome</u>	<u>Veterans/ Eligible Persons</u>	<u>Disabled Veterans</u>
Number of Veterans who Entered Employment following Staff-Assisted Services	98,045	16,495
Entered Employment Rate	50%	47%
Employment Retention Rate	78%	78%

Table 4. LVER Staff Funding and Staffing, by Fiscal Year

<u>LVER Staff</u>	<u>FY 2011</u>	<u>FY 2012</u>
LVER Funding	\$71,592,000	\$72,665,247
Projected LVER Staffing	971	1045
Actual LVER Positions Supported	908	900
Average Cost per Position	\$78,846	\$80,739

PY 2010 PARTICIPANT DEMOGRAPHICS

In PY 2010, LVER staff provided staff-assisted services¹⁵ to 331,281 transitioning service members, veterans and other eligible persons. Of this total, 54,626 (17%) were

¹⁴ Though transitioning service members were not included in the eligible population for JVSG services in Program Years 2010 and 2011, referral processes and continued high demand for services at American Job Centers across the country resulted in a portion of transitioning service members receiving JVSG services.

¹⁵ The primary statutory duties of LVER staff are to perform employer outreach and job development functions for veterans. The Department intends to release guidance in FY 2014 that emphasizes the distinct roles of the DVOP specialist and LVER staff and will bar LVER staff from providing direct services to participants to focus them on their statutory duties. However in Program Years 2010 and 2011, LVER staff provided direct services to participants, as outlined above. This will be the final year DOL will provide participant information for LVER staff.

disabled veterans, 93,970 (28%) were campaign badge veterans, 8,420 (3%) were transitioning service members and 46,942 (14%) were recently separated veterans.

PY 2011 PARTICIPANT DEMOGRAPHICS

In comparison, during PY 2011, LVER staff provided staff-assisted services to 207,553 transitioning service members, veterans and other eligible persons. Of this total, 29,809 (14%) were disabled veterans, 65,164 (31%) were campaign badge veterans, 8,983 (4%) were transitioning service members and 28,633 (14%) were recently separated veterans.

Table 5. PY 2011 Employment Outcomes of Participants served by LVER Staff

<u>Employment Outcomes</u>	<u>Veterans/ Eligible Persons</u>	<u>Disabled Veterans</u>
Number of Veterans who Entered Employment following Staff-Assisted Services	88,285	11,939
Entered Employment Rate	51%	48%
Employment Retention Rate	78%	78%

As mentioned previously, workforce investment system programs are measured using Common Measures. The following table provides the performance history for each of VETS' Common Measures, for both all veteran participants and veterans with a disability¹⁶.

Table 6. Common Measure Results, PY 2010-2011, Wagner-Peyser Employment Service and Jobs for Veterans State Grants

<u>Measure</u>	<u>PY 2010 Result</u>	<u>PY 2011 Result</u>
Percent of Veterans employed in the first quarter after exit (EER)	46.2%	48.3%
Percent of Veterans employed in the first quarter after exit still employed in 2nd & 3rd quarters after exit (ERR)	75.6%	78.7%
Average six month earnings of Veterans in the second and third quarter after exit (AE)	\$15,922	\$17,012
Percent of <i>disabled</i> Veterans employed in the first quarter after exit (EER)	43.9%	45.2%
Percent of <i>disabled</i> Veterans employed in the first quarter after exit still employed in 2nd & 3rd quarters after exit (ERR)	75.8%	78.0%

¹⁶ As reported in the Labor Exchange Reporting System, VETS-200C, and by the ETA form 9133 for the states of Texas and Pennsylvania. VETS 200 C reports unduplicated count of services/outcomes provided by DVOP/LVER staff

Average six month earnings of <i>disabled</i> Veterans in the second and third quarter after exit (AE)	\$16,449	\$18,108
--	----------	----------

PY 2011 PERFORMANCE

As shown in the preceding table, employment outcomes for both veterans and disabled veterans have improved from the previous year. This improvement is primarily a result of improving economic conditions. While average earnings have returned to pre-2009 recession levels, the entered employment rate and employment retention rates are still steadily rebounding to meet these levels.

WEIGHTED OUTCOMES

DVOP and LVER program measures also take into account the difficulty of serving veterans with particular barriers to employment by reporting on “weighted” outcomes. Table 6 depicts the weighted outcomes achieved as a result of intensive services provided by DVOP specialists and LVER staff during PY 2011 as compared with PY 2010. The weighted outcome measure was implemented following a recommendation from the Government Accountability Office (GAO) that DOL “implement a weighting system for the DVOP and LVER performance measures that takes into account the difficulty of serving veterans with particular barriers to employment.” GAO Report 07-594. Under this system, a veteran who receives intensive services through the JVSG program receives a value, or weight, of 1.25, as opposed to all other participants, who receive a weight of 1.0.

Veterans with significant barriers to employment are referred to DVOP specialists to receive intensive services. These veterans include disabled veterans¹⁷ and special disabled veterans¹⁸, as well as other categories of veterans prioritized by the Secretary of Labor. A veteran who receives intensive services: 1) is provided a skills assessment and 2) is assisted by developing a written individual employment plan.

Although the number of veterans who received employment services declined overall during PY 2011, the numbers of veterans who received intensive services and who entered employment (after receiving both standard and intensive services) declined by far less, resulting in a greater entered employment rate (including the weighted figure) for veterans served by a DVOP specialist and/or LVER staff.

The results of the weighted entered employment rate measure indicate that veterans receiving intensive services fared better at entering employment than those who did not receive intensive

¹⁷ A veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) under laws administered by the Secretary; or, a person who was discharged or released from active duty because of a service-connected disability.

¹⁸ A disabled veteran who has received a disability rating of 30% or greater from the Department of Veterans Affairs.

services. Accordingly, VETS will continue to promote the use of intensive services for nearly all JVSG veteran participants.

