

GAO

Report to the Chairman, Subcommittee
on Benefits, Committee on Veterans'
Affairs, House of Representatives

October 1997

VETERANS' EMPLOYMENT AND TRAINING

Services Provided by Labor Department Programs



**Health, Education, and
Human Services Division**

B-275189

October 17, 1997

The Honorable Jack Quinn
Chairman, Subcommittee on Benefits
Committee on Veterans' Affairs
House of Representatives

Dear Mr. Chairman:

The Congress has made it clear that employment services for veterans is a national responsibility and has passed legislation providing this assistance specifically for veterans. Although the Department of Veterans Affairs (VA) is responsible for most veterans' services, the Department of Labor's Veterans' Employment and Training Service (VETS) administers programs and other activities, including grants, designed to help veterans find jobs and job training. The Congress established VETS under the Office of the Assistant Secretary in 1980 to carry out the national policy set forth in U.S.C. title 38 that veterans receive employment and training opportunities, giving priority to disabled veterans and Vietnam-era veterans.¹

VETS, budgeted at about \$182 million for fiscal year 1997, funds two primary veterans' employment assistance grants to states—the Disabled Veterans' Outreach Program (DVOP) specialists and the Local Veterans' Employment Representative (LVER).² The DVOP and LVER staff, whose positions are federally funded, are part of states' employment service systems and provide direct employment services to eligible veterans. This report responds to your request for descriptive information on the use of these grant funds. Specifically, you asked us to obtain information on (1) national funding trends for DVOP and LVER staff and how funds are allocated to the states; (2) how state performance is measured; (3) position requirements for DVOP and LVER staff and characteristics of DVOP and LVER staff; and (4) how DVOP and LVER staff spend their time and integrate their services with other veterans' employment service programs,

¹Federal laws pertaining to veterans' issues are in title 38 of the U.S. Code. The portions relating to the employment and training services are in chapters 41, 42, and 43.

²VETS' fiscal year 1997 appropriation of about \$182 million included \$82 million for DVOP specialists and \$75 million for LVER staff. This appropriation also included \$23 million for VETS' administrative costs and \$2 million for the National Veterans' Training Institute, which trains service providers' staff and managers.

such as the Vocational Rehabilitation and Counseling Program (VR&C)³ and the Transition Assistance Program (TAP)⁴ for separating service members.

To address your request, we met with VETS officials responsible for state grants that support the DVOP and LVER staff. We reviewed legislation, regulations, program operating procedures, and program management reports. We visited two states, Colorado and Pennsylvania—selected to reflect different sizes and regions—to understand how DVOP and LVER staff work within their employment service system. We also conducted telephone surveys with all VETS’ directors in each of the 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands to obtain state-specific information about the operation of these two grants.⁵ Additionally, we administered a mail survey to all DVOP and LVER staff (2,862 as of March 1997) to obtain information about their personal characteristics, education and training, and military and work experience as well as how they serve veterans. (Further information on our scope and methodology is in app. I.)

Results in Brief

Over a 10-year period, the appropriations for VETS, when adjusted for inflation, have declined by 11 percent. Moreover, since 1990, appropriations for the DVOP and LVER grants have not supported the number of positions authorized by the statutory funding formulas. States receive their DVOP and LVER grant funding from VETS through multiyear grants, and funding is estimated by figuring the amount required to support the number of statutorily determined staff positions. In allocating DVOP positions to states, the statutory formula provides one DVOP specialist for each 6,900 veterans in a state who are either Vietnam-era, post-Vietnam-era, or disabled veterans. The statutory LVER funding provides for a total of 1,600 full-time LVER staff, and allocation is primarily based on the number of LVER staff as of January 1, 1987, in each state. When appropriations are not sufficient to support the number of positions authorized, VETS reduces each state’s allocation proportionately. For example, in fiscal year 1997, the appropriation funded 440 fewer DVOP

³The VR&C program, administered by the Department of Veterans Affairs, provides certain services and equipment for disabled veterans that may be required for beginning employment. They may also receive educational and vocational training and special rehabilitative services.

⁴TAP activities generally involve workshops on such topics as conducting successful job searches, career decision-making, current occupational and labor market conditions, and resumé and cover letter preparation to help military personnel and their spouses make decisions as they move from military service to civilian life and to transfer military experience into a civilian job or career. TAP operates as a partnership between the Departments of Labor, Defense, and Veterans Affairs.

⁵For this report, we use the word “states” to refer to the 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands.

specialists and 260 fewer LVER staff than authorized by the statutory formulas.

VETS' performance measures for states' DVOP and LVER staffing grants focus more on process than results and require states to provide a higher level of service to veterans than nonveterans rather than establish goals for absolute levels of performance. Thus, a state that has a poor level of service to nonveterans would be held to a lower standard for service to veterans than a state with better overall performance. For program year 1995, the national job placement rate for veterans (26.1 percent) exceeded the placement rate for nonveterans (20.4 percent). VETS is working to develop new performance measurements under the Government Performance and Results Act of 1993 that will put greater emphasis on results, in addition to comparing services provided to veterans and nonveterans. VETS is uncertain whether it will establish absolute levels for its performance measurements.

Federal law prescribes eligibility requirements for appointing LVER staff and DVOP specialists based on veteran status. For example, first preference for the appointment of DVOP specialists is given to qualified disabled veterans of the Vietnam era, and first preference for LVER staff is given to qualified veterans with service-connected disabilities. We found that 95 percent of DVOP specialists and 62 percent of LVER staff were disabled veterans. Additionally, 93 percent of DVOP specialists and 84 percent of LVER staff were Vietnam-era veterans. Beyond veteran status, DVOP and LVER staff qualifications, including educational requirements, differ according to each state's civil service system requirements. We found that half of DVOP specialists had a 4-year college degree and a slightly higher percentage of LVER staff (56 percent) had at least a 4-year college degree.

The law prescribes various duties for DVOP and LVER staff to provide veterans with job search plans and referrals and job training opportunities. According to our survey, the duties both DVOP and LVER staff spent the most time on were (1) job search and referral and (2) intake and assessment. DVOP and LVER staff reported that they would like to spend more time performing job search and referral as well as employer outreach and individual case management. Most clients served by DVOP and LVER staff need minimal assistance, but DVOP and LVER staff spend relatively more time with clients needing extensive services, such as case management. Additionally, 70 percent of DVOP specialists and 60 percent of LVER staff reported that they served VR&C clients, but most DVOP and LVER staff reported that their VR&C client caseload accounted for less than 5 percent

of all their clients. Fewer DVOP and LVER staff—less than 25 percent—reported that they had TAP duties; 70 percent of these DVOP specialists and 85 percent of these LVER staff spent between less than a day to 6 days a month on TAP activities.

Background

VETS' mission is to help veterans, reservists, and National Guard members obtain employment and protect their employment rights and benefits. The key elements of VETS' mission include enforcement of veterans' preference and reemployment rights, employment and training assistance, public information services, interagency liaison, and training for those assisting veterans. VETS provides states with grants for DVOP and LVER staff to provide veterans and eligible persons⁶ employment and training opportunities, with priority given to the needs of disabled veterans and veterans of the Vietnam era, through the states' employment service systems established under the Wagner-Peyser Act.⁷ As part of the DVOP and LVER grant agreements, states must provide or ensure veterans' priority and other special considerations in the provision of services to veterans at every point where the public employment and training delivery system services are available. The grant agreements provide the following order of priority for serving veterans: first, special disabled veterans⁸; then, Vietnam-era veterans; followed by disabled veterans other than special disabled veterans; last, all other veterans and eligible persons.

VETS carries out its responsibilities through a nationwide network that includes representation in each of Labor's 10 regions and in each state. The Office of the Assistant Secretary for Veterans' Employment and Training administers VETS' activities through regional administrators and a VETS director in each state.⁹ These federally paid VETS staff are the link between VETS and the states' employment service system and ensure that

⁶Certain nonveterans, who are dependents of veterans, are also eligible for priority service. These nonveterans are called "eligible persons" and include, for example, the spouse of any person who died of a service-connected disability or the spouse of any person who has a total disability permanent in nature resulting from a service-connected disability. For the purposes of this report, we will use the term "veterans" to include eligible people.

⁷The Wagner-Peyser Act of 1933 created a national system of public employment service offices. Federal Wagner-Peyser funds support this employment service system, which is operated by the states with a network of over 1,900 local offices providing employment services to individuals seeking employment and to employers seeking workers.

⁸A special disabled veteran is (1) 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 VA for a disability rated at 30 percent or more or (2) a person who was discharged or released from active duty because of a service-connected disability.

⁹In larger states, an assistant director is appointed for every 250,000 veterans in the state.

states carry out their obligations to provide service to veterans under various federally funded programs, including the services provided under the DVOP and LVER grants.

LVER staff were first authorized under the original G.I. Bill, the Servicemen's Readjustment Act of 1944. DVOP specialists were initially established by executive order in 1977 and later authorized by the Veterans' Rehabilitation and Education Amendments of 1980.¹⁰ Although DVOP and LVER staff are employees of their states' employment service systems, their positions are funded by grants to the states administered by VETS, and they are to serve veterans exclusively. Furthermore, the duties of DVOP and LVER staff are specified by federal law and include

- outreach to locate veterans,
- job development for veterans,
- networking in the community for employment and training programs,
- providing labor exchange services to veterans,
- making referrals to support services, and
- case management.

The state VETS directors monitor local employment offices to determine whether DVOP and LVER staff are carrying out these duties. For example, they examine the performance of assigned DVOP and LVER staff in such areas as job development assistance, employer visits, and case management. DVOP and LVER staff have many similar job duties—such as networking with employers, veterans' organizations, federal agencies, and community-based organizations. The primary focus for DVOP specialists is on locating veterans with disabilities and other barriers to employment and assisting them in removing barriers and finding jobs and job training opportunities. LVER staff, on the other hand, are the local employment offices' primary resource for policies and procedures regarding priority service to veterans and are responsible for reporting on compliance with laws and regulations concerning veterans' issues.

States' employment service systems provide priority service for veterans in a variety of ways. The DVOP and LVER grant agreements include

¹⁰Before the establishment of VETS, the DVOP and LVER grants were administered by Labor's Employment and Training Administration, which administers the Wagner-Peyser grants to states.

assurances by states that LVER staff¹¹ and DVOP specialists serve eligible veterans exclusively. Under federal law, all state employment service staff must give priority to veterans over nonveterans for services; the assignment of DVOP or LVER staff does not relieve other local employment office staff of their requirement to provide priority service to veterans. To implement this priority service, for example, states may place a 24-hour “hold” on a new “job order” received from an employer until veterans can be identified and contacted. Generally, states first search their electronic job file for qualified veteran applicants and then contact the veterans regarding the employment opportunity.

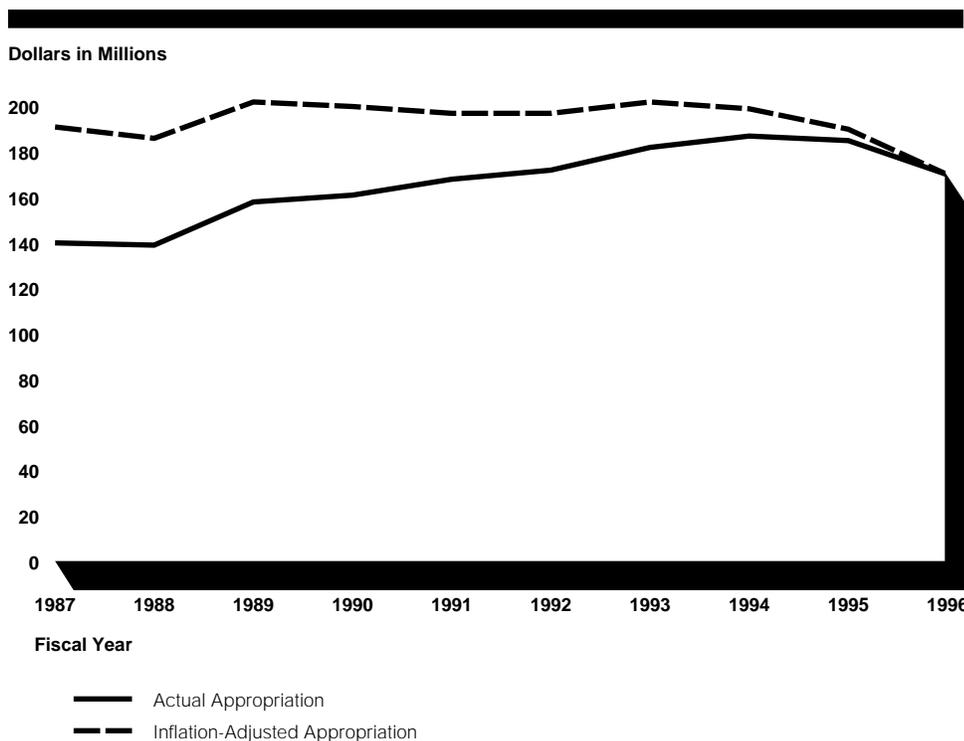
National Funding Trend for DVOP and LVER Grants

Over a 10-year period, appropriations for VETS,¹² adjusted for inflation, have declined 11 percent. (See fig. 1.) In comparison, the inflation-adjusted Wagner-Peyser appropriations for states’ employment service systems declined by 26 percent over the same 10-year period.

¹¹Full-time LVER staff are assigned to every local office where at least 1,100 eligible veterans and eligible persons are registered. Offices with less than 1,100, but at least 350, registered veterans and eligible persons may be assigned a half-time LVER. The half-time LVER staff must serve veterans for a minimum of half their time; the other half may be used for other employment service duties. We found that 23 percent of LVER staff were in half-time LVER positions.

¹²The VETS appropriation includes funding for the DVOP and LVER grants as well as for administrative costs and the National Veterans’ Training Institute.

Figure 1: VETS' Actual and Inflation-Adjusted Budget, Fiscal Years 1987-96

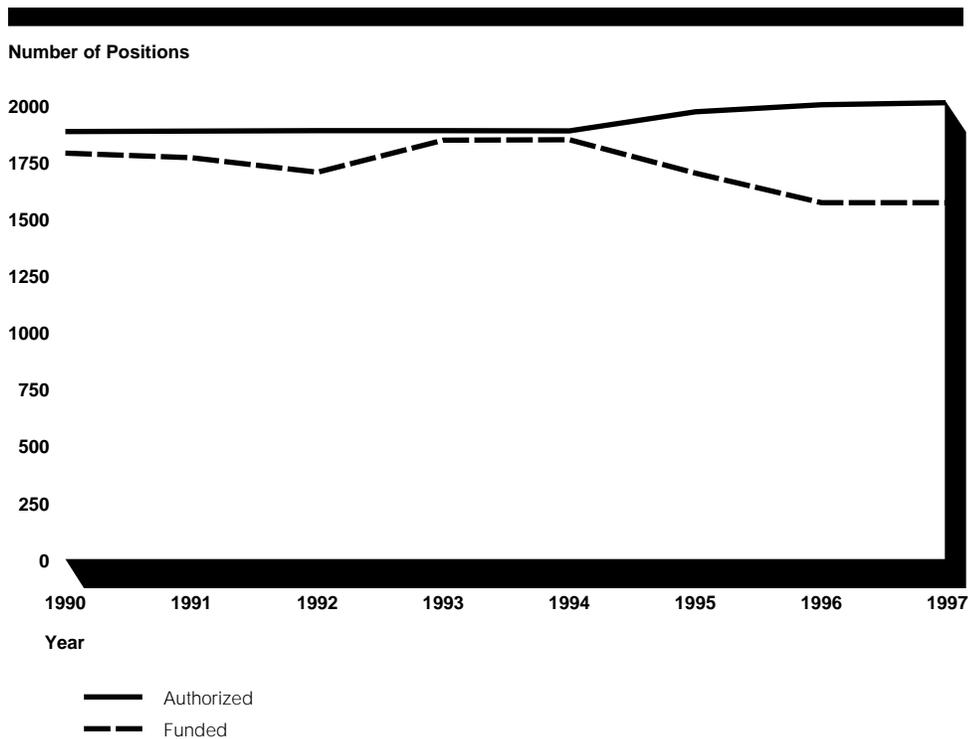


Note: Appropriation numbers are adjusted for inflation using the gross domestic product deflator for nondefense spending with 1996 as the base year.

Source: Data for actual appropriation from VETS; inflation-adjusted appropriation calculated by GAO.

During fiscal years 1990 through 1997, the amount appropriated for DVOP and LVER grants did not fund the number of statutorily authorized DVOP or LVER positions. (See figs. 2 and 3, and see app. II for actual numbers of DVOP and LVER positions authorized and funded.) For example, in fiscal year 1997, the number of DVOP specialist positions funded (1,568) was 78 percent of the statutory number of positions (2,008), and the number of LVER staff positions funded (1,340) was 84 percent of the statutory number of positions (1,600). Furthermore, funding for the DVOP grant, adjusted for inflation, declined by 19 percent over the past 10 years. The LVER funding trend was more variable, with increases and decreases over the same time period, but the inflation-adjusted appropriation showed a decline of about 8 percent between 1987 and 1996.