Table 7. Weighted Measure Outcomes

Weighted Veterans' Measure	PY 2010	PY 2011
Number of Veterans who Received Services	527,832	378,087
Number of Veterans who Entered Employment (EE)	204,409	162,979
Number of Veterans who received Intensive Services	147,828	101,026
Number of Veterans who EE after receiving Intensive Services	44,581	40,700
Un-Weighted Entered Employment Rate	48%	50%
Weighted Entered Employment Rate	51%	53%

IMPLEMENTING A UNIFORM NATIONAL THRESHOLD VETERANS' ENTERED EMPLOYMENT RATE

The Jobs for Veterans Act (JVA) amended 38 U.S.C. 4102A(c)(3)(B) to require that the Secretary of Labor establish, through regulations, a uniform, national threshold Entered Employment Rate (EER) for veterans, to evaluate states' performance in helping veterans meet their employment needs. The final rule (78 Fed. Reg. 15283) was published on March 11, 2013, with an effective date of May 10, 2013. The uniform threshold will be applied to states' reported employment outcomes beginning in PY 2013.

The preamble to the final rule explains how the threshold will be used to determine if a low EER reflects deficiencies in a state's performance, or whether the low EER is attributable to other factors beyond the state's control. In cases where a state's EER reflects a deficiency in performance, the final rule sets forth procedures for the state to submit a corrective action plan for review and approval by VETS, as well as protocols for VETS to provide technical assistance to the state to help meet the employment needs of veterans.

INCENTIVE AWARD ANALYSIS

Under 38 U.S.C. 4102A and 4112, as amended by the JVA, VETS provides funds for performance incentive awards, to be administered by states, to recognize quality employment, training, and placement services. In particular, the statute reserves one percent of a state's total JVSG Program Year grant allocation to be used for the following:

- Encouraging the improvement and modernization of employment, training, and placement services for veterans; and
- Recognizing eligible employees and employment service offices for excellence in the provision of such services, or for having made demonstrable improvements in the provision of services to veterans.

Typically, states use these incentive funds to provide cash awards to individual recipients. However, a state may provide non-financial incentives in lieu of, or in combination with, cash awards, as outlined in its VETS-approved state Veterans' Services Plan.¹⁹ Further, states have the option to decline the allocation of incentive award funds. In FY 2012, twenty-two state agencies declined receipt of incentive award funds due to legislative restrictions, state policies, union agreements, or for other unspecified reasons.

In FY 2012, the accumulated, total set-aside by VETS for the incentive funds was \$1,650,810. Of this amount, \$1,021,000 was awarded to 32 state agencies (including agencies in the District of Columbia and the Virgin Islands).

Homeless Veterans' Reintegration Program (HVRP)

The Homeless Veterans' Reintegration Program (HVRP) provides employment and training services to help homeless veterans transition into meaningful employment and to develop effective methods to address the complex problems facing homeless veterans. HVRP is authorized under 38 U.S.C. 2021. This is the only nationwide, federally-funded program focusing exclusively on the employment of veterans who are homeless.

HVRP funds are awarded to eligible entities through a competitive grant process outlined in an annual Solicitation for Grant Applications. Eligible entities in PY 2011 included state and local workforce investment boards; state and local public agencies; and private non-profit, for profit, and commercial entities. Grantees provide an array of services to homeless veterans through a holistic case management approach, which includes critical linkages to a variety of support services available in local communities. Successful grant applicants must specifically describe how their outreach to homeless veterans will build an effective level of collaboration with other entities, such as Grant and Per Diem (GPD) grantees, Housing and Urban Development and Veterans' Affairs Supportive Housing (HUD-VASH) grantees, and Health and Human Services (HHS) grantees.

HVRP is employment-focused; each participant receives customized employment and training services to address his or her specific barriers to employment. Services may include occupational, classroom, and on-the-job training, as well as job search, placement assistance, and post-placement follow-up services.

DVOP and LVER staff also support HVRP grantees by providing critical resources to help grantees achieve entered employment and retention goals through case management, direct employer contact, job development, and follow-up services.

In FY 2012, for the PY 2011 award cycle, Congress appropriated \$38.185 million to DOL for HVRP, a nearly 5 percent increase over the prior year's appropriation of \$36.330 million. Of

¹⁹ State Veterans' Services Plans are developed by each state to describe the methods that will be used to provide specific services to veterans using prescribed funding levels.

this total, \$33.830 million was awarded to 143 grantees. Specifically, 23 newly-competed grants were awarded, and 120 existing/current grantees were approved to receive second- or third-year funding. Among these awards were allocations to two targeted programs designed to address the employment barriers of specific veteran populations:

- 24 grants, in 14 states and the District of Columbia, totaling nearly \$4.4 million, to support partnerships that ensure homeless women veterans and veterans with families have meaningful training and career opportunities; and
- 16 grants, in 13 states, totaling over \$3.8 million to support the Incarcerated Veterans' Transition Program.

In PY 2011, the number of homeless veterans who were placed in employment was 9,447 (a 13.75 percent increase). See the following table for costs per participant, cost per placement, and average hourly wage at placement²⁰.

²⁰ As reported in the Veterans' Employment and Training Service Operations and Program Activity Report (VOPAR) System, HVRP Program Status Report.

Table 8. HVRP Participant Statistics

<u>PY 2011 HVRP Program</u>	<u>Number Served</u>	<u>Average Cost per Participant</u>	<u>Average Cost Per Placement</u>	<u>Average Hourly Wage at Placement</u>
Homeless Veterans' Reintegration Program	16,413	\$1,952	\$2,981	\$10.75
HVRP Subset: Homeless Female Veterans & Veterans with Families	1,647	\$2,559	\$4,231	\$11.32
HVRP Subset: Incarcerated Veterans' Transition Program	1,420	\$2,531	\$4,184	\$10.53

HOMELESS VETERANS' STAND DOWN GRANTS²¹

In PY 2011, VETS utilized a portion of HVRP funds to support “Stand Down” events. These events, held in local communities, provide a variety of social services to homeless veterans. Stand Down events serve as a gateway for many homeless veterans into structured housing and reintegration programs. In particular, Stand Down organizers partner with local business and social services providers to offer the following critical services:

- shower facilities/haircuts;
- meals;
- legal advice;
- medical examinations and dental treatment;
- hygiene care kits;
- immunizations;
- information on veterans' benefits;
- information on training and employment opportunities;
- information on support services, including child care; and
- emotional support and camaraderie among other veterans.

VETS awarded \$448,769 during FY 2012, for 58 Stand Down events that provided direct services to homeless veterans.

Veterans' Workforce Investment Program (VWIP)

The Veterans' Workforce Investment Program (VWIP), as authorized under Section 168 of the Workforce Investment Act of 1998, provides enhanced support, through contracts or grants, to

²¹ The maximum amount awarded to HVRP eligible entities to support a Stand Down event is \$7,000 for a one-day event and \$10,000 for a multi-day event.

prepare eligible veterans for meaningful employment. Veterans eligible for VWIP services include the following:

- Veterans with service-connected disabilities (i.e., disabled veterans);
- Veterans who have significant barriers to employment;
- Veterans who served on active duty in the armed forces during a war or in a campaign/expedition for which a campaign badge has been authorized; and,
- Veterans who were discharged four years or less prior to entering participation (which VWIP defines as recently-separated veterans).

VWIP participants receive the specific training required to re-enter the labor force. In addition, several VWIP grantees have designed programs specifically targeted to help minority, female, economically disadvantaged, homeless, and/or disabled veterans.

VWIP funds were awarded to eligible organizations through a competitive grant process. Selected grantees in PY 2011 included state and local workforce investment boards, state agencies, local public agencies, and private non-profit organizations, such as faith-based and community organizations.

During PY 2011, VWIP grants totaling \$9.369 million provided training for 4,336 veterans, including 448 homeless veterans. A total of 2,747 veterans were placed in jobs, yielding a 63 percent placement rate²². For PY 2012, VETS awarded 12 new VWIP grants for a 3 year period of performance as a transition to the elimination of new funding for this activity in FY 2013.

The Transition Assistance Program (TAP) - DOL Employment Workshop

The Transition Assistance Program (TAP) for separating and retiring service members and their spouses, provided under 10 U.S.C. 1144, is a cooperative effort between VETS, the Department of Defense (DoD), the Department of Homeland Security (DHS), and the Department of Veterans Affairs (VA). VETS administers the DOL Employment Workshop as a component of TAP, both domestically and at overseas installations, providing job preparation and employment services to assist transitioning service members in entering the civilian workforce. DOL provides Employment Workshops based on the demand of the Armed Services and the U.S. Coast Guard.

Since FY 2010, VETS has worked aggressively to improve the DOL Employment Workshop for exiting service members. Throughout FY 2012, the curriculum was updated to include more current job search techniques and resources. The rollout of the curriculum was pilot-tested, and, as a result, revised to address the concerns raised during the pilot. The new curriculum was then

²² As reported in the Veterans' Employment and Training Service Operations and Program Activity Report (VOPAR) System, VWIP Program Status Report.

phased-in, and, as of January 2013, all DOL Employment Workshops have been using the new curriculum.

DOL Employment Workshops are standardized so that all attending service members and their spouses receive the same high level of instruction. The redesigned course curriculum includes three days of classroom instruction that is more tightly focused on the mechanics of attaining and retaining employment, including:

- Military Skills Translation
- Researching Labor Market Information
- Resume Writing
- Interviewing Skills
- Salary Negotiation

In August 2012, VETS also awarded a new contract to facilitate all of the DOL Employment Workshops both domestically and abroad. This contract was also phased-in, ensuring DOL Employment Workshops were not interrupted during the transition.

DOMESTIC WORKSHOP PERFORMANCE

As can be seen in the table below, DOL Employment Workshop activity increased between FY 2011 and FY 2012²³.

Table 9. Domestic DOL Employment Workshops and Participants, FY 2011-2012

Category	FY 2011	FY 2012	Variance
Workshops	3,602	3,960	+ 358 (+10%)
Participants	132,366	147,591	+15,225 (+12%)

OVERSEAS DOL EMPLOYMENT WORKSHOP PERFORMANCE

VETS currently delivers DOL Employment Workshops at sites in Bahrain, Belgium, Germany, Guam, Italy, Japan, Korea, Portugal, Turkey, and the United Kingdom.

The table below shows how the number of participants in DOL Employment Workshops overseas increased between FY 2011 and FY 2012.

Table 10. Overseas TAP Workshops and Participants, FY 2011-2012

Category	FY 2011	FY 2012
Workshops	601	600
Participants	11,876	12,591

²³ As reported in the Veterans' Employment and Training Service Operations and Program Activity Report (VOPAR) System, TAP National Roll-up Report.

In coordination with DoD, VETS anticipated an increase in participation in DOL Employment Workshops in FY 2012. This expected increase materialized, due in part to the enactment of the VOW to Hire Heroes Act of 2011 (Title II of P.L. 112-56), which made TAP participation mandatory for all separating and retiring active duty service members (with some exceptions), and to the drawdown of military operations abroad. As the drawdowns in Iraq and Afghanistan continue, VETS expects service member participation to remain high during FY 2013.

Compliance and Investigations

VETS is responsible for administering three Federal compliance programs that provide employment protections for veterans, which are described in turn below.