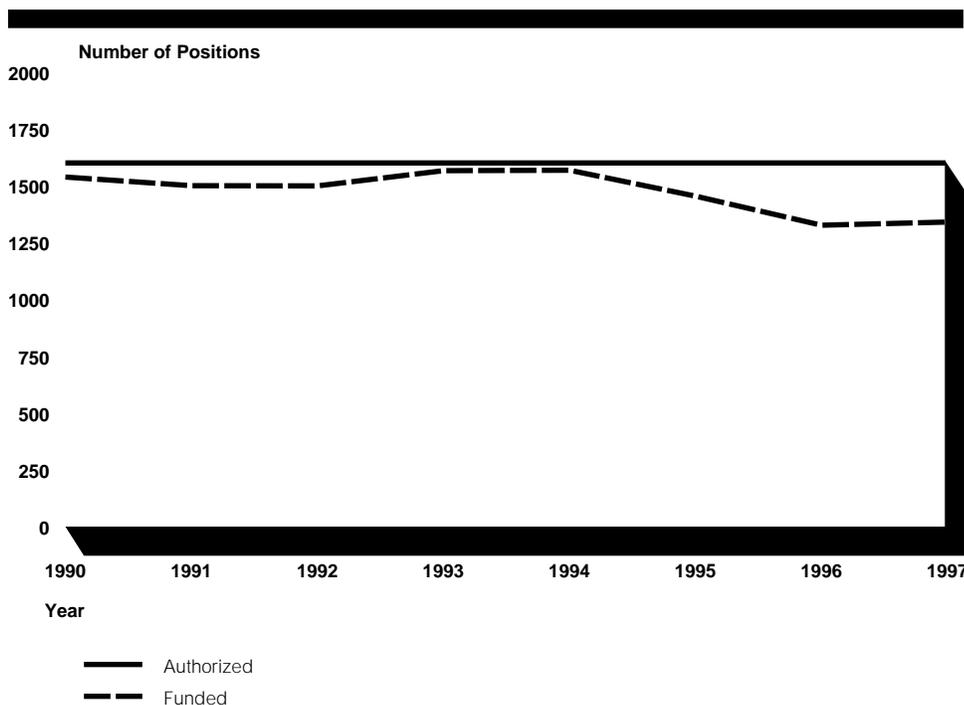
Figure 2: Authorized and Funded DVOP Positions for Fiscal Years 1990-97



Note: Funded positions are the number of positions that states reported they could fill with the appropriated funds.

Source: VETS.

Figure 3: Authorized and Funded LVER Positions for Fiscal Years 1990-97



Note: Funded positions are the number of positions states reported they could fill with the appropriated funds.

Source: VETS.

Process Used to Allocate DVOP and LVER Funds to States

States receive DVOP and LVER funding from VETS through multiyear grants, generally for a period of 2 to 5 years.¹³ Before the beginning of each grant period, VETS invites states to apply for DVOP and LVER funding. At that time, VETS publishes the number of positions each state should receive according to the statutory funding level for both DVOP and LVER grants. Based on this information, states submit requests for funding on a worksheet that documents, for each grant, the number of positions, the cost of salaries and benefits, the state’s cost per position for DVOP and LVER staff, and the total funds the state is requesting. As part of the allocation request, states are required to calculate the proportion of the DVOP and

¹³For the period of our review, VETS’ multiyear grant was for fiscal year 1995 through fiscal year 1997; VETS’ next multiyear grant period will begin in fiscal year 1998 and run through fiscal year 2000, with an option to extend the grant period for additional years.

LVER grants used for administrative and support expenses.¹⁴ Administrative and support expenses associated with the DVOP and LVER grants differ across the states. These expenses include costs such as travel, supplies, a portion of central office personnel, communications, rent, and utilities. When appropriations for the DVOP and LVER grants do not support the number of statutorily authorized positions, each state's share of the appropriation is calculated on the basis of a proportionate reduction.¹⁵

Because DVOP and LVER grants are multiyear grants, the grant funds are adjusted annually. After the first year of a grant period, states submit a modification or revised request for funds that includes a new worksheet reflecting updated costs for each year of the grant cycle. In fiscal year 1995, for example, states requested funding according to the statutory funding levels. However, in fiscal year 1996, VETS directed states to submit grant modifications based on a 5-percent reduction from their initial 1995 grant award. In fiscal year 1997, VETS directed states to submit proposed modifications based on VETS' estimated amount for each grant by state.

After VETS notifies states of their actual grant allocations, the states must submit state fiscal operating plans that show planned quarterly DVOP and LVER spending plans. This becomes an important document as the states proceed through the grant year because VETS uses these documents to adjust each state's grant amount, if necessary, during the year. Each quarter, VETS reviews state obligations and expenditures against state fiscal operating plans. VETS has the authority to reallocate up to 95 percent of unobligated DVOP and LVER funds at the end of each quarter¹⁶ from states

¹⁴To avoid excessive spending, VETS generally limits the percentage states may use of their DVOP and LVER grant for administrative and support costs. However, VETS may approve exceptions if a state can show good cause for support and administrative spending beyond the cap.

¹⁵State allocations are adjusted for some DVOP and LVER grant expenses paid centrally by VETS (postage costs, travel to the National Veterans' Training Institute, and the payment management system). Other costs may be subtracted before VETS allocates the grant funding to the states. For example, if a state is conducting a pilot project that VETS has required or approved, VETS will put aside the cost of that pilot for that particular state before allocating funds to the states for DVOP and LVER staff. For fiscal years 1995 and 1996, VETS also awarded some states additional funds to conduct TAP activities.

¹⁶According to Veterans' Program Letter Number 9-89, VETS can recapture 95 percent of all DVOP and LVER unobligated funds at the end of each quarter with the following three exceptions: (1) if a state can document and certify that an amount was expended but not reflected in the official cost accounting reports, (2) if the state can document and certify that an amount was not obligated during a quarter due to extenuating circumstances and the funds will be utilized later in the fiscal year, and (3) if a state's initial request for funds was unilaterally reduced due to a limitation in funding availability.

with excess funds to states that request additional funding through a grant modification.¹⁷

DVOP State Allocations

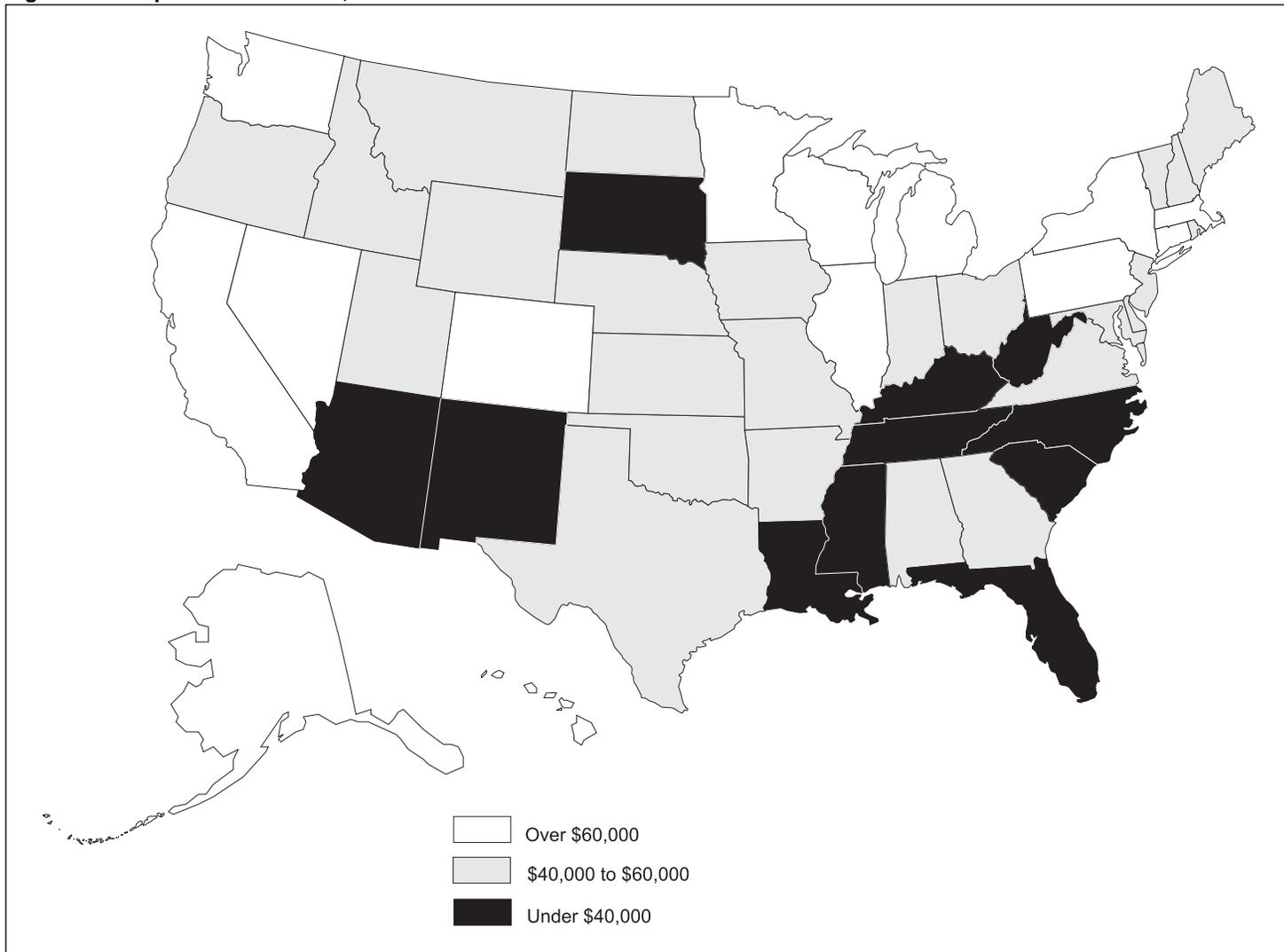
VETS uses the formula specified in the law—one DVOP specialist for each 6,900 veterans residing in the state who are either veterans of the Vietnam era, veterans who first entered active duty as a member of the armed forces after May 7, 1975, or disabled veterans—together with cost information from each state to determine the amount of funding for each state. First, VETS determines (1) the number of veterans residing in a state who are Vietnam- and post-Vietnam-era veterans and (2) the number of disabled veterans residing in a state—those receiving either VA compensation or receiving military disability compensation through a medical discharge or retirement. These two factors are added—which may result in some double counting—and the sum is divided by 6,900 to determine the number of DVOP specialists for the state. The state’s funding allocation is computed by multiplying the number of DVOP specialists by the state’s cost per position. This allocation is then adjusted proportionately on the basis of the actual funds appropriated—which has generally supported fewer positions than the number of positions determined by statute. For example, the state with the largest DVOP population, California, should have had 256 DVOP specialists by statute in fiscal year 1997 but projected that funding would support 180 positions, or 30 percent fewer. (See app. III for an example of the formula calculation and the underlying data used to calculate the number of statutory DVOP positions for fiscal year 1997.)

The cost per DVOP position varies from state to state. In fiscal year 1997, the average projected cost per DVOP position was \$51,431 but ranged from \$24,222 to \$67,333. Of the 50 states, those with the highest costs per DVOP position (over \$65,000) included Alaska, Colorado, Connecticut, New York, and Wisconsin; those with the lowest costs per DVOP position were Kentucky, Louisiana, South Carolina, and West Virginia. The variation in cost across the states results from the differences in each state’s salary and administrative and support expenses. For example, for fiscal year 1997, the average administrative and support costs for the DVOP grant were 25.3 percent of the grant but were as high as about 35 percent in Wisconsin and as low as 18 percent in Alaska and Delaware (see figs. 4 and 5). (See

¹⁷States can also carry unexpended fourth quarter funds into the first quarter of the new fiscal year for the purpose of funding DVOP and LVER staff at approved levels. VETS continues to go through its budgetary adjustment process for the first three quarters of each fiscal year, recapturing 95 percent of unobligated funds but does not generally recapture and redistribute fourth-quarter funds that can be used under its “fifth-quarter” funding authority.

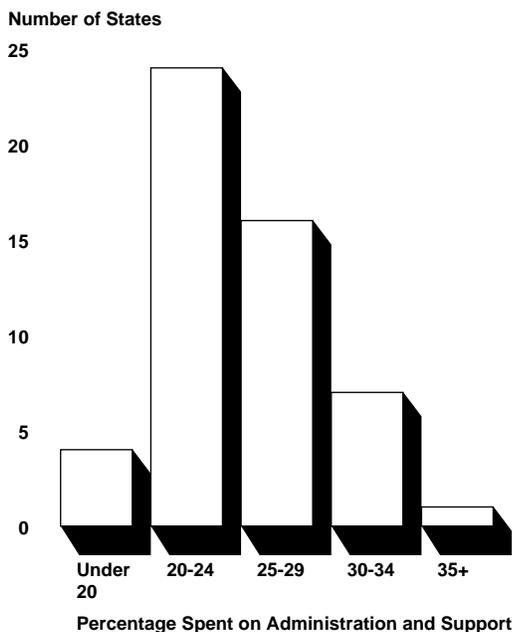
app. IV for—by state, for fiscal year 1997—the DVOP grant award, the number of projected DVOP positions, cost per DVOP position, and percentage of administrative and support costs.)

Figure 4: Cost per DVOP Position, Fiscal Year 1997



Source: VETS.

Figure 5: DVOP Administration and Support Expenses as a Percentage of the Total Grant, Fiscal Year 1997



Source: VETS.

DVOP positions are not distributed in proportion to the civilian labor force because the relevant veteran population varies across the states. For example, although nationally the DVOP population¹⁸ was 10.3 percent of the total civilian labor force, some states had a DVOP population that was 12 percent or more of their civilian labor force—including Alaska, Maine, New Hampshire, New Mexico, Virginia, Washington, and West Virginia. States with a lower percentage—less than 9 percent—included Illinois, Iowa, New Jersey, New York, Utah, and Wisconsin. (These percentages, by state, are included in app. III.)

LVER State Allocations

Beginning with fiscal year 1988, the law specifies that LVER grant funds available to states should be sufficient to support the appointment of 1,600 full-time LVER staff and the states' administrative expenses associated with the appointment of those staff. It also sets forth a two-part LVER formula

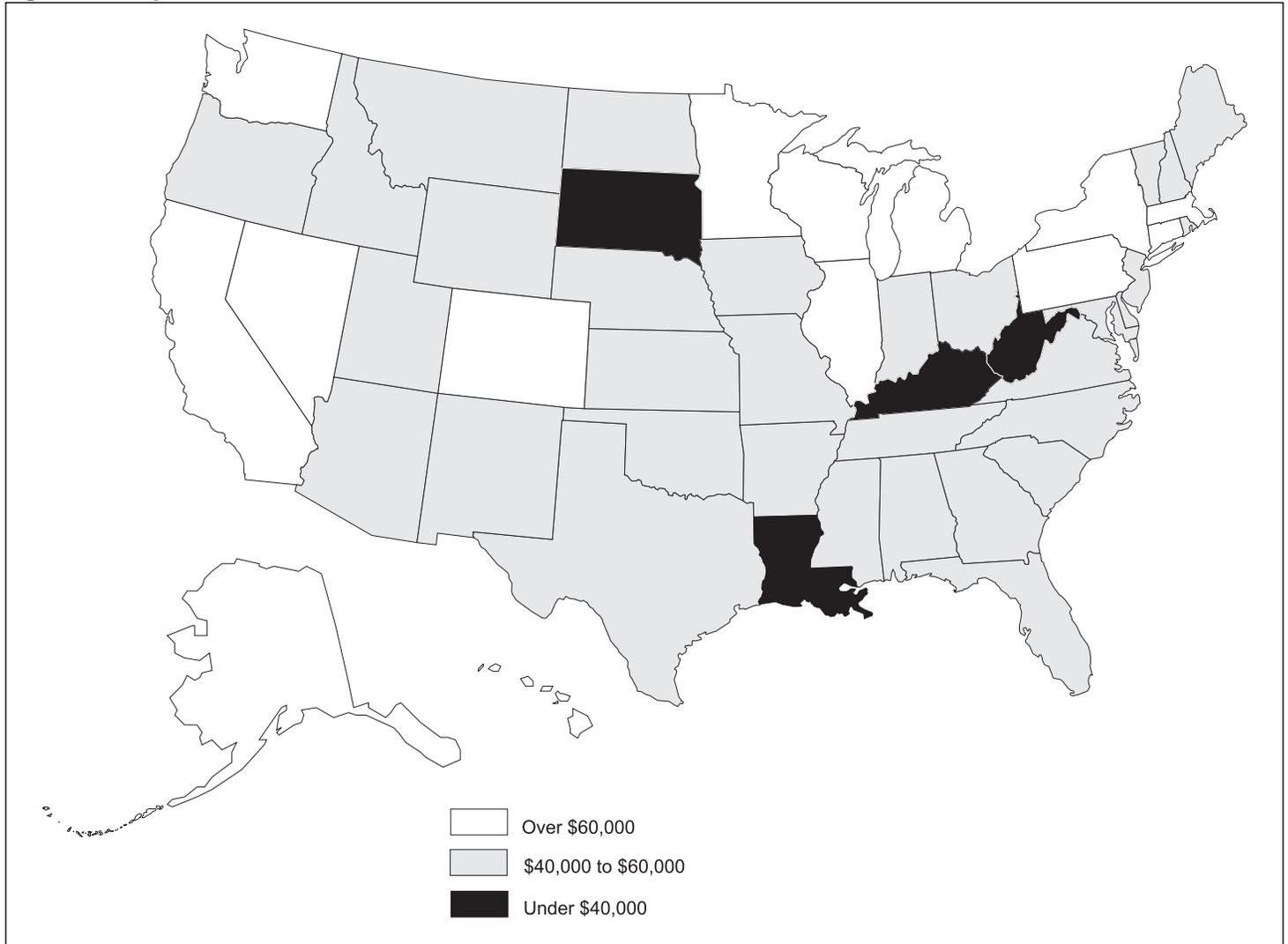
¹⁸DVOP population is used here to be the veterans' population in the DVOP formula—Vietnam- and post-Vietnam-era veterans plus disabled veterans.

for allocating the LVER staff positions among the states. The first part of the formula provides that each state receive the number of LVER positions it had on board as of January 1, 1987, plus 1 additional position, bringing the national total to 1,439. The second part of the formula dictates how the remaining 161 positions will be allocated across the states by taking an average of three factors relating to the number of veterans in a state, the number of veterans registered for employment assistance, and the number of full-service local employment service offices.¹⁹ Like the DVOP funding, VETS adjusts state allocations proportionately according to actual appropriations. For example, the state with the most LVER positions by statute—California, with 121 positions—projected that it could fund 100.5 LVER positions with the fiscal year 1997 appropriation. (See app. V for an example of the LVER formula calculation and the underlying data used to calculate the number of LVER formula positions for fiscal year 1997.)