THE UNIFORMED SERVICES EMPLOYMENT & REEMPLOYMENT RIGHTS ACT OF 1994 (USERRA)

The Uniformed Services Employment and Reemployment Rights Act aims to: encourage non-career service in the uniformed services by eliminating or minimizing disadvantages to civilian careers and employment, which can result from such service; minimize the disruption to the lives of persons performing service in the uniformed services, as well as to their employers, their fellow employees, and their communities, by providing for the prompt reemployment of such persons upon their completion of such service; and to prohibit discrimination against persons because of their service in the uniformed services.

Veterans, under this Act, have three opportunities to resolve disputes concerning employment protection:

1. Informal Mediation - The claimant may request that DoD's Employer Support of the Guard and Reserve (ESGR) Ombudsman Services help resolve the issue through informal mediation;
2. Formal Complaint for Formal Investigation and Resolution - If the issue cannot be resolved through informal mediation, or if the claimant wishes to bypass informal mediation, he or she may file a complaint with VETS for formal investigation and resolution; and
3. Referral to Department of Justice (DOJ) or U.S. Office of Special Counsel (OSC) - If VETS is unable to resolve the complaint, the claimant may request that the case be referred to either DOJ (in the case of a private, state, or local government employer), or OSC (for Federal employees) for further review and possible representation by DOJ in Federal district court or by OSC before the Merit Systems Protection Board. Claimants may also withdraw their complaint at any time to pursue enforcement at their own expense, either pro se or with the assistance of counsel.

VETS also provides a USERRA Advisor (www.dol.gov/elaws/userra.htm), which assists veterans in understanding employee eligibility and job entitlements, employer obligations, benefits and remedies under USERRA. This Advisor also assists employees in determining whether they appear to have valid complaints and provides the ability to electronically file USERRA complaints.

In FY 2012, VETS opened 1,275 USERRA cases. This figure does not include cases transferred to OSC under the terms of a statutorily-mandated demonstration project whereby VETS transfers half of the federal-sector USERRA cases to OSC for review and full investigation. Nor does it include 10 cases referred to OSC that contained additional allegations of prohibited personnel practices (PPP).²⁴ Further details of VETS' USERRA enforcement activities are provided in the Department's Annual USERRA Report to Congress.

VETERANS' EMPLOYMENT OPPORTUNITIES ACT (VEOA)

Under VEOA (5 U.S.C. 3304(f)), preference-eligible persons, and those persons with "derived" preference (e.g., spouses of disabled veterans), as well as veterans who have been separated from the armed forces under honorable conditions after three years or more of active military service, are allowed to apply for certain Federal merit promotion opportunities for which an agency accepts applications from individuals outside its own workforce. VEOA also provides (5 U.S.C. 3330a-3330c) that preference-eligible persons who allege their rights are violated under any statute or regulation relating to veterans' preference may file a claim with VETS.

VETS plays an important role in VEOA administration. In particular, VETS field staff investigate complaints received from preference- and other eligible persons who allege that their rights have been violated by a Federal agency during either the hiring process or a reduction-in-force.

Upon reaching a determination, VETS notifies the agency of the determination and advises actions to be taken to comply with the VEOA. If the agency complies, the case is closed as either settled or granted, based on agreement between the parties. The resolution would depend on the violation that occurred and may include payment of back wages and benefits.

If the agency fails to comply, VETS would close the case and advise the claimant of VETS' inability to resolve the issue. In those circumstances, the claimant would be provided with his or her right to appeal the case to the Merit Systems Protection Board (MSPB) against the agency determined to have violated their VEOA rights. Finally, if the MSPB issues an adverse decision, the claimant may further appeal to the Court of Appeals for the Federal Circuit.

If VETS determines that a VEOA violation has taken place, or there is evidence of a violation, a copy of the complete case file, including the complaint and supporting documentation, is forwarded to the Office of Special Counsel, after the case is closed, as a potential prohibited personnel practice (PPP) case for review under a Memorandum of Understanding between OSC and VETS. OSC's role is to ascertain whether a possible PPP has taken place pursuant to 5

²⁴ The memorandum of understanding (MOU) between the Office of Special Counsel (OSC) and VETS governs a Congressionally-mandated USERRA demonstration project, which continues the long-standing practice between the two agencies, whereby cases in which claimants allege a federal agency committed one or more of the 12 prohibited personnel practices, in addition to violation of their USERRA rights, will also be transferred to OSC for full review and investigation. These cases are in addition to those that would normally be transferred to OSC under the terms of the demonstration project.

U.S.C. 2302(b)(11), which provides that a federal employee who has authority over personnel decisions may not:

- (A) knowingly take, recommend, or approve any personnel action if the taking of such action would violate a veterans' preference requirement; or
- (B) knowingly fail to take, recommend, or approve any personnel action if the failure to take such action would violate a veterans' preference requirement.

OSC's review of the VEOA complaint, if found to be meritorious, does not affect VETS' investigation. OSC's review for PPPs is a separate matter, and OSC's review occurs after VETS' investigation and attempt to settle a case. Further, OSC's review has no impact on the claimant's right to appeal to the MSPB or to the Federal Circuit Court. Instead, OSC reviews cases to determine if PPPs took place that warrant disciplinary actions against the agency or its responsible personnel.

VETS maintains a Veterans' Preference Advisor that provides information and advice in an electronic format to employers and employees regarding Veterans' Preference issues. In particular, the Advisor helps veterans determine the type of preference and benefits to which they are entitled, explains the process for filing a complaint, and provides an electronic claim form. The Advisor can be found on the Department's "elaws" website at <http://www.dol.gov/elaws/vetspref.htm>. VETS also provides its investigators with a "Veterans' Preference Operations Manual," which, among other things, provides uniform guidance for processing complaints brought by preference-eligible veterans who allege a denial of their rights under the provisions of the VEOA.

The table below indicates the total number of Veterans' Preference cases investigated during FY 2012. Of the 609 complaints received in FY 2012 and the 44 cases carried over from FY 2011, VETS closed 615 cases. On average, cases were resolved in 27 days.

Of the 615 Veterans' Preference cases closed in FY 2012, 27 (4.4 percent) were found to have merit. Investigations were completed in 523 (85 percent) of the 615 cases. The remaining 92 cases were closed administratively, withdrawn by the claimant, or merit was not determined (due to the inability to complete the investigation and make a merit determination with 60 days of filing the claim. In these cases, the claimant may request that VETS cease investigative action after 60 days and appeal to MSPB directly on the 61st day after VETS' receipt of the claim. This request to cease investigative action must be made by the claimant in writing.

Table 11. Veterans' Preference Cases, FY 2012, as of 9/30/2012²⁵

<u>Category or Subcategory</u>	<u>Number or Percentage of Cases</u>
Total Cases	653
Cases Carried Forward from FY 2011	44

²⁵ As reported in the Veterans' Preference Information Management System.

Cases Opened During FY 2012	609
FY 2012 Opened Cases - Issue Hiring:	596
FY 2012 Opened Cases - Issue Reduction in Force:	13
Total Cases Closed FY 2012	615
Percent of FY 2012 Cases Closed within 60 days	96%
Percent of FY 2012 Cases Closed within 90 days	98%
Average Number of Days Case Was Open	27

Table 12. FY 2012 Veterans' Preference Case Outcomes

<u>Category or Subcategory</u>	<u>Number of Cases</u>
Total Cases Closed	615
Cases Closed Due to "Merit Finding"	27
<i>Merit Finding - Issue Hiring</i>	27
<i>Merit Finding Issue Reduction in Force</i>	0
Cases Closed Due to "No Merit Finding"	430
<i>No Merit Finding - Issue Hiring</i>	423
<i>No Merit Finding - Issue Reduction in Force</i>	7
Cases Closed Due to "Not Eligible"	30
Cases Closed Due to "Untimely Filed"	36
Cases Closed Due to "Merit Determination Not Made"	92
<i>Merit Determination Not Made - Administratively Closed</i>	27
<i>Merit Determination Not Made - Claim Withdrawn</i>	45
<i>Merit Determination Not Made - Merit Undetermined</i>	11
<i>Merit Determination Not Made - Duplicate</i>	9
Total Cases Converted to USERRA Claims:	0
Total Cases Still pending:	38

FEDERAL CONTRACTOR REPORTING

The Vietnam Era Veterans' Readjustment Assistance Act of 1974 (VEVRAA), as amended, 38 U.S.C. 4212(d), requires that contractors and subcontractors awarded a qualifying Federal contract annually report on the total number of their employees who belong to certain categories of veterans, and the number of those employees who were newly hired during the reporting period. These reporting requirements are satisfied, as follows:

VETS 100 report

The VETS 100 report applies to government contracts entered into before December 1, 2003, in the amount of \$25,000 or more. The VETS 100 report provides data on the following categories of veterans in the contractor's workforce:

- Special disabled veterans (those with disability ratings of 30 percent or greater);
- Vietnam era veterans
- Recently separated veterans (within one year from discharge from active duty); and

- Other protected veterans (veterans who served on active duty in the U.S. military during a war or campaign or expedition for which a campaign badge is awarded);

VETS 100A report

The VETS 100A report applies to government contracts entered into or modified after December 1, 2003, in the amount of \$100,000 or more. Pursuant to 38 U.S.C. 4212(a) and (d), as amended by the Jobs for Veterans Act, contractors submitting a VETS 100A report provide data on veterans under their employ in the following categories:

- Disabled veterans;
- Other protected veterans (veterans who served on active duty in the U.S. military during a war or campaign or expedition for which a campaign badge is awarded);
- Veterans who, while serving on active duty in the Armed Forces, participated in a United States military operation for which an Armed Forces service medal was awarded pursuant to Executive Order 12985; and
- Recently separated veterans (within three years from discharge from active duty).

In 2012, VETS began work on a rulemaking proposal to revise and streamline the reporting requirements under VEVRAA.

The VETS-100 and 100A reports must be filed each year by September 30. The following table provides a summary of the reports filed during 2012.

Table 13. Annual Federal Contractor Reporting as of September 2013²⁶

Category	2012 VETS-100	2012 VETS-100A
Total Federal Contractors Filing	5,960	14,714
Total Submitted Reports	75,123	314,825
Single Establishment	3,203	7,052
Multiple Establishment – Headquarters	2,049	6,069
Multiple Establishment - Hiring Location	1,684	5,294
Multiple Establishment - State Consolidated	481	1,769
Disabled Veterans	n/a	123,276
Other Protected Veterans	21,594	637,195
Special Disabled Veterans	17,261	n/a
Vietnam Era Veterans	87,609	n/a
Armed Forces Service Medal Veterans	n/a	182,137
Recently Separated Veterans	7,178	72,402
Total All Employees	n/a	22,646,552
New Hires Special Disabled Veterans	5,597	n/a
New Hires Vietnam Era Veterans	5,597	n/a
New Hires Disabled Veterans	n/a	70,676
New Hires Other Protected Veterans	21,594	108,019
New Hires Armed Forces Service Medal Veterans	n/a	42,522
New Hires Recently Separated Veterans	29,929	42,522
New Hires Total All Employees	1,020,562	4,708,658

VIETNAM ERA VETERANS’ READJUSTMENT ASSISTANCE ACT OF 1974 (VEVRAA)