The cost per LVER position varies across the states. The projected fiscal year 1997 cost per LVER position averaged \$54,729 and ranged from \$25,625 to \$77,235. Of the 50 states, those with the highest cost (above \$71,000) per LVER position included Colorado, Connecticut, Michigan, and Wisconsin; those states with the lowest cost per LVER position were Kentucky, Louisiana, South Dakota, and West Virginia. The variation in cost across the states results from the differences in each state's salary and administrative and support costs. For example, in fiscal year 1997, the average administrative and support costs for LVER grants was 24.4 percent of the total grant and ranged from about 13 percent in Louisiana to about 34 percent in Wisconsin. (See figs. 6 and 7.)

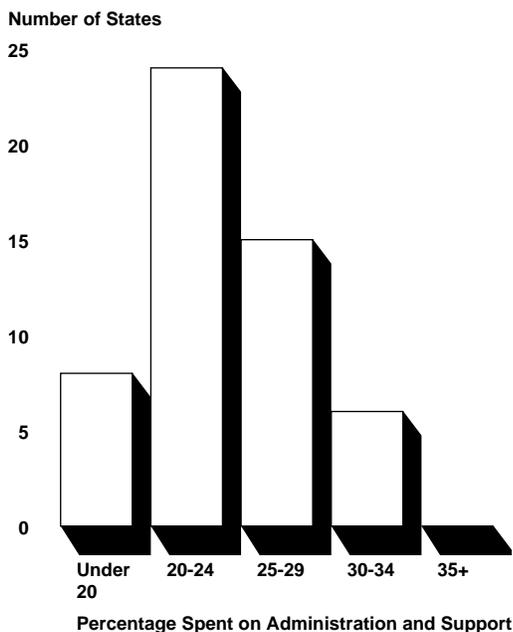
¹⁹First, VETS calculates, for each state, the percentage of veterans residing in each state in relation to the total number of veterans in the United States. Next, VETS calculates the percentage of all veterans in each state who have registered for assistance in the state's local employment service offices in relation to the total number of veterans in the United States who have registered for assistance in local service employment offices. The last percentage calculation is the percentage of each state's full-service local employment service offices in relation to the total number of full-service local employment services offices in the United States. Once these three percentages have been determined for each state, VETS averages the percentages for each state and applies that average to the 161 positions.

Figure 6: Cost per LVER Position, Fiscal Year 1997



Source: VETS.

Figure 7: LVER Administration and Support Expenses as a Percentage of the Total Grant, Fiscal Year 1997



Source: VETS.

(See app. VI for—by state, for fiscal year 1997—the LVER grant award, the number of projected positions, cost per position, and percentage of administrative and support costs.)

Performance Measurements for DVOP and LVER Staffing Grants

Performance standards for the DVOP and LVER grants are measured in terms of providing a higher level of service and achieving better results for veterans than is achieved by a state’s employment service system for its nonveteran applicants. In recent testimony,²⁰ we criticized VETS’ current performance standards because they focus more on process than on results and noted that performance is evaluated only in relative, not absolute, terms. VETS officials are aware of weaknesses in the current performance measurement system and are currently assessing better ways to measure services provided to veterans and to evaluate the impact of those services. VETS would like to put greater emphasis on results, but VETS

²⁰Veterans’ Employment and Training Service: Focusing on Program Results to Improve Agency Performance (GAO/T-HEHS-97-129, May 7, 1997).

is uncertain whether it will develop measures based on absolute levels of service to veterans. Several states are conducting pilot programs to measure alternative ways of measuring performance; however, states are being held accountable to the current performance standards during the pilot period.

VETS Performance Measures

As required by federal law, VETS has established performance standards to determine state compliance with requirements to provide employment services to veterans, evaluating states in five service categories: (1) veterans placed in or obtaining employment, (2) Vietnam-era veterans and special disabled veterans placed in jobs on the Federal Contractor Job Listing, (3) veterans counseled, (4) veterans placed in training, and (5) veterans who received some reportable service. To ensure priority service to veterans, VETS expects veterans to be served at a rate exceeding the service to nonveterans. Veterans and eligible persons should be served at a rate 15 percent higher than nonveterans, Vietnam-era veterans at a rate 20 percent higher, and disabled veterans at a rate 25 percent higher. Placement rates for special disabled veterans in jobs listed by federal contractors should also be 25 percent higher than the rate for nonveterans. Thus, if a state's placement rate for nonveterans was 8.55 percent, the placement rate for veterans should be 9.83, or 15 percent higher than the nonveteran placement rate.

For program year 1995,²¹ the national placement rate for nonveterans was 20.4 percent and so the veterans' placement standard was 23.5 percent. The actual placement rate for veterans was 26.1 percent, which exceeded the standard. (See table 1.) The only area where a substantial number of states failed to meet the standards was in "reportable services." In over half of these cases, the state's standard was at 100 percent or more. Iowa, for instance, categorizes formulating employment development plans—which also involves counseling and interviewing—as a reportable service; because this is done for every employment service client, it is impossible for veterans to be served at a higher rate than nonveterans. (See app. VII for program year 1995 performance, by state, for all five service categories.)

²¹While DVOP and LVER funds are appropriated on a fiscal year basis, the grants operate on a program year that runs from July 1 to June 30. For example, program year 1995 started on July 1, 1995, and ended on June 30, 1996.

Table 1: VETS National Performance Standards and Results, Program Year 1995

	Standard (percent)	Actual (percent)
Placed/obtained employment		
Veterans and eligibles	23.5	26.1
Vietnam-era veterans	24.5	25.2
Disabled veterans	25.5	30.5
Federal Contractor Job Listing placements		
Vietnam-era veterans	N/A	2.6
Special disabled veterans	N/A	4.4
Counseled		
Veterans and eligibles	4.3	7.2
Vietnam-era veterans	4.5	7.6
Disabled veterans	4.7	11.4
Placed in training		
Veterans and eligibles	0.6	1.1
Vietnam-era veterans	0.7	1.2
Disabled veterans	0.7	2.3
Received reportable services		
Veterans and eligibles	87.1	82.4
Vietnam-era veterans	90.9	82.3
Disabled veterans	94.6	85.4

Note: N/A = not available.

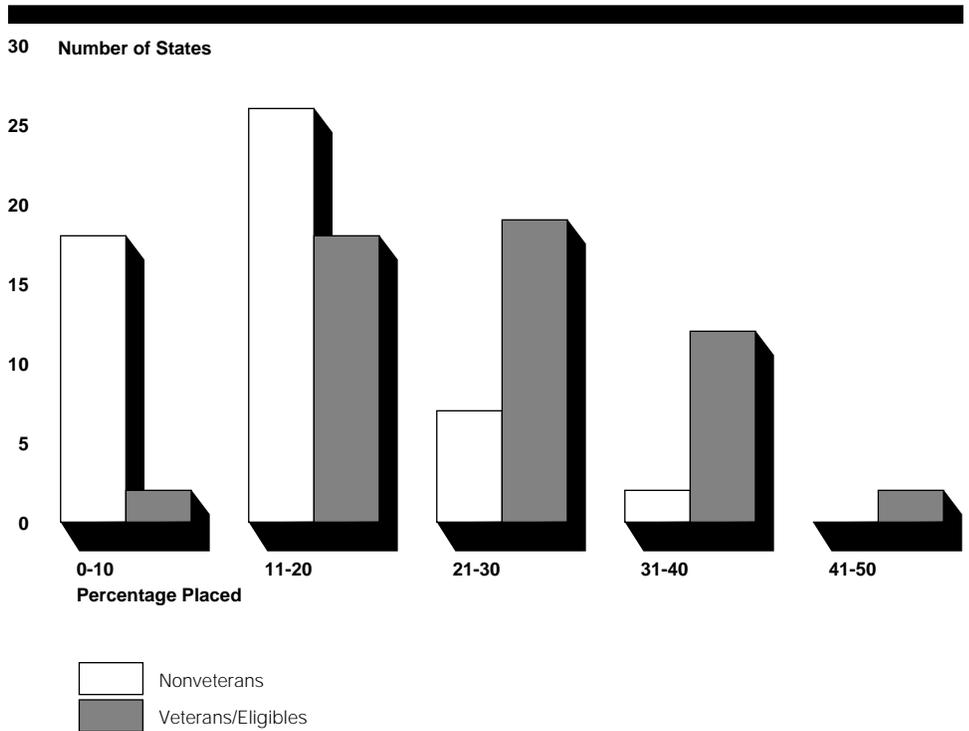
Source: VETS data.

States must meet the minimum goals but can negotiate higher goals with the VETS state director.²² For program year 1995, 24 states negotiated higher goals for one or more of the veteran groups. For example, New York increased each goal by 1 percentage point simply because the state wanted to do a bit better than the floor levels established by VETS. Idaho increased all of its performance standard goals by 5 percentage points and met its goals. Wisconsin had increased all goals but failed to meet several performance standards during program year 1995; for program year 1996, Wisconsin renegotiated its goals to the minimum required level.

²²The minimum performance standards were used to calculate the national data in table 1, and this information was provided by VETS. Since each state VETS director negotiates the standards with the state employment service system, the national data are not a true compilation. Additionally, the information was derived from a report that blocked the Federal Contractor Job Listing placement data; therefore, Federal Contractor Job Listing standards could not be calculated.

The current system for measuring service to veterans sets the base standard to the number of nonveteran applicants served. Consequently, a state that has a poor level of service to nonveterans would be held to a lower standard for service to veterans than a state with a better overall performance. For example, in one state with a low placement rate for nonveteran applicants (5.62 percent) for program year 1995, the state was required to place 363 veteran applicants, or 6.47 percent of its total veteran applicants. In this instance, the state met its performance standard by placing 416 of its veteran applicants. On the other hand, a state with a higher placement rate for nonveterans did not meet its performance standard even though it placed nearly 22 percent of its veteran applicants. (See fig. 8.)

Figure 8: Placement Rates for Nonveterans and Veterans/Eligibles, Program Year 1995



Source: VETS.

VETS officials monitor state compliance with the performance standards and are required to report annually to the Congress on the states' success in meeting the performance standards. If a state does not meet a performance standard, VETS officials must decide either to accept the state's "good cause" explanation or to require a corrective action plan. During program year 1995, VETS determined that all but 15 states met their performance standards.²³ Failure to meet one or more of the quantitative performance standards, however, does not itself constitute failure to provide priority services to veterans. State and regional VETS officials identify other factors that may affect the delivery of quality services before making any noncompliance determinations. For example, a state's placement rate for nonveteran applicants may be artificially inflated. In particular, one state has numerous migrant seasonal farmworkers registered at local employment service offices, thereby establishing an artificially high baseline against which placement rates for veterans are measured.

VETS Plans to Revise Performance Measures

VETS has directed its field staff and state partners to provide input regarding the development, piloting, and evaluation of new performance measurement systems. VETS officials have characterized the present measurement system as activity- and volume-driven, providing states little incentive to focus services on those veterans who are marginally job ready or are most in need of intensive employability development services. According to the Acting Assistant Secretary for VETS, absolute levels of performance would be desirable, but it would be difficult to establish absolute standards that could take into account variances in state situations such as economic factors and geographic size. However, VETS is currently testing new ways of measuring performance. The states that are piloting new initiatives are Connecticut, Idaho, Illinois, Montana, Nevada, North Dakota, Ohio, and Utah. The proposed implementation plans for each pilot must include intended start and ending dates, a full 12 months of data, and pilot evaluation activity completed by July 31, 1998. During the pilot testing period, states are still to be evaluated using the current performance standards and goals.

²³Of these, 14 states were able to show good cause for their inability to meet the standards (Colorado, Hawaii, Indiana, Iowa, Kansas, Missouri, Nebraska, Nevada, New Jersey, New Mexico, North Dakota, Utah, Virgin Islands, and West Virginia). The remaining state—Wisconsin—provided VETS with an acceptable corrective action plan.

DVOP and LVER Position Requirements

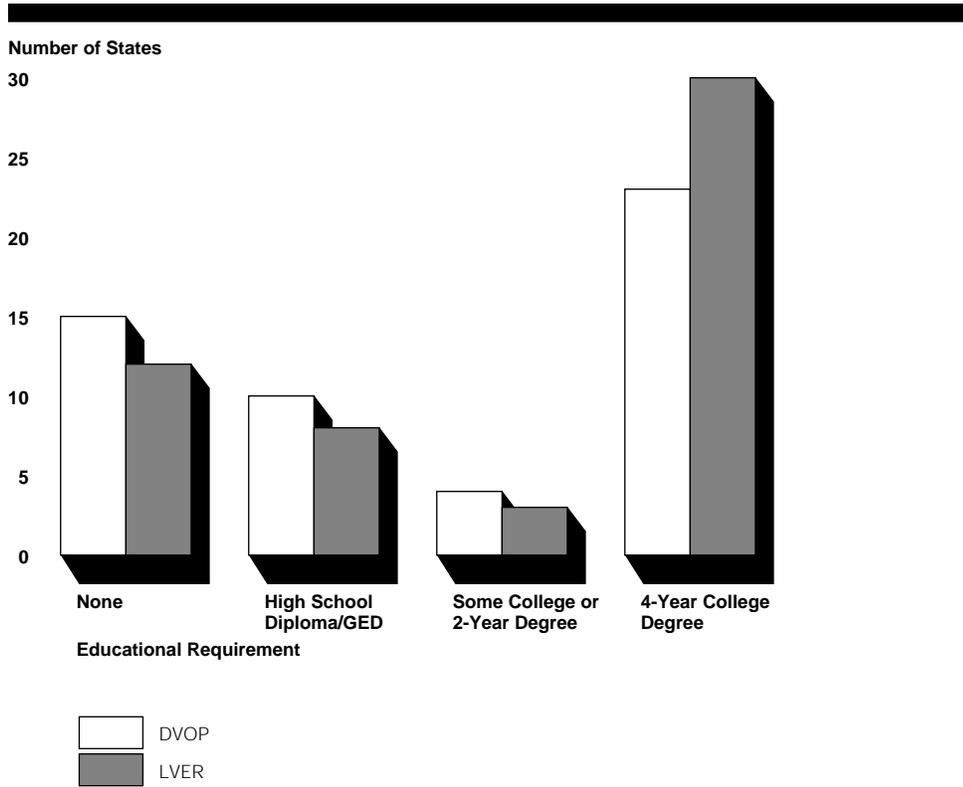
Federal eligibility requirements for appointing LVER and DVOP staff are based on veteran status. The law requires that each DVOP specialist be a veteran, and preference is given to disabled Vietnam-era veterans. If a qualified disabled Vietnam-era veteran is not available, preference is given to other disabled veterans. If no qualified disabled veteran is available, the appointment may be given to an otherwise qualified veteran. LVER staff appointed on or after July 1, 1988, must be veterans.²⁴ Preference for LVER staff appointments is first accorded to veterans with service-connected disabilities; then, if no such disabled veteran is available, to qualified eligible veterans; and, if no such eligible veteran is available, then to qualified eligible nonveterans.

Because DVOP and LVER staff are state employees, states are responsible for hiring staff, but the state VETS director is responsible for ensuring that the selected DVOP and LVER staff meet the federal eligibility requirements. When filling DVOP and LVER staff positions, states generally make a priority list from qualified and available candidates and, if candidates cannot be found that fit the federal eligibility requirements, the state would present the list to the state VETS director for concurrence. For example, one state VETS director said that he has never approved a nondisabled veteran for a DVOP specialist position, but he has approved a non-Vietnam-era veteran for one.

In addition to federal eligibility requirements regarding veteran status, DVOP and LVER staff are hired in accordance with each state's civil service merit system, which may include other position requirements and vary from state to state. Most states have educational requirements for both DVOP and LVER positions, usually requiring a Bachelor's degree. (See fig. 9.) Over half the states (57 percent) required a 4-year college degree for LVER staff, and 44 percent of the states required a 4-year college degree for DVOP specialists; however, 15 states had no educational requirements for DVOP specialists, and 12 states had no educational requirements for LVER staff.

²⁴Prior to this date, LVER staff were not required to be veterans. Nonveteran LVER staff already employed were "grandfathered" and allowed to keep their LVER positions. Six percent of the LVER staff reported they were not veterans.

Figure 9: State Educational Requirements for DVOP and LVER Staff



Note: GED = general equivalency diploma.

Source: GAO survey and interviews of state VETS directors.

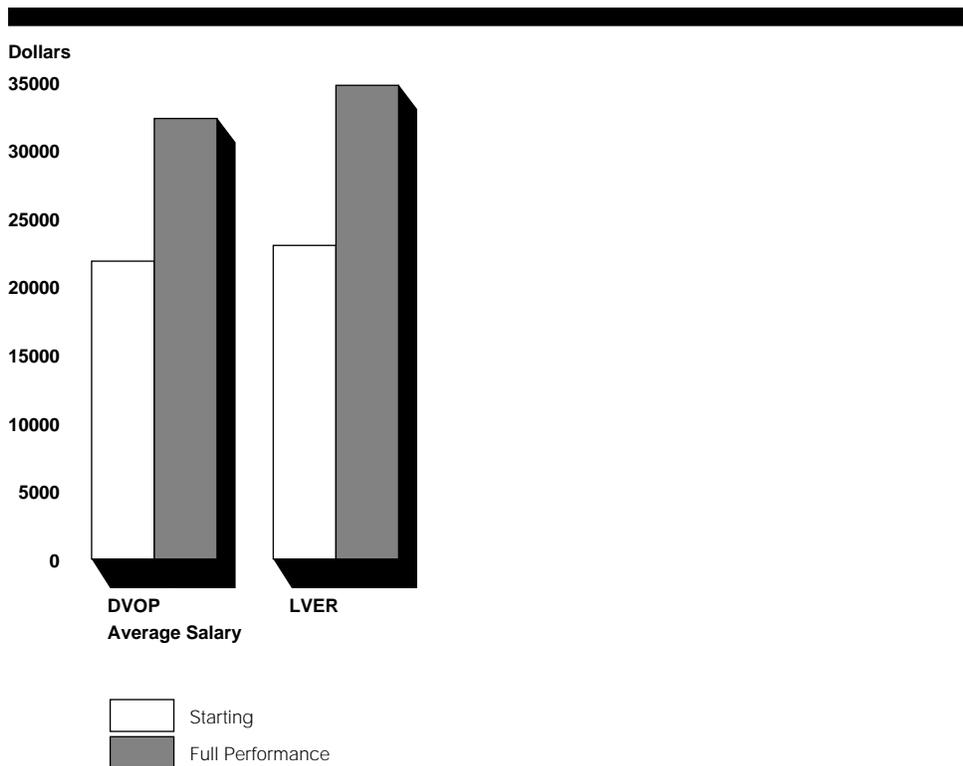
The majority of states required prior work experience, but generally states allowed the substitution of job experience for educational requirements or vice versa. For example, in New Mexico, the minimum qualification is a high school or general equivalency diploma (GED) plus any combination of college education and experience in social welfare, employment, manpower programs, or veterans programs, equivalent to 4 years. Delaware has no specific educational or experience requirements, but the job announcement requires that the applicants know the principles of interviewing and be able to communicate effectively both orally and in writing. A written examination is also given, and interviews are granted on the basis of applicants' scores. Minnesota has no educational or experience requirements—nor has it any testing requirements.

The LVER position generally had slightly higher requirements. For example, in Hawaii, a Bachelor's degree was required for both the DVOP and LVER staff positions, but the DVOP specialist position required 1-1/2 years' experience (in employment services, personnel administration, or related fields and/or professional experience in social work or related fields), while the LVER staff position required 3-1/2 years' experience. In Illinois, the DVOP specialist needed 1 year of college or equivalent experience, and the LVER staff needed 2 years of college or equivalent experience. And in South Carolina, there were no educational or prior work experience requirements for the DVOP specialists; however, minimum requirements for LVER staff were a Bachelor's degree and 2 years' experience in employment security program areas, 1 year of which must have been in an administrative capacity; or a high school diploma and 6 years in employment security program areas, 1 year of which must have been in a supervisory or administrative capacity.

DVOP and LVER staff salaries varied from state to state. For example, at the time we obtained our information, of the 50 states, the starting salary for DVOP specialists ranged from \$15,768 in Louisiana to \$30,438 in Colorado, with the average starting salary at \$21,846.²⁵ The full performance salary for DVOP specialists ranged from \$23,650 in South Dakota to \$46,128 in Colorado, with the average at \$32,308. The starting salary for LVER staff ranged from \$15,768 in Louisiana to \$32,544 in Hawaii, with the average starting salary at \$23,001. The full-performance salary of LVER staff ranged from \$23,650 in South Dakota to \$56,061 in Colorado, with an average of \$34,739. (See fig. 10, and see app. VIII for starting and full-performance DVOP and LVER staff salaries by state.)

²⁵The range of salaries is representative of the 50 states; the averages represent the 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands. We did not include the District of Columbia, Puerto Rico, and the Virgin Islands in the ranges because Puerto Rico consistently had the lowest salaries.

Figure 10: DVOP and LVER Staff Average Starting and Full-Performance Salaries

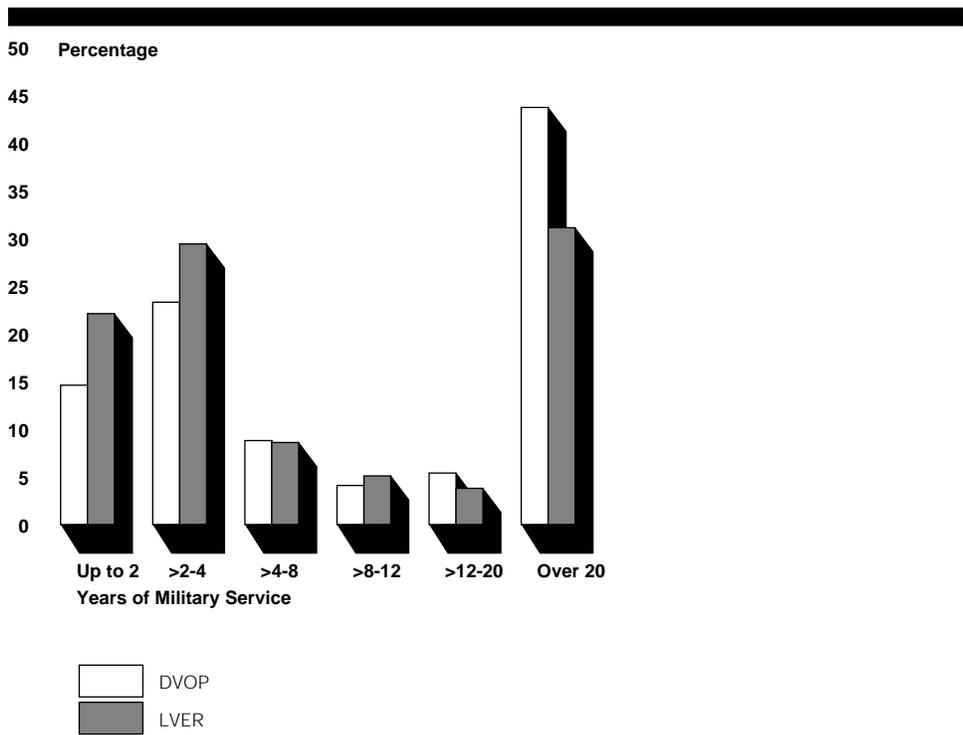


Source: GAO surveys and interviews of state VETS directors.

DVOP and LVER Staff Characteristics

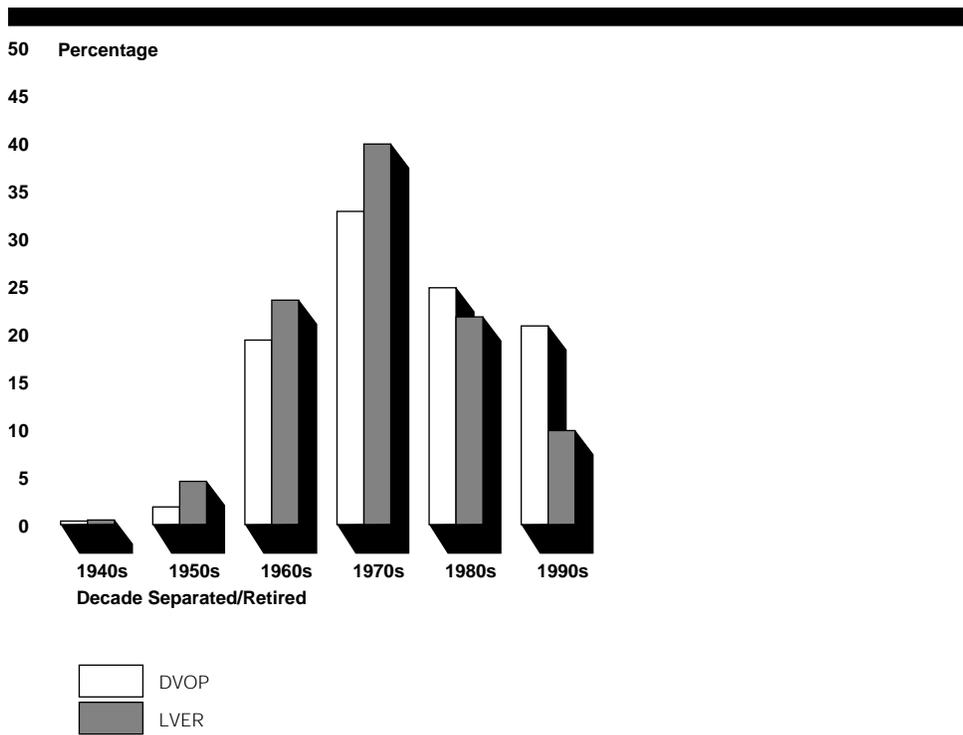
As federal law prescribes, virtually all DVOP specialists, at the time of our survey, were disabled, Vietnam-era veterans, but a slightly lower percentage of LVER staff were disabled, Vietnam-era veterans. All DVOP specialists were veterans and nearly all—95 percent—were disabled veterans. Ninety-three percent of DVOP specialists were Vietnam-era veterans. Nearly all LVER staff were veterans (94 percent), and 62 percent were disabled veterans. Although federal law does not prescribe that LVER staff be Vietnam-era veterans, 84 percent of all LVER staff were. DVOP and LVER staff had primarily served in the military for either 4 years or less, or 20 years or more. (See fig. 11.) Many DVOP and LVER staff (33 and 40 percent, respectively) had separated or retired from active military service during the 1970s. (See fig. 12.)

Figure 11: DVOP and LVER Staff—Length of Military Service, as of April/May 1997



Source: GAO survey of DVOP and LVER staff.

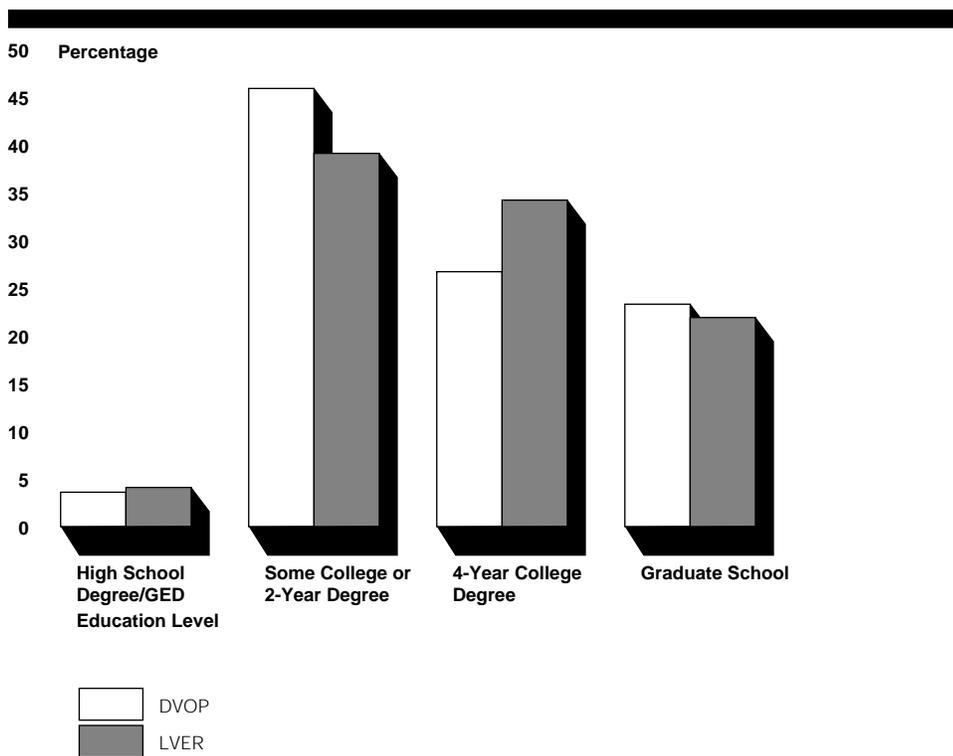
Figure 12: DVOP and LVER Staff—Decade Separated/Retired From Active Duty, as of April/May 1997



Source: GAO survey of DVOP and LVER staff.

Half of all DVOP specialists had a 4-year college degree, and a slightly higher percentage of all LVER staff (56 percent) had a 4-year degree. (See fig. 13.) Many of these DVOP and LVER staff had some graduate school training, and nearly 10 percent of both DVOP and LVER staff had obtained Master’s degrees.

Figure 13: Educational Attainment of DVOP and LVER Staff, as of April/May 1997



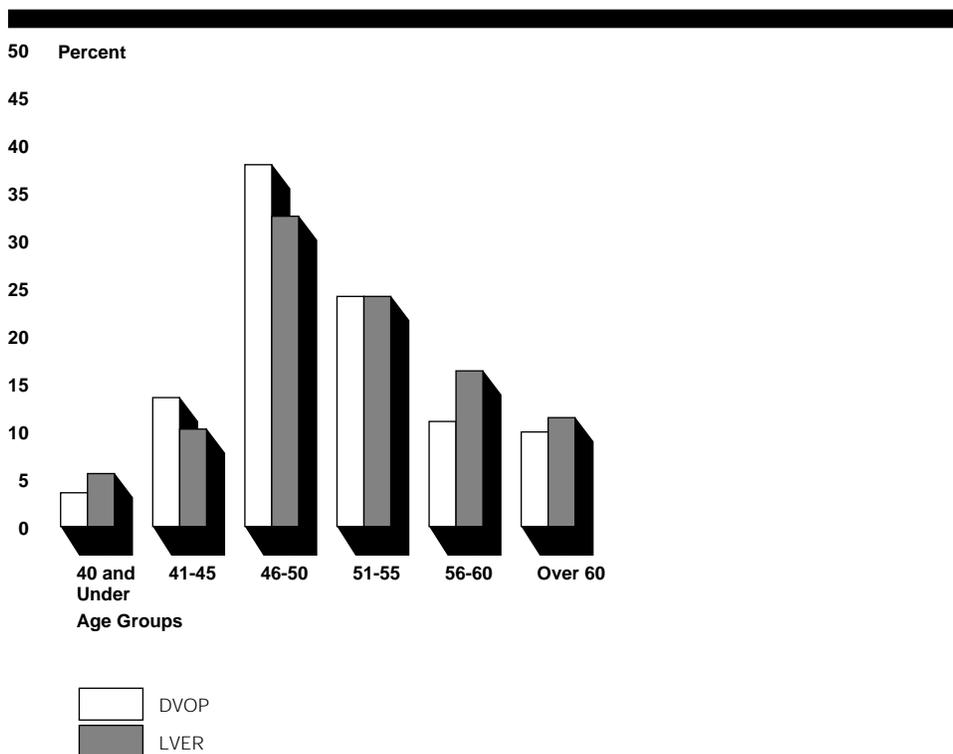
Source: GAO survey of DVOP and LVER staff.

Over half of the DVOP specialists and 46 percent of LVER staff reported that they had been in their positions for less than 5 years. A quarter of all DVOP specialists and about a third of all LVER staff had been in their positions more than 5 but less than 10 years. Roughly similar proportions of DVOP specialists (12 percent) and LVER staff (10 percent) had been in their positions over 15 years.

Generally, DVOP and LVER staff were white, male, and over 45. For DVOP specialists, 9 percent reported that they were of Spanish or Hispanic descent, 20 percent were African American, and 71 percent were white. For LVER staff, 7 percent reported that they were of Spanish or Hispanic descent, 13 percent were African American, and 81 percent were white. Additionally, the vast majority of DVOP specialists (94 percent) and LVER staff (92 percent) were male. Few DVOP and LVER staff were under the age

of 40, and about a third of DVOP and LVER staff were aged 46 to 50. (See fig. 14.)