DOL’s Office of Federal Contract Compliance Programs (OFCCP) administers and enforces 38 U.S.C. 4212(b), the provision under VEVRAA that authorizes a protected veteran to file a complaint with the Secretary of Labor if he or she believes a contractor has not complied with its obligation under 38 U.S.C. 4212(a) to take affirmative action to employ and advance in employment protected veterans. In addition to the annual reporting on veterans’ employment previously discussed, VEVRAA requires the Secretary of Labor to include, as part of this annual report, the number of complaints filed pursuant to 38 U.S.C. 4212(b). These complaints alleged a range of violations of VEVRAA, including discrimination against an employee or applicant because of his or her protected veteran status and failure to recruit veterans or to take other affirmative action steps required by OFCCP’s VEVRAA regulations. In FY 2012, OFCCP processed 66 complaints filed under VEVRAA, accounting for 8 percent of the 780 total

²⁶Federal Contractors are required to submit reports for all of their hiring locations; hence the number of total reports exceeds the number of total contractors that file. In addition, Federal contractors with hiring locations employing fewer than 50 persons can file a “multiple establishment consolidated report”; hence the number of total multiple establishment consolidated in the total multiple establishment hiring location reports.

complaints processed by the Agency during the year. In addition, OFCCP conducted 4,007 compliance evaluations, of which 945, or 24 percent, resulted in conciliation agreements remedying violations of VEVRAA in the areas of recruitment and other affirmative action requirements.

Interagency Collaboration

THE EMPLOYMENT AND TRAINING ADMINISTRATION (ETA)

As mentioned Section I: The Workforce Investment System, VETS collaborates with DOL's Employment and Training Administration to administer workforce investment programs, primarily at American Job Centers. Primarily, these programs include, but are not limited to, the following.

WIA Adult, Youth, and Dislocated Worker Programs

The WIA Adult, Youth, and Dislocated Worker Program, authorized under Title I of the Workforce Investment Act of 1998, is designed to provide quality employment and job training services to assist eligible individuals to find and obtain meaningful employment, and to help employers find the skilled workers they need to compete and succeed in the 21st century economy.

Trade Adjustment Assistance (TAA)

TAA or the Trade Act Program helps trade-affected workers who have lost or may lose their jobs as a result of foreign trade. Individuals in worker groups certified by the Secretary of Labor as being trade-affected may be eligible for services, training, income support and other allowances to assist them in obtaining new jobs and the skills, credentials, resources, and support they may need to become reemployed.

National Emergency Grant program (NEG)

NEGs temporarily expand the service capacity of WIA's Dislocated Worker training and employment programs at the state and local levels by providing immediate funding assistance in response to large, unexpected economic events that cause significant job losses. NEGs generally provide resources directly to states and local workforce investment boards so they can quickly assist laid-off workers through training to increase occupational skills, leading to faster reemployment.

Senior Community Service Employment Program (SCSEP)

This program enhances employment opportunities for unemployed older Americans. The program promotes the employment of seniors as a valuable resource for entities seeking trained, qualified, and reliable employees in a 21st century economy. SCSEP is committed to providing high-quality job training and employment assistance to maximize employment opportunities for program participants.

Indian and Native American Program

This program provides unemployed and under-skilled Native American, Alaskan Native, and Native Hawaiian adults with intensive training and support services. With this assistance,

members of these indigenous communities are better equipped to find and take advantage of a broad array of employment opportunities.

National Farmworker Jobs Program

This program provides participants with training and supportive services to increase migrant and season farmworkers' skills and help them attain greater economic stability.

Registered Apprenticeship

The Registered Apprenticeship system is a unique, flexible training system that combines job related technical instruction with structured on-the-job learning experiences. The Registered Apprenticeship system provides the opportunity for workers seeking high-skilled, high-paying jobs and for employers seeking to build a qualified workforce.

Veterans' Participation Rates for PY 2011

Veterans make up 7.5 percent of the civilian labor force, ages 18 and over.²⁷ As displayed in the following pie chart, data for PY 2011 indicate that ETA's adult employment and training programs served over 1.6 million veterans among nearly 21.6 million participants, which results in a participation rate for veterans of 7.6 percent, an increase of 0.4 percent from PY 2010.

Among ETA programs, the highest veterans' participation rates were recorded by the Senior Community Service Employment Program (12.6 percent) and the National Emergency Grant program (9.0 percent). These, as well as two additional programs, the WIA Dislocated Worker and the TAA program, had participation rates exceeding the 7.5 percent rate of representation for veterans in the civilian labor force, ages 18 and over²⁸: the WIA Dislocated Worker program (7.9 percent) and TAA program (8.0 percent). The high rates of participation in these programs are encouraging because they offer a wider range of services, such as in-depth assessments, classroom training, and employer-specific on-the-job training. As a result, through these programs, veterans are better prepared to enter the civilian workforce.

The veterans' participation rate in the two other WIA formula programs was very close to the representation rate for veterans in the civilian labor force: the participation rate for the WIA Adult program was 7.3 percent (0.2 percent below the corresponding labor force participation rate), while the participation rate for the Wagner-Peyser Employment Service was 7.6 percent (0.1 percent above the labor force rate). It is important to note that the Employment Service is a "universal access" program; there are no eligibility requirements, so anyone may receive services. Since many employment service tools and interventions are now offered on-line in many states, and those tools allow on-line participants to 'self-identify' as veterans, there might well be some veterans who choose not to identify as veterans. Accordingly, the actual rate of

²⁷ http://www.bls.gov/news.release/archives/vet_03202012.pdf, for 2011 (11,320,000 veterans in civilian labor force, ages 18 and over, and 140,424,000 non-veterans, ages 18 and over) 11,320,000/151,744,000 equals a 7.5 percent rate of representation for veterans in 2011.