Figure 14: Ages of DVOP and LVER Staff, as of April/May 1997



Source: GAO survey of DVOP and LVER staff.

DVOP and LVER Staff Duties and Activities

Although the authorizing legislation lists many job duties for DVOP and LVER staff serving veterans, DVOP and LVER staff reported spending the majority of their time on two duties. Most clients served by DVOP and LVER staff need minimal assistance, but DVOP and LVER staff spend relatively more time with clients needing extensive services like case management. DVOP and LVER staff work with employers, veterans’ organizations, federal agencies, and community-based organizations to match veterans with jobs and training opportunities. For example, as a part of networking efforts with other veterans’ employment services, DVOP and LVER staff work with VR&C clients to find employment opportunities, and some participate in TAP activities for separating service members.

Few Activities Predominate

According to our survey, the two duties that both DVOP and LVER staff spent the most time on were (1) job search and referral and (2) intake and assessment. (See table 2.)

Table 2: Activities on Which DVOP and LVER Staff Spent Most of Their Time, as of April/May 1997

Numbers in percent		
Activity	DVOP	LVER
Job search and referral	71.7	76.7
Intake and assessment	55.3	61.7
Outreach activities to locate and assist veterans	23.6	2.8
Job development for a specific veteran	18.9	16.6
Vocational guidance (labor market information)	16.5	20.2
Veterans' counseling (choice, change, adjustment)	15.9	13.6
Referral to other services for a veteran's specific needs	15.9	12.0
Individual case management (case file)	14.9	7.5
Employer outreach (such as federal contractors, federal/state/local government, private industry)	13.8	13.3
Coordinate and/or facilitate the TAP workshops	7.9	3.0
Coordinating with VA on VR&C clients	6.3	1.3
Networking within the local community on behalf of veterans	6.0	5.2
Career counseling	4.5	3.4
Monitoring and reporting on veterans' services	2.0	15.2
Functionally supervising the provision of veterans' services within the local employment services office	1.3	24.2
Developing apprenticeship and on-the-job training opportunities	0.6	0.7
Educating employment service staff on services to veterans	0.4	3.5

Source: GAO survey of DVOP and LVER staff.

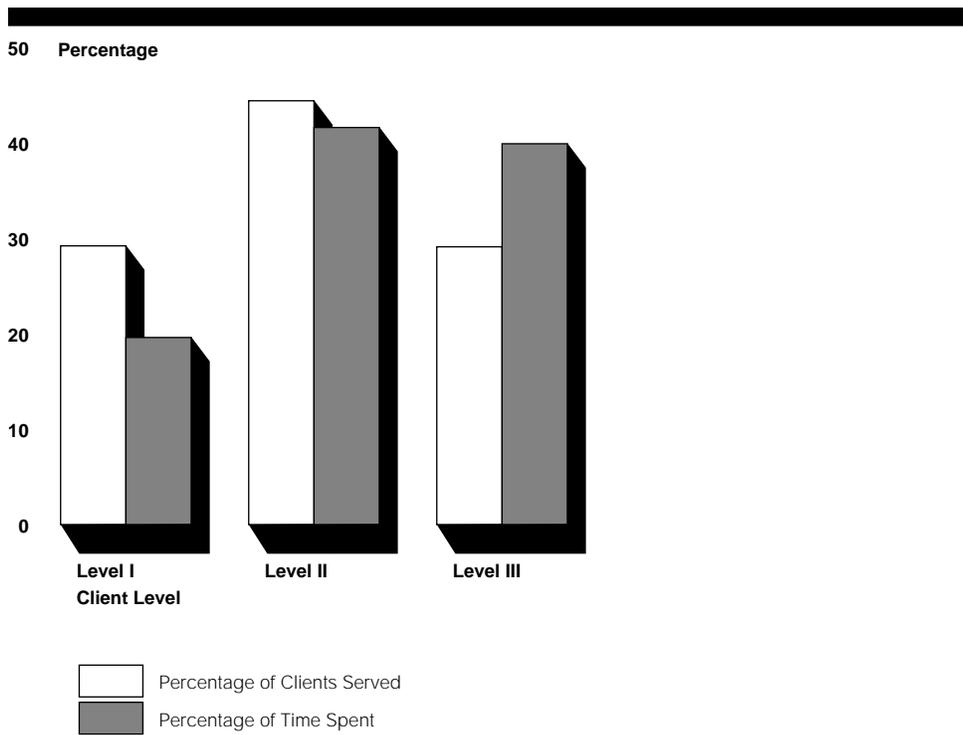
Representative of their different job duties, DVOP specialists' third most time-consuming activity was outreach activities to locate and assist veterans, while LVER staff reported that functionally supervising the provision of veterans' services within their local employment service office was the third most time-consuming activity. Even though job search and referral was reported by both DVOP and LVER staff as the activity on which they spent the most time, they reported that they would like to have more time for this activity. The DVOP and LVER staff also reported that they needed more time for employer outreach and individual case management. Additionally, DVOP and LVER staff reported spending about 83 percent of their time on their top three activities.

In response to our survey, more than half of DVOP and LVER staff provided unsolicited comments. Several comments related to needing more time to perform certain duties. For example, one respondent commented that he is often “spread too thinly” to do an adequate job in case management and must concentrate on serving the walk-in traffic because the local employment office staff has dwindled as a result of budget reductions. Another respondent offered a similar comment regarding time for employer outreach; he noted that, because of office downsizing, he was unable to visit employers and had to rely on the telephone to perform outreach. Another respondent stated that it is a struggle to get the necessary time for outreach activities because the local office manager wants the staff in the office attending to veterans. Additionally, although the law specifies that DVOP specialists provide assistance to veterans exclusively and VETS’ policy requires that LVER staff (except for half-time LVER staff) serve veterans exclusively, DVOP and LVER staff—about 8 percent of the sampled respondents—noted that they were required to provide employment services to nonveterans. (See app. IX for a content analysis of a sample of DVOP and LVER survey comments.)

Client Characteristics

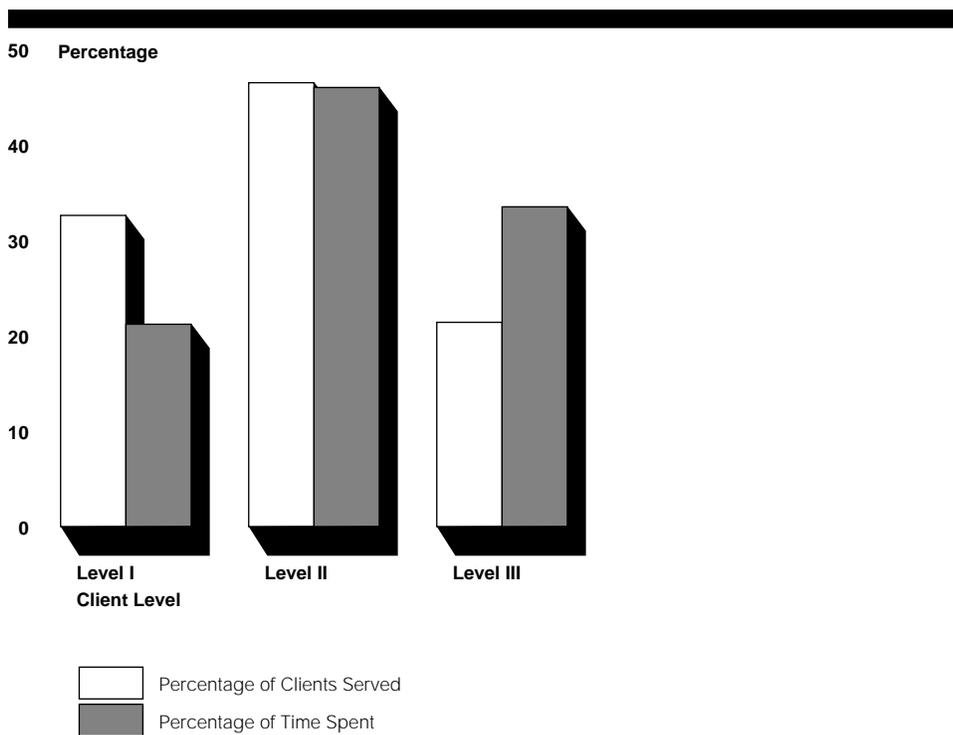
DVOP and LVER staff classified the proportion of their clients into three levels of need. Level I clients were defined as job ready and able to serve themselves; level II clients were those that needed minimal information and direction such as assistance with job search, resume preparation, or interview skills; and level III clients had barriers to employment, needing extensive services like case management. DVOP and LVER staff mainly served level II clients (44 and 47 percent, respectively), but DVOP specialists served more level III clients (28 percent) than did LVER staff (21 percent). However, DVOP and LVER staff spent relatively more time with level III clients (40 and 34 percent, respectively)—those needing more extensive assistance—than with level I clients (20 and 21 percent, respectively). (See figs. 15 and 16.)

Figure 15: DVOP Client Characteristics and Time Allocated to Clients by DVOP Specialists, as of April/May 1997



Source: GAO survey of DVOP and LVER staff.

Figure 16: LVER Client Characteristics and Time Allocated to Clients by LVER Staff, as of April/May 1997



Source: GAO survey of DVOP and LVER staff.

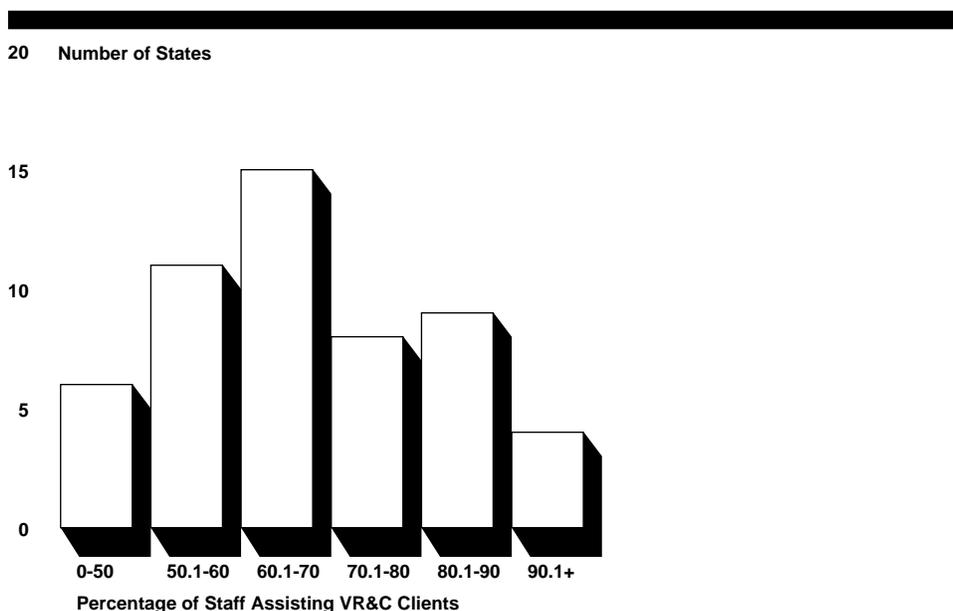
Many DVOP and LVER Staff Serve VR&C Clients; Fewer Work With TAP

About 70 percent of DVOP specialists and 60 percent of LVER staff serve VR&C clients;²⁶ however, individual DVOP and LVER staff reported serving relatively few VR&C clients in the 6-month period covered by our survey. Sixty percent of DVOP specialists served seven or fewer VR&C clients during this period, and 70 percent of LVER staff served seven or fewer VR&C clients. State VETS directors explained that since a memorandum of understanding was signed August 1, 1995, between VETS and VR&C, networking efforts between DVOP and LVER staff and VR&C staff have generally improved. They said a point of contact is usually established within the state’s employment service office and this individual obtains information from VR&C regarding

²⁶VR&C clients are veterans who have been identified by VA as having a 20-percent or higher service-connected disability and having an employment handicap—defined as an impairment of a veteran’s ability to prepare for, obtain, or retain employment. Veterans with a 10-percent service-connected disability may also be eligible for VR&C services if they have a serious employment handicap. Veterans found eligible for VR&C service can receive up to 48 months of benefits during a 12-year period. While in the VR&C program, veterans receive services and equipment that may be required for beginning employment. They may also receive educational and vocational training and special rehabilitative services.

clients who are job ready; the point of contact then refers the client to the appropriate DVOP or LVER staff in the area where the client would like to work. One respondent said that, since the latest agreement between VETS and VR&C, there is better cooperation between VR&C staff and the DVOP and LVER staff; this allows all parties to do the work for which they are most qualified—the VR&C staff are specialists in counseling and providing training, and the DVOP and LVER staff have the contacts with local employers and other advocates to help veterans find gainful employment. At the time of our survey, four states had 90 percent or more of their staff providing some assistance to VR&C clients, while six states had less than half their staff providing some assistance to VR&C clients. (See fig. 17.)

Figure 17: Percentage of DVOP and LVER Staff Assisting VR&C Clients, as of April/May 1997

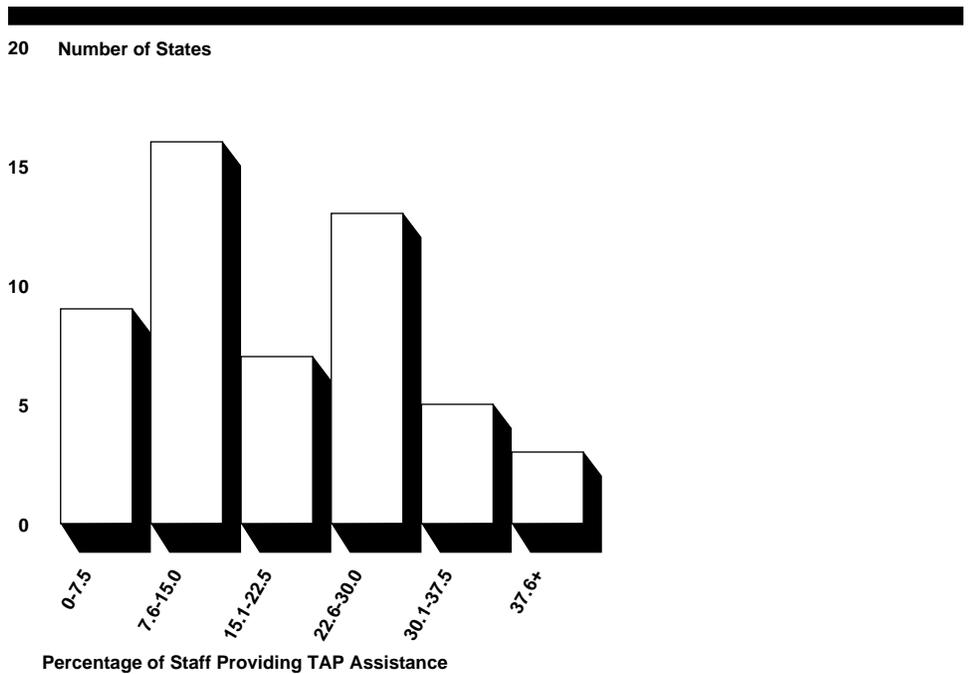


Source: GAO survey of DVOP and LVER staff.

Less than a quarter of both DVOP and LVER staff performed TAP duties. Seventy percent of those DVOP specialists and 85 percent of those LVER staff spent up to 6 days per month on TAP activities. TAP operates as a partnership between the Departments of Labor, Defense, and Veterans Affairs, and its activities generally involve conducting workshops to help military personnel and their spouses make decisions as they move from

military service to civilian life and to help transfer military experience into a civilian job or career. Workshops include instruction in conducting successful job searches, career decision-making, current occupational and labor market conditions, and resumé and cover letter preparation. A respondent to our survey noted that TAP is vital for military members separating from the service and there is a high success rate of veterans finding jobs that have had TAP classes. Another respondent noted that both programs—VR&C and TAP—are invaluable and result in putting informed, productive workers into the labor pool or directly into jobs with employers. Because TAP activities are related to the presence of military bases in a state, nine states at the time of our survey had relatively few staff engaged in TAP activities, while nine states had 30 percent or more of their DVOP and LVER staff engaged in some TAP activities. (See fig. 18.)

Figure 18: Percentage of DVOP and LVER Staff Providing TAP Assistance, as of April/May 1997



Source: GAO survey of DVOP and LVER staff.

Agency Comments

In commenting on our draft report, the Assistant Secretary-designate said that Labor had no disagreement with the information it contained. He suggested three minor wording changes to help clarify information, and

we incorporated these changes, as appropriate, in the report. Furthermore, in reacting to comments on our questionnaire from DVOP and LVER staff, Labor said that VETS does not allow DVOP and LVER staff to provide services to nonveterans and will recapture funds from states if office reviews uncover evidence of this activity. Labor also commented that our report showed a number of DVOP and LVER staff responding that their computer capability was insufficient, and VETS said that it will continue to encourage states to address this issue. Finally, Labor noted that comments indicated improved coordination between DVOP and LVER staff and the VR&C program. The Department's comments are printed in appendix XI.

We are sending copies of this report to the Secretary of Labor and the Secretary of the Department of Veterans Affairs, relevant congressional committees, and other interested parties. Copies will be made available to others upon request.

If you or your staff have any questions concerning this report, please call me at (202) 512-7014 or Sigurd R. Nilsen at (202) 512-7003. GAO contacts and staff acknowledgments are listed in appendix XII.

Sincerely yours,

A handwritten signature in cursive script that reads "Carlotta Joyner".

Carlotta C. Joyner
Director, Education and
Employment Issues

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Abbreviations

DVOP	Disabled Veterans' Outreach Program
GED	general equivalency diploma
LVER	Local Veterans' Employment Representative
TAP	Transition Assistance Program
VA	Department of Veterans Affairs
VETS	Veterans' Employment and Training Service
VR&C	Vocational Rehabilitation and Counseling Service

Scope and Methodology

In designing our study, we obtained legislation, regulations, and Veterans' Employment and Training Service (VETS) directives regarding the Disabled Veterans' Outreach Program (DVOP) and Local Veterans' Employment Representative (LVER) grants to states. We met with VETS officials responsible for administering the grants, who provided us documentation regarding the DVOP and LVER appropriations, program operating procedures, program management reports, and information about how funds are allocated to states. Because VETS does not maintain centralized, historical files on DVOP and LVER grants, officials could not provide us reports indicating the number of DVOP and LVER positions that were actually funded for past fiscal years nor could they provide historical documents on the number of statutorily required positions by state. From their budget documents, VETS officials provided the number of statutorily required positions for fiscal years 1990 through 1997 at the time VETS' budget was submitted.²⁷ VETS also provided the total number of positions states reported that they could support with the DVOP and LVER grant appropriations rather than the actual number of positions funded.

To understand how DVOP and LVER grants are implemented at the state level, we visited two states, Colorado and Pennsylvania, interviewing state and regional VETS directors as well as state employment service system officials, including DVOP and LVER staff. We also telephoned the VETS directors in each of the 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands (collectively referred to in this report as "the states") to obtain state-specific information about the operation of the DVOP and LVER grants in all states. We conducted these telephone interviews during December 1996 and January 1997. We obtained information such as the salaries for DVOP and LVER staff, state qualification requirements for DVOP and LVER staff, state compliance with VETS performance standards, and state implementation of the memorandum of understanding between VETS and the Vocational Rehabilitation and Counseling Program (VR&C).

To obtain information about the characteristics of DVOP and LVER staff and how they spend their time, we surveyed all DVOP and LVER staff. Because DVOP and LVER staff are state employees, VETS could not tell us the number of staff at a particular time; consequently, there was no database

²⁷For fiscal year 1997, the number of statutorily required DVOP positions provided to us by VETS was 2,008. When we requested the VETS documentation of its DVOP position allocation, the total was 2,044. VETS officials explained that the difference occurred because the initial allocation computation was done in January 1996 and the DVOP population data used were subsequently updated, which revised the number. However, they commented that the revised number was not used in any actual VETS allocation and that the DVOP grant appropriation funded fewer DVOP positions than either of these figures.

containing the names and addresses of all DVOP and LVER staff. We obtained a listing of DVOP and LVER staff who had attended the National Veterans' Training Institute and verified and updated the listing with each state VETS director as well as the state administrators of each state's employment service system. Surveys were sent to a total of 2,862 DVOP and LVER staff—those on board as of March 1997—almost evenly divided between DVOP specialists and LVER staff. By May 30, 1997, nearly 96 percent of the DVOP and LVER staff had responded to the survey.

More than half of the survey respondents provided additional comments at the end of the survey document, and we analyzed the content of a sample of these comments. An initial random pretest of 5 percent (76) was selected and coded independently by two analysts to reduce coder bias and ambiguity in making judgments in determining the categories. For the content analysis, a total of 25 percent (378) of the 1,513 surveys with comments were randomly selected and coded into 14 categories. Examples of typical comments and a quantitative content analysis of the comments are in appendix IX.

We conducted our work between June 1996 and July 1997 in accordance with generally accepted government auditing standards.

DVOP and LVER Authorized and Funded Positions, Fiscal Years 1990-97

Year	DVOP specialists authorized	DVOP specialists funded	LVER staff authorized	LVER staff funded
1990	1,881	1,786	1,600	1,538
1991	1,883	1,766	1,600	1,500
1992	1,885	1,702	1,600	1,499
1993	1,885	1,843	1,600	1,566
1994	1,884	1,845	1,600	1,568
1995	1,968	1,698	1,600	1,454
1996	1,999	1,568	1,600	1,326
1997	2,008	1,568	1,600	1,340

Source: VETS.

Statutory Formula for DVOP Specialist Positions and Statutory Positions for Fiscal Year 1997

To determine the number of DVOP specialists authorized for each state, a sum is taken of (1) the number of veterans residing in a state who are Vietnam- and post-Vietnam-era veterans and (2) the state's number of disabled veterans—those veterans residing in a state who are receiving either Department of Veterans Affairs (VA) compensation or military disability compensation through either a medical discharge or retirement. These disabled veterans could also be included in the number of Vietnam- and post-Vietnam-era veterans. This sum represents the “DVOP population” and is divided by 6,900 to determine the number of DVOP specialists authorized per state by U.S.C. title 38. For example, for fiscal year 1997, Connecticut had 136,000 Vietnam- and post-Vietnam-era veterans and 23,368 disabled veterans, who, added together, represent a DVOP population of 159,368. This number, when divided by 6,900, gives Connecticut 23 DVOP specialist positions according to the title 38 formula.

VETS publishes the number of states' statutory positions for the first year of a multiyear grant period. While VETS recalculates the formula positions for each remaining year within the grant period for its own budget estimating purposes, it does not publish these statutory funding levels each year. Because VETS could not provide the calculations used for the fiscal year 1995 grants, the information in table III.1 shows the most recent data provided by VETS for the number of authorized positions in fiscal year 1997. At the time VETS submitted its fiscal year 1997 congressional budget request, the number of statutory positions was 2,008. For this table, the subsequent number of statutory positions is 2,044. However, VETS officials noted that this revised number has not been used in any staffing decisions by VETS because the appropriation for fiscal year 1997 was well below the amount that could have supported the number of statutory positions.

**Appendix III
Statutory Formula for DVOP Specialist
Positions and Statutory Positions for Fiscal
Year 1997**

Table III.1: Statutory DVOP Positions for Fiscal Year 1997

State	Veteran population			1997 DVOP population	1997 DVOP specialists authorized	DVOP population vs. labor force (%)
	Total	Vietnam-era and post-Vietnam-era	Disabled			
Alabama	427,000	187,000	49,352	236,352	34	11.3
Alaska	65,000	42,000	8,265	50,265	7	15.6
Arizona	459,000	223,000	47,900	270,900	39	11.9
Arkansas	258,000	108,000	30,185	138,185	20	11.2
California	2,818,000	1,559,000	205,592	1,764,592	256	11.1
Colorado	385,000	201,000	41,466	242,466	35	11.3
Connecticut	339,000	136,000	23,368	159,368	23	9.2
Delaware	78,000	35,000	6,648	41,648	6	10.7
District of Columbia	50,000	20,000	5,562	25,562	4	9.6
Florida	1,709,000	628,000	187,827	815,827	118	11.4
Georgia	685,000	357,000	71,466	428,466	62	11.1
Hawaii	116,000	57,000	11,248	68,248	10	11.6
Idaho	112,000	51,000	11,383	62,383	9	9.8
Illinois	1,074,000	453,000	58,589	511,589	74	8.4
Indiana	593,000	267,000	39,649	306,649	44	9.9
Iowa	291,000	121,000	19,630	140,630	20	8.7
Kansas	263,000	116,000	22,121	138,121	20	10.0
Kentucky	367,000	163,000	34,819	197,819	29	10.3
Louisiana	378,000	166,000	33,936	199,936	29	9.9
Maine	153,000	72,000	16,264	88,264	13	13.2
Maryland	530,000	252,000	42,466	294,466	43	10.6
Massachusetts	594,000	231,000	68,669	299,669	43	9.3
Michigan	949,000	434,000	57,462	491,462	71	10.1
Minnesota	462,000	209,000	36,750	245,750	36	9.2
Mississippi	233,000	98,000	25,177	123,177	18	9.7
Missouri	586,000	253,000	43,813	296,813	43	10.4
Montana	95,000	41,000	10,258	51,258	7	11.2
Nebraska	168,000	72,000	14,865	86,865	13	9.4
Nevada	186,000	81,000	18,533	99,533	14	11.2
New Hampshire	135,000	65,000	13,589	78,589	11	12.1
New Jersey	741,000	277,000	59,329	336,329	49	8.1
New Mexico	172,000	81,000	21,058	102,058	15	12.4
New York	1,538,000	620,000	123,675	743,675	108	8.5
North Carolina	711,000	332,000	72,121	404,121	59	10.6
North Dakota	59,000	26,000	5,826	31,826	5	9.1

(continued)

**Appendix III
Statutory Formula for DVOP Specialist
Positions and Statutory Positions for Fiscal
Year 1997**

State	Veteran population			1997 DVOP population	1997 DVOP specialists authorized	DVOP population vs. labor force (%)
	Total	Vietnam-era and post-Vietnam-era	Disabled			
Ohio	1,188,000	520,000	89,958	609,958	88	10.6
Oklahoma	350,000	147,000	42,772	189,772	28	11.9
Oregon	371,000	165,000	31,292	196,292	28	11.5
Pennsylvania	1,363,000	528,000	101,778	629,778	91	10.5
Puerto Rico	130,874	^a	19,159	150,033	10	11.5
Rhode Island	109,000	42,000	11,410	53,410	8	10.7
South Carolina	380,000	182,000	37,656	219,656	32	11.6
South Dakota	74,000	32,000	7,816	39,816	6	10.2
Tennessee	516,000	235,000	48,154	283,154	41	10.3
Texas	1,647,000	774,000	175,332	949,332	138	9.6
Utah	138,000	58,000	12,935	70,935	10	6.8
Vermont	62,000	29,000	5,139	34,139	5	10.4
Virginia	705,000	349,000	76,457	425,457	62	12.1
Virgin Islands	4,822	^a	367	5,189	0	N/A
Washington	631,000	305,000	67,492	372,492	54	12.7
West Virginia	199,000	78,000	19,281	97,281	14	12.2
Wisconsin	507,000	219,000	40,176	259,176	38	8.9
Wyoming	48,000	22,000	4,906	26,906	4	10.5
National total	26,202,696	11,719,000	2,330,941	14,185,637	2,044	10.3

Notes: The veteran population numbers were the most recently available data at the time VETS calculated the number of statutory positions.

N/A = not applicable.

^aData by war period are not available.

Sources: VETS and U.S. Department of Labor, Bureau of Labor Statistics (labor force data for May 1977).

Fiscal Year 1997 DVOP Positions, Cost per Position, Administration and Support Percentage, and Initial Grant Award

State	DVOP positions	Cost per DVOP position	DVOP administration and support (percent)	DVOP initial grant award
Alabama	27	\$45,481	23.0	\$1,228,000
Alaska	6	67,333	17.8	404,000
Arizona	29	39,793	31.3	1,154,000
Arkansas	13	43,923	25.4	571,000
California	180	64,894	23.5	11,681,000
Colorado	24	66,333	27.9	1,592,000
Connecticut	18	66,111	25.3	1,190,000
Delaware	5	43,400	18.0	217,000
District of Columbia	3	66,667	29.5	200,000
Florida	94	39,989	28.4	3,759,000
Georgia	50	42,280	26.2	2,114,000
Hawaii	9	60,889	27.7	548,000
Idaho	8	48,625	21.3	389,000
Illinois	59	64,627	31.4	3,813,000
Indiana	33	40,727	33.9	1,344,000
Iowa	11	58,182	33.9	640,000
Kansas	14	47,143	26.2	660,000
Kentucky	24	35,500	20.8	852,000
Louisiana	27	35,000	20.1	945,000
Maine	9	52,111	34.8	469,000
Maryland	32	51,500	34.4	1,648,000
Massachusetts	33	60,030	29.5	1,981,000
Michigan	54	63,667	24.1	3,438,000
Minnesota	24	57,875	25.0	1,389,000
Mississippi	15	38,800	23.0	582,000
Missouri	32	43,406	22.0	1,389,000
Montana	6	42,167	23.3	253,000
Nebraska	10	41,000	26.3	410,000
Nevada	8	61,125	23.1	489,000
New Hampshire	8	54,625	34.1	437,000
New Jersey	40	51,825	18.6	2,073,000
New Mexico	12	39,833	26.2	478,000
New York	89	66,899	26.4	5,954,000
North Carolina	46	38,565	21.4	1,774,000
North Dakota	3	44,667	24.6	134,000
Ohio	70	53,200	23.4	3,724,000

(continued)

**Appendix IV
Fiscal Year 1997 DVOP Positions, Cost per
Position, Administration and Support
Percentage, and Initial Grant Award**

State	DVOP positions	Cost per DVOP position	DVOP administration and support (percent)	DVOP initial grant award
Oklahoma	22	46,182	24.8	1,016,000
Oregon	22	50,273	24.9	1,106,000
Pennsylvania	66	50,803	21.7	3,353,000
Puerto Rico	9	24,222	23.4	218,000
Rhode Island	6	55,500	23.7	333,000
South Carolina	27	35,926	21.0	970,000
South Dakota	4	41,500	27.7	166,000
Tennessee	32	37,000	22.5	1,184,000
Texas	103	43,883	18.6	4,520,000
Utah	8	48,625	27.8	389,000
Vermont	4	45,000	20.6	180,000
Virginia	52	43,231	26.2	2,248,000
Virgin Islands	N/A	N/A	N/A	N/A
Washington	44	60,500	26.4	2,662,000
West Virginia	12	31,000	21.5	372,000
Wisconsin	27	65,667	35.1	1,773,000
Wyoming	3	42,667	21.9	128,000
National total	1,566			\$80,541,000
National average		\$51,431	25.3	

Notes: Fiscal year 1997 DVOP positions, cost per position, and administration and support percentages are projected numbers.

N/A = not applicable.

Source: VETS.

Statutory Formula for LVER Staff Positions and Statutory Positions for Fiscal Year 1997

The following is an example of the LVER formula calculation for the state of Minnesota for fiscal year 1997. Minnesota had 31 LVER positions as of January 1, 1987. In addition, VETS data showed that Minnesota had

- a total of 462,000 veterans residing in the state compared with 26,202,696 veterans residing in the United States ($462,000/26,202,696 = 1.76$ percent),
- a total of 35,357 veterans who registered for assistance compared with 2,299,303 veterans who registered in the United States ($35,357/2,299,303 = 1.54$ percent), and
- 21 full-service local employment services offices compared with 1,920 full-service employment services offices in the United States ($21/1,920 = 1.10$ percent).

To continue the calculation, VETS adds the three percentages ($1.76 + 1.54 + 1.10 = 4.40$), then divides by 3 ($4.40/3 = 1.47$). VETS then applies 1.47 to the 161 positions, which would give Minnesota an additional 2 positions ($161 \times .0147 = 2$). To complete the calculation, VETS takes the number of positions Minnesota had on board as of January 1, 1987, plus 1, then adds in the 2 additional positions resulting from the percentage calculations ($31 + 1 = 32 + 2 = 34$), giving Minnesota 34 formula-level LVER positions for fiscal year 1997.