²⁸ http://www.bls.gov/news.release/archives/vet_03202012.pdf, for 2011 (11,320,000 veterans in civilian labor force, ages 18 and over and 140,424,000 non-veterans, ages 18 and over) 11,320,000/151,744,000 equals a 7.5 percent rate of representation for veterans in 2011.

participation for veterans using the Employment Service might be higher than what the official data shows, and this also could be the case for any program that permits self-identification of veteran status.

With regard to the WIA Dislocated Worker program in PY 2011, 8.6 percent of active participants were veterans; this is over one-half of a percentage point higher than the proportion of exiters of that program (i.e., 7.9 percent). In addition, among those individuals who received intensive or training services in the WIA Adult program, 7.4 percent were veterans; this is .1 percent higher than the proportion of veterans represented in that program (i.e., 7.3 percent) and a 1.6 percent increase from PY 2010.

Table 14. PY 2011 Participation in DOL/ETA Programs

<u>PY 2011 DOL/ETA ADULT PROGRAMS:</u>	<u>Number of Veterans Participating or Exiting²⁹</u>	<u>Number of Individual Participants/Exiters³⁰</u>	<u>Veterans' Participation Rate in DOL Programs</u>
Wagner-Peyser Employment Service	1,457,146	19,257,101	7.6%
WIA Adults	90,561	1,247,220	7.3%
WIA Dislocated Workers	59,797	760,987	7.9%
National Emergency Grants	2,722	30,249	9.0%
Senior Community Services Employment Program – Ages 55+ (Veterans and eligible spouses)	9,701	77,223	12.6%
Trade Act Program	10,088	131,011	7.7%
High Growth Grants	293	3,996	7.3%
Community Based Job Training Grants	2,017	36,837	5.5%
Indian and Native American Program	183	38,822	0.5%
National Farmworker Jobs Program	163	14,308	1.1%
Total³¹	1,632,671	21,597,754	7.6%

Sources: Program data was derived from ETA reporting systems, which track participation levels and services offered to participants. These various systems include: WIASRD (which excludes self-service exiters); Labor Exchange Reporting System; SCSEP Performance and Results Quarterly; Trade Act Performance Report; BearTracks; and discretionary program reporting mechanisms. Most programs operate on a Program Year basis with the exception of the Trade program which operates on a Fiscal Year basis. Individuals were counted only once per Program Year per program. The data for PY 2011 programs is for the period of July 1, 2011 - June 30, 2012.

²⁹ The WIA Adult and Dislocated Workers Programs, the Indian and Native American Program, the National Emergency Grants, and the National Farmworker Jobs Program track exiters.

³⁰ The term “exiters” means individuals who participated and then exited the program.

³¹ Some programs and states co-enroll participants to ensure integrated service delivery to job-seekers. Accordingly, the “total” in this table represents the sum of participants in all of the programs.

VOCATIONAL REHABILITATION AND EMPLOYMENT (VR&E) ASSISTANCE

In FY 2012, VETS continued to strengthen its partnership with the VA, in particular, by connecting DVOP specialists with disabled veterans who participate in the VR&E program. This program's primary function is to help veterans who have service-connected disabilities become employed, maintain employment, or achieve independence in daily living. The goal of VETS partnership with VR&E is successful job placement and transition to employment for disabled veterans, without duplication, fragmentation, or delay in the services provided³².

VETS and the VA have been implementing an updated Memorandum of Agreement outlining the process by which the agencies will work together to maximize the services both agencies provide on behalf of disabled veterans and their dependents.

VR&E Participants and Outcomes

During FY 2012, the VA referred 5,381 veterans for DOL-funded employment services. Of those referred, 760 (14.1 percent) were referred for assistance with Labor Market Information, which is information that includes employment opportunities within a geographical area and the skill sets required to enter those fields, prior to being enrolled in a training program by the VA. The remaining 4,621 (85.9 percent) were job-ready veterans seeking employment. In FY 2012, 559 (12 percent) of the job-ready veterans' participation was either interrupted for extended illness or reenrolled into school for additional training. An additional 2,255 (48.8 percent) job-ready veterans were listed as having exited from the program, either because they entered employment or they discontinued their participation for other reasons. Of those veterans who exited, 1,618 (71.8 percent) entered employment. The average hourly wage of the veterans who entered employment was \$16.85.

³² This data only reflects Veterans referred to DOL for employment services and does not represent all VR&E participants

Table 15. FY 2012 VR&E Statistics³³

Category	Outcomes (number of participants or wages)
Veterans Referred from VR&E	5,381
Carried In from previous year's participation	3,918
Operation Enduring Freedom/Iraqi Freedom Veterans	1,039
Real Lifelines (RLL) Participants	1
Coming Home To Work (CHTW) Participants	34
Referred Veterans Registered	7,423
Referred Veterans Not Registered	1,876
Interrupted/Operation Iraqi Freedom (OIF)	311
Discontinued	637
In School	248
Provided Labor Market Information	760
Closed, Other	498
Registered Veterans Available for Work	2,419
Entered Suitable Employment	1,618
Average Entry Hourly Wage	\$16.85
Rehabilitated	1,497

VETERANS RETRAINING ASSISTANCE PROGRAM (VRAP)

The Department has made it a strategic priority to develop and implement innovative and enhanced strategies for connecting veterans to good jobs and career opportunities. For example, Section 211 of the VOW Act established the Veterans Retraining Assistance Program (VRAP) in VA, which provides up to 12 months of full-time training assistance in high-demand occupations for up to 99,000 eligible unemployed veterans, aged 35-60. DOL assists VA with the administration of VRAP, by, among other things: conducting outreach to veterans; developing technical guidance for the workforce system; identifying high-demand occupations; and verifying applicants' initial eligibility based on age, employment status, and previous participation in other job training programs. In addition, the Department supports veterans before, during, and after their participation in VRAP by providing employment services (such as resume development, job referrals, and case management) through the national network of approximately 2,700 American Job Centers, as well as through an extensive suite of online tools.