Table V.1: Statutory LVER Positions for Fiscal Year 1997

State	LVER staffing as of Jan. 1, 1987	Plus one	Total veteran population	Total full-service job service offices	Total veterans registered	1997 LVER staff authorized
Alabama	22.7	23.7	427,000	39	49,322	27
Alaska	9.1	10.1	65,000	19	14,182	11
Arizona	19.0	20.0	459,000	31	37,737	23
Arkansas	25.0	26.0	258,000	26	31,362	28
California	108.7	109.7	2,818,000	85	137,842	121
Colorado	17.4	18.4	385,000	20	40,108	21
Connecticut	18.5	19.5	339,000	18	23,754	21
Delaware	2.5	3.5	78,000	4	6,589	4
District of Columbia	6.0	7.0	50,000	4	6,014	7
Florida	60.5	61.5	1,709,000	66	155,055	70
Georgia	27.9	28.9	685,000	45	86,317	34
Hawaii	5.7	6.7	116,000	8	11,295	7
Idaho	13.7	14.7	112,000	24	15,799	16
Illinois	51.0	52.0	1,074,000	55	87,997	58
Indiana	41.7	42.7	593,000	35	52,428	46

(continued)

**Appendix V
Statutory Formula for LVER Staff Positions
and Statutory Positions for Fiscal Year 1997**

State	LVER staffing as of Jan. 1, 1987	Plus one	Total veteran population	Total full-service job service offices	Total veterans registered	1997 LVER staff authorized
Iowa	24.0	25.0	291,000	57	25,251	28
Kansas	23.0	24.0	263,000	24	23,059	26
Kentucky	22.3	23.3	367,000	27	50,387	26
Louisiana	20.1	21.1	378,000	31	40,606	24
Maine	8.4	9.4	153,000	12	18,794	11
Maryland	16.3	17.3	530,000	28	31,524	20
Massachusetts	24.2	25.2	594,000	37	22,148	28
Michigan	47.1	48.1	949,000	53	95,044	54
Minnesota	31.0	32.0	462,000	21	35,357	34
Mississippi	23.1	24.1	233,000	38	26,739	26
Missouri	39.5	40.5	586,000	40	71,493	45
Montana	11.5	12.5	95,000	23	13,375	14
Nebraska	12.3	13.3	168,000	20	15,393	14
Nevada	8.8	9.8	186,000	10	20,508	11
New Hampshire	8.1	9.1	135,000	13	8,535	10
New Jersey	21.5	22.5	741,000	24	29,951	25
New Mexico	13.9	14.9	172,000	20	20,420	16
New York	68.8	69.8	1,538,000	82	95,848	77
North Carolina	48.8	49.8	711,000	60	83,063	55
North Dakota	9.0	10.0	59,000	18	7,303	11
Ohio	65.7	66.7	1,188,000	65	88,963	73
Oklahoma	33.6	34.6	350,000	39	39,226	37
Oregon	23.5	24.5	371,000	28	48,656	27
Pennsylvania	68.4	69.4	1,363,000	78	88,475	76
Puerto Rico	7.0	8.0	130,874	16	8,281	9
Rhode Island	5.1	6.1	109,000	9	8,188	7
South Carolina	23.4	24.4	380,000	37	49,702	27
South Dakota	7.8	8.8	74,000	16	8,451	10
Tennessee	27.5	28.5	516,000	73	46,588	33
Texas	87.3	88.3	1,647,000	281	172,060	103
Utah	9.1	10.1	138,000	24	16,771	11
Vermont	6.9	7.9	62,000	12	7,491	9
Virginia	26.4	27.4	705,000	40	74,698	32
Virgin Islands	1.0	2.0	4,822	2	714	2
Washington	27.2	28.2	631,000	28	66,463	32
West Virginia	15.3	16.3	199,000	17	26,463	18
Wisconsin	29.9	30.9	507,000	26	46,992	34

(continued)

Appendix V
Statutory Formula for LVER Staff Positions
and Statutory Positions for Fiscal Year 1997

State	LVER staffing as of Jan. 1, 1987	Plus one	Total veteran population	Total full-service job service offices	Total veterans registered	1997 LVER staff authorized
Wyoming	9.4	10.4	48,000	12	10,522	11
National total	1,385.6	1,438.6	26,202,696	1,920	2,299,303	1,600

Note: The numbers used for total veteran population, total full-service job service offices, and total veterans registered are the most recent data available at the time VETS calculated the number of statutory positions.

Source: VETS.

Fiscal Year 1997 LVER Positions, Cost per Position, Administration and Support Percentage, and Initial Grant Award

State	LVER positions	Cost per LVER position	LVER administration and support (percent)	LVER initial grant award
Alabama	23.0	\$51,609	22.0	\$1,187,000
Alaska	10.5	69,619	24.2	731,000
Arizona	19.0	44,789	33.3	851,000
Arkansas	21.5	48,977	25.5	1,053,000
California	100.5	67,184	23.7	6,752,000
Colorado	17.0	77,235	22.2	1,313,000
Connecticut	16.0	75,813	24.8	1,213,000
Delaware	4.0	48,000	24.5	192,000
District of Columbia	6.5	65,385	30.1	425,000
Florida	57.0	46,439	24.8	2,647,000
Georgia	28.0	49,250	26.4	1,379,000
Hawaii	8.0	66,500	25.0	532,000
Idaho	14.5	47,862	23.9	694,000
Illinois	49.0	70,204	28.5	3,440,000
Indiana	41.0	46,366	27.9	1,901,000
Iowa	21.0	56,190	30.3	1,180,000
Kansas	22.0	42,136	27.9	927,000
Kentucky	25.5	34,941	21.1	891,000
Louisiana	23.0	29,174	13.4	671,000
Maine	9.0	54,444	28.0	490,000
Maryland	17.0	59,588	31.2	1,013,000
Massachusetts	23.5	60,468	28.0	1,421,000
Michigan	45.0	71,756	26.4	3,229,000
Minnesota	27.0	61,259	25.0	1,654,000
Mississippi	24.0	43,292	21.2	1,039,000
Missouri	36.0	44,306	22.1	1,595,000
Montana	11.5	46,435	29.4	534,000
Nebraska	13.5	42,444	25.3	573,000
Nevada	8.0	60,875	18.7	487,000
New Hampshire	8.0	58,875	31.2	471,000
New Jersey	22.0	58,636	18.0	1,290,000
New Mexico	14.5	45,172	23.8	655,000
New York	71.0	67,211	27.0	4,772,000
North Carolina	46.0	48,870	22.2	2,248,000
North Dakota	9.0	52,778	26.5	475,000
Ohio	63.0	53,190	22.1	3,351,000

(continued)

**Appendix VI
Fiscal Year 1997 LVER Positions, Cost per
Position, Administration and Support
Percentage, and Initial Grant Award**

State	LVER positions	Cost per LVER position	LVER administration and support (percent)	LVER initial grant award
Oklahoma	31.5	47,619	25.6	1,500,000
Oregon	23.0	53,174	25.3	1,223,000
Pennsylvania	55.0	61,491	19.6	3,382,000
Puerto Rico	8.0	26,625	15.6	205,000
Rhode Island	6.0	51,667	24.2	310,000
South Carolina	25.0	42,800	21.8	1,070,000
South Dakota	9.0	33,889	23.0	305,000
Tennessee	29.5	42,034	20.0	1,240,000
Texas	77.0	51,351	18.9	3,954,000
Utah	11.0	58,091	19.9	639,000
Vermont	7.5	50,667	20.8	380,000
Virginia	28.0	48,393	24.2	1,355,000
Virgin Islands	2.0	48,000	17.7	96,000
Washington	28.0	68,964	24.3	1,931,000
West Virginia	15.0	34,733	20.7	521,000
Wisconsin	27.0	71,148	33.5	1,921,000
Wyoming	10.0	43,900	23.9	439,000
National total	1,347.5			\$73,747,000
National average		\$54,729	24.4	

Note: Fiscal year 1997 LVER positions, cost per position, and administration and support percentages are projected numbers.

Source: VETS.

Program Year 1995 Applicants and Veterans' Performance Standards

Table VII.1: Number of Applicants for Program Year 1995

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans	Special disabled veterans
Alabama	319,026	45,540	15,330	3,700	1,438
Alaska	66,679	13,105	5,881	1,318	644
Arizona	248,732	36,434	15,398	2,232	817
Arkansas	193,478	28,788	10,228	2,350	1,242
California	748,043	127,425	52,404	11,032	4,772
Colorado	175,729	37,404	14,474	3,020	1,068
Connecticut	158,854	21,677	9,345	968	367
Delaware	37,026	6,372	2,201	360	112
District of Columbia	45,962	5,617	2,089	282	125
Florida	864,942	127,167	49,393	9,036	4,110
Georgia	511,678	80,967	24,218	3,015	1,445
Hawaii	54,194	10,932	4,006	1,020	463
Idaho	93,486	14,709	5,806	1,293	416
Illinois	490,582	87,896	29,171	3,694	1,345
Indiana	230,638	48,003	16,821	2,726	978
Iowa	181,074	23,295	8,145	1,266	524
Kansas	126,252	21,978	7,445	1,370	403
Kentucky	274,558	47,499	16,161	3,135	937
Louisiana	232,537	38,000	13,466	2,378	826
Maine	104,208	17,638	8,749	1,665	467
Maryland	209,158	31,821	9,409	2,151	806
Massachusetts	137,055	17,649	7,120	1,458	519
Michigan	482,927	80,497	28,277	4,494	1,251
Minnesota	160,837	32,819	13,452	1,690	524
Mississippi	219,631	26,662	8,383	1,524	615
Missouri	472,086	65,228	24,890	5,327	1,843
Montana	67,446	12,988	5,226	918	355
Nebraska	73,411	14,233	5,127	947	387
Nevada	71,239	18,181	8,105	1,003	386
New Hampshire	35,512	7,661	3,156	866	343
New Jersey	279,978	27,914	10,452	1,949	574
New Mexico	102,006	17,733	6,517	1,192	438
New York	812,271	96,793	32,418	5,547	2,065
North Carolina	570,769	81,796	27,846	6,141	2,702
North Dakota	57,240	7,148	2,650	634	232

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans	Special disabled veterans
Ohio	491,632	126,816	48,320	12,450	6,808
Oklahoma	180,882	35,684	14,498	2,782	1,292
Oregon	286,325	47,630	20,495	2,934	1,318
Pennsylvania	440,407	86,265	32,054	5,098	1,728
Puerto Rico	184,682	7,170	2,294	652	208
Rhode Island	43,588	6,876	2,625	488	181
South Carolina	307,404	48,785	18,253	3,292	1,301
South Dakota	61,963	8,078	2,873	670	217
Tennessee	296,265	41,696	15,004	3,442	1,956
Texas	1,403,723	157,590	69,764	8,837	2,828
Utah	160,212	17,039	6,807	1,145	390
Vermont	52,544	6,850	2,773	269	106
Virginia	314,079	67,223	22,970	6,103	2,020
Virgin Islands	17,706	504	194	20	13
Washington	357,782	62,544	25,147	4,332	1,558
West Virginia	130,284	25,428	10,168	1,547	474
Wisconsin	270,049	43,358	15,102	4,105	1,365
Wyoming	63,839	9,917	4,129	578	179

Source: VETS.

Table VII.2: Percentage Placed/Obtaining Employment for Program Year 1995

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Alabama	20.49	35.70	34.30	38.32
Alaska	17.61	23.01	22.83	29.96
Arizona	12.96	19.05	18.59	21.50
Arkansas	16.87	33.08	31.99	36.89
California	13.16	19.20	18.99	21.40
Colorado	14.65	22.87	22.99	21.99
Connecticut	7.69	19.72	20.56	23.04
Delaware	6.51	11.72	12.31	15.83
District of Columbia	5.62	7.41	8.38	9.57
Florida	13.81	22.28	21.60	30.73
Georgia	14.34	25.86	25.63	33.10
Hawaii	5.93	14.40	15.25	15.59
Idaho	19.13	35.59	35.10	37.05

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Illinois	10.52	26.24	24.47	32.30
Indiana	8.55	16.19	14.95	17.98
Iowa	29.58	46.44	44.86	48.34
Kansas	24.84	32.05	31.65	38.32
Kentucky	17.39	28.12	26.55	31.74
Louisiana	9.15	17.14	16.29	20.69
Maine	9.69	15.29	14.62	21.62
Maryland	12.00	23.88	24.57	27.34
Massachusetts	10.71	25.50	25.59	30.11
Michigan	8.37	11.34	11.14	13.57
Minnesota	12.53	23.18	22.88	23.25
Mississippi	39.30	30.99	30.90	34.45
Missouri	14.68	26.14	23.21	27.31
Montana	20.01	32.92	31.73	41.61
Nebraska	18.44	26.23	24.48	25.87
Nevada	18.93	21.45	22.63	23.33
New Hampshire	12.15	30.90	32.03	33.49
New Jersey	19.41	33.71	33.60	35.66
New Mexico	13.24	20.69	20.99	22.65
New York	7.33	17.66	18.77	23.40
North Carolina	23.51	37.11	37.09	41.62
North Dakota	26.21	37.69	36.15	45.11
Ohio	9.46	16.34	15.50	19.30
Oklahoma	25.38	40.57	39.94	45.25
Oregon	17.1	29.5	27.9	36.5
Pennsylvania	12.90	20.41	18.88	26.28
Puerto Rico	9.55	18.35	19.62	20.25
Rhode Island	3.38	7.68	8.65	11.68
South Carolina	15.77	27.96	26.36	30.83
South Dakota	27.05	40.22	39.44	44.03
Tennessee	10.55	19.46	17.68	24.11
Texas	17.28	32.68	31.70	40.15
Utah	36.63	47.93	47.48	53.45
Vermont	12.95	19.42	18.90	27.88
Virginia	7.66	13.71	13.02	13.70
Virgin Islands	10.87	21.83	23.71	45.00
Washington	16.57	23.62	23.17	29.34
West Virginia	9.17	14.54	12.80	17.71

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Wisconsin	28.91	37.71	35.63	39.42
Wyoming	18.51	25.40	24.32	28.37

Note: Numbers in bold indicate areas where states failed to meet their performance standards.

Source: VETS.

Table VII.3: Percentage of Federal Contractor Job Listing Placements

State	Nonveterans	Vietnam-era veterans	Special disabled veterans
Alabama	4.01	6.74	8.07
Alaska	0.70	1.17	1.86
Arizona	1.48	1.78	2.81
Arkansas	3.50	6.41	12.30
California	2.94	3.65	4.38
Colorado	0.82	1.08	1.87
Connecticut	0.05	0.35	1.09
Delaware	1.18	2.00	3.57
District of Columbia	0.04	0.10	1.60
Florida	1.83	2.86	5.11
Georgia	1.76	3.54	6.50
Hawaii	0.35	0.77	1.51
Idaho	2.96	4.94	6.97
Illinois	0.49	1.43	4.39
Indiana	2.39	3.61	4.19
Iowa	3.93	5.37	6.49
Kansas	2.38	3.05	4.22
Kentucky	0.79	1.95	3.42
Louisiana	0.27	0.53	1.09
Maine	0.89	1.96	2.41
Maryland	0.62	1.68	3.23
Massachusetts	0.41	0.77	1.35
Michigan	0.24	0.30	0.64
Minnesota	0.02	0.06	0.38
Mississippi	0.70	1.50	2.28
Missouri	0.52	0.82	0.65
Montana	1.29	3.33	8.45
Nebraska	4.00	4.37	3.36

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Vietnam-era veterans	Special disabled veterans
Nevada	0.15	0.33	0.26
New Hampshire	0.42	2.03	4.66
New Jersey	0.06	0.33	0.70
New Mexico	0.27	0.90	2.51
New York	0.20	0.59	1.21
North Carolina	3.40	7.61	12.29
North Dakota	2.51	5.17	5.60
Ohio	1.40	1.91	2.70
Oklahoma	2.66	5.71	11.08
Oregon	1.3	2.0	3.4
Pennsylvania	2.55	3.62	5.96
Puerto Rico	0.53	1.79	2.40
Rhode Island	0	Not tested	Not tested
South Carolina	2.88	4.36	6.69
South Dakota	0.20	2.30	9.22
Tennessee	1.62	4.49	9.48
Texas	1.17	3.25	5.87
Utah	0.78	1.76	6.15
Vermont	0	Not tested	Not tested
Virginia	1.06	1.89	2.33
Virgin Islands	0	Not tested	Not tested
Washington	0.44	1.17	3.34
West Virginia	1.56	1.82	2.32
Wisconsin	1.49	2.57	3.81
Wyoming	0.72	0.94	0.56

Note: Numbers in bold indicate areas where states failed to meet their performance standards.

Source: VETS.

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

Table VII.4: Percentage Counseled in Program Year 1995

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Alabama	0.15	0.73	0.89	2.57
Alaska	2.97	3.58	3.75	4.70
Arizona	1.28	2.40	2.76	5.10
Arkansas	0.09	0.88	0.99	1.74
California	0.26	2.11	2.25	4.50
Colorado	4.19	13.50	14.05	19.14
Connecticut	2.07	5.25	6.60	11.05
Delaware	2.29	12.46	11.09	17.78
District of Columbia	31.21	54.58	54.76	67.73
Florida	1.80	3.09	3.63	5.29
Georgia	8.39	15.82	20.39	31.14
Hawaii	1.04	4.32	5.54	18.33
Idaho	0.57	3.32	3.36	11.52
Illinois	0.10	1.93	2.49	7.42
Indiana	0.96	1.81	1.94	4.59
Iowa	1.21	10.98	12.69	35.07
Kansas	3.81	16.74	20.93	37.45
Kentucky	5.10	10.54	13.04	15.37
Louisiana	0.39	2.95	3.48	6.56
Maine	0.60	2.62	3.62	3.96
Maryland	51.61	81.40	85.73	87.26
Massachusetts	4.60	15.20	17.87	16.12
Michigan	3.26	4.54	5.02	7.21
Minnesota	0.64	0.90	1.05	1.72
Mississippi	2.16	3.79	4.35	7.48
Missouri	1.43	2.60	3.06	4.45
Montana	2.80	15.83	17.49	40.09
Nebraska	5.02	8.67	8.80	11.93
Nevada	2.87	4.09	4.33	5.88
New Hampshire	5.32	7.40	8.62	9.12
New Jersey	11.43	18.78	20.11	24.63
New Mexico	1.83	3.47	3.80	3.52
New York	6.65	11.34	12.79	14.15
North Carolina	1.59	4.35	5.58	8.53
North Dakota	1.79	6.46	8.19	17.82
Ohio	0.34	0.70	0.76	1.04

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Oklahoma	0.20	2.09	2.44	8.95
Oregon	8.3	22.0	22.6	42.3
Pennsylvania	0.43	1.07	1.28	2.94
Puerto Rico	4.86	11.30	11.64	17.33
Rhode Island	4.72	31.30	32.66	42.01
South Carolina	0.20	1.16	1.05	2.22
South Dakota	3.32	7.13	8.70	15.52
Tennessee	0.04	0.66	0.65	3.98
Texas	2.12	10.37	10.76	25.10
Utah	6.09	12.62	14.16	36.59
Vermont	2.50	3.64	4.83	6.69
Virginia	0.07	1.95	2.32	3.88
Virgin Islands	0	Not tested	Not tested	Not tested
Washington	3.50	9.09	9.63	19.02
West Virginia	5.62	7.76	9.02	10.54
Wisconsin	0.96	1.98	2.33	3.07
Wyoming	2.33	4.79	4.87	14.53

Source: VETS.