At the close of FY 2012, over 60,000 veterans had applied for VRAP, over 48,000 were certified as eligible, and nearly 12,000 have been enrolled in training and are receiving assistance payments. The Congressional authorization for VRAP is set to expire March 31, 2014. The VA and DOL will report to Congress on participants' employment outcomes by July 1, 2014. ETA

³³ As reported in the Veterans' Employment and Training Service Operations and Program Activity Report (VOPAR) System, National VR&E Quarter Data Report.

is leveraging the capabilities of the Wagner-Peyser Employment Service and the LERS to assist with implementing this program.

Online and Electronic Tools

As is noted above, American Job Centers (AJC) provide critical support to help veterans succeed in today's competitive workforce. In PY 2011, for example, over 1.6 million³⁴ of the nearly 21.6 million AJC customers were veterans. Building on this success, DOL continues to make concerted efforts to increase veterans' awareness of, access to, and use of the American Job Center service delivery system, including the Department's extensive suite of on-line electronic tools. The Department also continues to work with VA and DoD on a veterans-focused website to provide one-stop access to a hiring and benefits guide for veterans and employers seeking to hire veterans.

These tools help businesses, job seekers, students, and workforce professionals find employment and provide additional resources through the CareerOneStop suite of websites (www.careeronestop.org) and the Occupational Information Network (O*NET) websites (www.onetonline.org), which support the following:

- **My Next Move for Veterans** (www.MyNextMove.org/vets) – This is a resource that helps veterans transition from military service to the civilian workplace. Through a simple and quick search engine, veterans enter their prior military experience (branch of service and military occupation code or title) and link to the information they need to explore civilian careers and related training. In addition, My Next Move for Veterans contains a link to a career interest inventory the O*NET Interest Profiler.
- **mySkills myFuture** (www.myskillsmyfuture.org) – This resource helps laid-off workers and others seeking career changes, such as transitioning service members, find new occupations to explore based on transferable skills they have gained in past jobs.
- **The Reemployment Portal** (www.careeronestop.org/ReEmployment) – This resource is designed to assist workers following a job loss, and to connect laid-off workers to needed resources for training, reemployment, and career planning. In addition, the portal provides information on where they can receive financial and emotional assistance during the process of job transition. Specifically, the site serves as a single source for information on jobs, career training, and unemployment benefits, as well as information about assistance with regard to necessities such as food, housing, health care, utility payments and tax help. The resources will prove useful to everyone from recently laid-off workers, transitioning service members, and unemployment insurance claimants to individuals who have exhausted their unemployment benefits and those seeking to change careers.
- **Veterans Reemployment Portal** (www.CareerOneStop.org/Vets) – This resource is designed to provide veterans with employment, training, career planning, and mental health

³⁴ Includes all participants and exiters of the Wagner-Peyser Employment Service, WIA Adult and Dislocated Workers Programs, the Indian and Native American Program, the National Emergency Grants, and the National Farmworker Jobs Program.

counseling after their military service. The site links veterans to local resources, and provides a military-to-civilian job search based on military job title or military occupational code.

- **America’s Career Info Net** (www.careerinfonet.org) – This site offers access to a wide array of current and accurate career and labor market information.
- **America’s Service Locator** (www.servicelocator.org) – This tool directs citizens to available workforce services and location information at the Federal, state and local levels.
- **O*NET OnLine** (<http://online.onetcenter.org>) – This site provides access to career information, including detailed occupational requirements and characteristics. It can be accessed readily by selecting a tab, “Military Crosswalk,” and entering either a Military Occupational Classification code or title that will link the user to related civilian occupations and available O*NET employment data.
- **Military to Civilian Occupation Translator** (www.careerinfonet.org/moc) – This site provides easy access to detailed information for transitioning workers to help them identify occupations that match their work-related interests. Users can search by keyword and find military occupational specialties, which can then be matched with jobs in the civilian workforce.
- **America’s Heroes at Work** (<http://www.americasheroesatwork.gov/>) – This technical assistance service focuses on the employment challenges of returning service members living with Traumatic Brain Injury (TBI) and/or Post-Traumatic Stress Disorder (PTSD). The project equips employers and the workforce development system with the tools they need to help returning service members affected by TBI and/or PTSD succeed in the workplace. Through this partnership, hiring managers, human resources professionals, and co-workers are educated through an online training resource on the ways in which TBI and PTSD impact employment, and how stable employment can assist in recovery.

American Job Center Services for Veterans with Disabilities

The Department and other stakeholders have worked diligently to make the American Job Center system increasingly accessible to all individuals with disabilities. In PY 2011, WIA served over 17,000 veteran participants with a disability, and the Wagner-Peyser Employment Service served nearly 148,000 veteran participants with a disability.

APPENDICES

Program Year (PY) 2011 Final Reports

Attachment 1	Veterans Who Were Participants by State
Attachment 2	Veterans Who Received Staff-Assisted Services by State
Attachment 3	Veterans Who Entered Employment by State
Attachment 4	Veterans Who Retained Employment for 60 Days by State
Attachment 5	Veterans Who Received Intensive Services by State
Attachment 6	Veterans Who Were Referred to Employment by State
Attachment 7	Veterans Who Were Referred to Federal Training by State
Attachment 8	Veterans Who Were Placed in Federal Training by State
Attachment 9	Veterans Who Were Referred to Federal Jobs by State
Attachment 10	Veterans Who Entered into Federal Jobs by State
Attachment 11	Adult and Veterans' Entered Employment Rates by State

Report with all Attachments available on-line at VETS web site at:

<http://www.dol.gov/vets/media/>