Table VII.5: Percentage Placed in Training in Program Year 1995

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Alabama	0.01	0.05	0.04	0.08
Alaska	0.15	1.57	0.98	0.98
Arizona	0.10	0.23	0.22	0.80
Arkansas	0.00	0.04	0.03	0.09
California	0.26	0.61	0.78	0.76
Colorado	0.32	1.18	1.39	2.35
Connecticut	0.33	0.92	1.21	1.34
Delaware	0.77	1.55	2.00	5.83
District of Columbia	2.17	Not tested	Not tested	Not tested
Florida	0.12	0.88	0.83	2.29
Georgia	0.01	0.41	0.40	0.96
Hawaii	1.03	1.64	2.45	0.98
Idaho	0.23	1.56	1.19	4.87
Illinois	0.08	1.35	1.33	3.90

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Indiana	0.60	0.77	0.95	1.83
Iowa	0.66	2.84	3.39	10.11
Kansas	0.30	0.75	0.70	2.55
Kentucky	0.75	2.18	2.18	3.99
Louisiana	0.07	0.38	0.36	0.76
Maine	0.72	2.05	2.76	7.57
Maryland	0.90	1.66	1.90	3.02
Massachusetts	1.84	4.03	4.51	7.54
Michigan	0.13	0.25	0.25	0.36
Minnesota	0.15	0.48	0.48	0.95
Mississippi	1.66	3.43	4.64	5.32
Missouri	0.37	1.77	1.13	2.53
Montana	0.07	0.73	0.61	2.07
Nebraska	0.04	0.27	0.31	0.95
Nevada	2.73	3.25	2.50	0.70
New Hampshire	0.51	1.02	0.82	2.31
New Jersey	2.52	4.11	4.27	5.64
New Mexico	0.97	1.11	1.25	1.01
New York	0.52	1.37	1.67	3.49
North Carolina	0.35	1.42	1.35	3.34
North Dakota	0.30	1.39	1.28	3.79
Ohio	0.07	0.33	0.27	0.58
Oklahoma	0.87	3.74	3.65	7.62
Oregon	0.4	0.8	0.9	2.4
Pennsylvania	0.51	1.42	1.49	5.88
Puerto Rico	0.35	2.55	2.79	1.99
Rhode Island	0.35	1.09	1.11	1.23
South Carolina	0.61	Not tested	Not tested	Not tested
South Dakota	0.37	0.88	1.32	3.58
Tennessee	0.16	1.29	1.07	3.28
Texas	0.30	0.51	0.65	0.92
Utah	0.15	0.33	0.22	0.61
Vermont	1.97	2.61	2.85	5.95
Virginia	0.03	0.15	0.23	0.23
Virgin Islands	1.04	0.20	0	Not tested
Washington	6.93	2.19	1.90	3.99
West Virginia	2.22	2.15	2.66	2.46

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Wisconsin	0.31	0.32	0.35	0.42
Wyoming	1.21	1.78	2.45	3.11

Note: Numbers in bold indicate areas where states failed to meet their performance standards.

Source: VETS.

Table VII.6: Percentage Receiving Reportable Services in Program Year 1995

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Alabama	76.08	94.86	94.60	96.21
Alaska	46.47	68.40	65.89	78.90
Arizona	60.00	86.78	87.16	92.47
Arkansas	88.06	98.04	98.03	99.49
California	45.47	71.35	72.11	77.24
Colorado	73.83	86.75	87.44	85.50
Connecticut	61.89	88.55	89.57	90.50
Delaware	33.44	58.73	58.16	71.94
District of Columbia	42.94	67.67	69.32	77.31
Florida	56.54	74.35	73.90	81.91
Georgia	56.16	91.22	91.39	95.85
Hawaii	65.74	86.73	94.01	89.41
Idaho	73.51	94.08	94.44	97.60
Illinois	33.16	83.94	83.98	91.26
Indiana	67.74	77.95	77.95	81.69
Iowa	89.39	97.67	97.39	98.89
Kansas	75.24	92.05	91.20	92.48
Kentucky	72.47	90.83	91.73	96.14
Louisiana	52.20	76.21	75.46	82.72
Maine	54.25	79.83	78.98	91.29
Maryland	67.76	91.93	93.88	95.49
Massachusetts	62.97	91.27	91.80	95.82
Michigan	58.03	73.97	74.40	78.59
Minnesota	53.70	83.53	83.65	86.21
Mississippi	61.89	79.96	80.26	84.84
Missouri	56.63	81.19	79.44	81.72
Montana	68.83	92.68	92.92	94.66
Nebraska	Not tested	Not tested	Not tested	Not tested

(continued)

**Appendix VII
Program Year 1995 Applicants and Veterans'
Performance Standards**

State	Nonveterans	Veterans	Vietnam-era veterans	Disabled veterans
Nevada	73.30	88.34	88.40	92.32
New Hampshire	69.93	95.52	95.63	96.88
New Jersey	80.03	97.40	97.50	98.26
New Mexico	74.44	77.65	77.89	81.12
New York	45.29	76.23	79.16	86.20
North Carolina	78.19	96.26	95.99	97.77
North Dakota	88.85	99.89	100.38	100.47
Ohio	72.40	98.77^a	101.65	107.05^a
Oklahoma	75.43	96.70	96.97	98.41
Oregon	52.3	68.7	67.8	85.1
Pennsylvania	65.16	80.41	80.29	85.46
Puerto Rico	41.87	69.34	71.58	75.46
Rhode Island	20.71	52.41	53.89	61.48
South Carolina	67.11	86.80	85.51	91.10
South Dakota	75.91	98.51	98.43	99.55
Tennessee	50.35	89.88	85.83	94.16
Texas	64.05	94.91	96.25	97.29
Utah	88.62	96.23	95.95	97.21
Vermont	51.53	63.31	63.04	78.81
Virginia	48.13	74.54	74.48	77.29
Virgin Islands	61.21	100.00	100.00	100.00
Washington	54.72	72.54	73.14	81.72
West Virginia	56.62	75.16	73.92	82.22
Wisconsin	67.64	77.87	77.47	80.71
Wyoming	71.92	97.93	97.89	99.13

Note: Numbers in bold indicate areas where states failed to meet their performance standards.

^aStandard exceeded 100 percent.

Source: VETS.

DVOP and LVER Starting and Full-Performance Salaries

State	DVOP starting salary	DVOP full-performance salary	LVER starting salary	LVER full-performance salary
Alabama	\$21,177	\$32,188	\$21,707	\$32,969
Alaska	30,156	32,184	30,156	32,184
Arizona	19,464	29,830	22,568	35,199
Arkansas	16,678	34,346	16,678	34,346
California	26,364	37,920	26,364	37,920
Colorado	30,438	46,128	30,438	56,061
Connecticut	27,560	43,873	27,560	43,873
Delaware	21,030	30,098	21,030	30,098
District of Columbia	21,128	42,406	25,104	48,089
Florida	19,635	32,142	20,812	34,194
Georgia	18,972	36,618	18,972	36,618
Hawaii	30,084	39,624	32,544	46,356
Idaho	22,360	36,982	22,360	36,982
Illinois	23,604	33,216	27,144	38,784
Indiana	18,148	27,274	20,332	30,368
Iowa	22,464	31,740	22,464	31,740
Kansas	22,776	32,040	22,776	32,040
Kentucky	16,262	32,940	16,262	32,940
Louisiana	15,768	28,164	15,768	28,164
Maine	20,654	27,456	21,320	28,554
Maryland	22,004	28,642	23,624	33,229
Massachusetts	24,550	31,833	24,550	31,833
Michigan	24,502	31,824	27,019	35,422
Minnesota	25,996	37,415	25,996	41,635
Mississippi	20,746	31,057	20,746	31,057
Missouri	19,596	27,612	19,596	27,612
Montana	21,058	32,523	21,058	32,523
Nebraska	22,257	31,158	22,257	31,158
Nevada	23,157	31,016	25,133	33,794
New Hampshire	21,762	25,662	23,653	27,924
New Jersey	25,940	36,328	31,531	44,154
New Mexico	17,089	25,284	21,166	29,836
New York	26,827	41,764	26,827	41,764
North Carolina	20,967	33,687	20,967	40,304
North Dakota	20,856	33,144	22,920	36,312
Ohio	25,875	32,656	25,875	32,656

(continued)

**Appendix VIII
DVOP and LVER Starting and
Full-Performance Salaries**

State	DVOP starting salary	DVOP full-performance salary	LVER starting salary	LVER full-performance salary
Oklahoma	20,776	29,888	22,718	32,025
Oregon	22,428	29,832	22,428	29,832
Pennsylvania	23,981	36,127	27,130	41,252
Puerto Rico	13,008	14,928	13,780	17,244
Rhode Island	24,277	27,156	24,277	27,156
South Carolina	20,831	35,629	20,831	43,352
South Dakota	18,928	23,650	18,928	23,650
Tennessee	16,752	28,656	16,752	29,952
Texas	19,344	29,628	23,532	31,656
Utah	20,462	34,268	20,462	44,954
Vermont	22,530	35,600	22,530	35,600
Virginia	20,976	32,027	20,976	32,027
Virgin Islands	N/A	N/A	28,000	35,428
Washington	27,384	34,860	31,608	40,440
West Virginia	16,116	26,256	17,256	28,104
Wisconsin	22,258	33,888	22,258	36,905
Wyoming	18,060	28,872	20,292	32,880
National average	\$21,846	\$32,308	\$23,001	\$34,739

Note: N/A = not applicable.

Source: Salary data were obtained from December 1996 and January 1997 telephone interviews with state VETS directors.

Content Analysis of DVOP and LVER Survey Comments

In responding to our mail survey, 58.5 percent of DVOP specialists and 52.6 percent of LVER staff added comments on the final page of the survey. To accurately represent those veterans who made comments, a 25-percent random sample of the 1,513 surveys with comments was analyzed. Comments on each of the 378 surveys were coded, and the resulting 670 comments were categorized according to their content. Over 51 percent of the 378 sampled surveys were completed by DVOP specialists, while the remaining sample surveys represented LVER staff responses.

Analysis of the comments indicated an interest in maintaining veterans' employment services delivered by DVOP and LVER staff. In general, the response rate illustrated that many DVOP and LVER staff have concerns about and frustrations with the current quality of the employment programs. Although some DVOP and LVER staff used the comments section to praise the current programs, the majority suggested that the programs lacked resources or should be revised to enhance services to veterans.

The comments were placed in initial categories on the basis of their content. These categories, ordered according to relative frequency, are listed in table IX.1. The comment categories are discussed in detail in the text following the table.

**Appendix IX
Content Analysis of DVOP and LVER Survey
Comments**

Table IX.1: Major Categories of Comments Analyzed

Category	No.	%
1. Not enough resources (including staff, funding, privacy, time)	106	28.0
2. Description of responsibilities (generally or specifically whether nonveterans should be served by DVOP and LVER staff)	98	25.9
3. Performance standards (difficult to meet, revision needed, or need better monitoring by state managers)	70	18.5
4. Protect veterans' services	65	17.2
5. Up-to-date computer technology and training needed	61	16.1
6. Management interference within the local office	47	12.4
7. Comments regarding the National Veterans' Training Institute	31	8.2
8. Comments about the Transition Assistance Program (TAP), VR&C duties, or that VR&C coordination with DVOP program is lacking	31	8.2
9. Change in employment services and changes to one-stop career centers	28	7.4
10. Promote federalizing of DVOP and LVER programs	23	6.1
11. Lack of veteran-friendly environment in local office	23	6.1
12. Concern about low or unequal DVOP/LVER pay between states	19	5.0
13. Changes needed in title 38 hiring preference or requirements for DVOP/LVER staff	5	1.3
14. Other comments	63	16.7

Not Enough Resources

Among the 378 total respondents, the most frequently cited comment was “not enough resources.” About 28 percent of DVOP and LVER staff believed that they lacked the resources necessary to properly assist veterans in finding employment. The following quotation illustrates the tenor of many of the comments in this category:

“The Law states that the DVOP staff is supposed to be in addition to the regular staff and not to supplant it. However, the state has reduced regular interviewer staff. As a result, everything that can be legally pushed off on the LVER/DVOP is. We have so many collateral functions, especially job order and employer visits, not for specific veterans but general job orders, many of which do not pay enough for most of our clients. We spend so much time that we do not have adequate time to help those veterans who need us.”

Concerns about funding shortages indicated that respondents were concerned about the future of their own positions if the LVER and DVOP programs continue to experience staffing cuts. For example:

“[There is] too much job insecurity in the DVOP/LVER grant program. [We are] losing some outstanding veteran representatives due to civil service restrictions and seniority.”

In addition to concerns about funding and staff shortages, respondents expressed concerns about the lack of privacy when meeting with clients about personal issues relating to their disabilities, as well as the limited time with each client also resulting from staff shortages.

Description of Responsibilities

Nearly 26 percent (98) of DVOP and LVER staff commented in more detail about their general job responsibilities. In describing their responsibilities, however, 30 percent of these 98 respondents described how they provide employment services to nonveterans, despite the regulations outlined in title 38. As the following respondent explained:

“Use of DVOP/LVER for nonveteran related functions (i.e. providing services to nonveterans, use as receptionist, and other administrative functions) detracts from [our] primary role.”

Others commented about their general duties:

“Vet staff duties include, but are not limited to: intake, assessment, career counseling, outreach, radio show[s] . . . , job fairs, [involvement in] 4-5 committee[s] . . . , resource center assignment of 8 hours per week each (16 of 37.5 hour work week is manned by veteran staff).”

“This position outreaches to the indigent veteran population in this community through weekly visits to the Coalition for the Homeless, Salvation Army Rehabilitation Center, etc.”

Management Interference Within the Local Office

Many DVOP and LVER staff believed they had no recourse in handling local office managers who failed to follow title 38 regulations, and 12.4 percent of the respondents discussed management interference within the local office:

“I would like the [state to] follow the rules under Title 38 Chapter 41 as it relates to the DVOPS and LVER programs. Emphasize that the DVOPS’ work with the disabled veterans “ONLY” and ensure the mainstream employment. We need a name of a person(s) to call when management refuses to follow the law as written Title 38 Chapter 41. This will stop the intimidation of management thinking they can treat and use DVOPS and LVERS anyway they choose.”

Lack of Veteran-Friendly Environment in Local Office

A small percentage, 6.1, of DVOP and LVER staff described the antiveteran sentiment in their local offices by staff or managers. Because DVOP and LVER staff fall under the jurisdiction of employment service supervisors, many were told that the office as a whole comes first:

“Recently, when incorrect procedures were identified in veteran referral [by non-DVOP or LVER staff], the manager stated that the[se] staff should take care of her nonvet staff. If any questions arise, she immediately defends the nonvet staff and implies that the [DVOP and LVER] staff has an attitude problem. Also, she frequently states (relating to office procedures) that if it is not in writing, she does not have to justify it. The [DVOP and LVER] staff [are] caught in the middle.”

Promote Federalizing of DVOP and LVER Programs

Comments indicated that in many cases the DVOP and LVER staff are caught between the federal regulations and the state management’s enforcement, or lack thereof. Six percent of DVOP and LVER respondents believed that to solve many conflicts between state and federal jurisdictions, it would be best to place the DVOP and LVER staff entirely under federal control and supervision:

“I strongly feel that I should be able to perform as a DVOP without fear of reprisal. Therefore, the duties of the DVOP should be mandated by the Federal Government and not left up to the local office managers to dictate policy.”

Difficult state managers were not the only reason survey respondents believed that the DVOP and LVER programs should be federalized:

“. . . State control of a Federal [VETS] program, especially the vets job program, results in 50+ ways of doing the same job. Title 38 is meaningless when dumped into a state political quagmire. It gets diluted and receives varied support and enactment, depending on the political complexion of the state.”

Concern About Low or Unequal DVOP/LVER Pay Between States

Nineteen of the veterans’ comments (5 percent) concerned pay scales. Many DVOP and LVER staff believed that as employees following federal regulations, they deserved a federalized pay scale:

“If all LVERS/DVOPS were federalized, they would all be under one set of rules, a single chain of command, and much better relationship with the VA. Standardized pay scale would greatly help in retaining quality veteran employment representatives, instead of the “gap” of several thousands of dollars per year in pay from state to state.”

Other DVOP and LVER staff simply believed that low starting salaries and little growth potential undermined the program:

“The LVER/DVOPS in our office are both motivated professionals with college degrees (most nonvet staff have no college degree). We start at an annual salary which is \$6,000 a year lower than the average state per capita income.”

Performance Standards

Over 18 percent made comments pertaining to performance standards. Nearly 70 percent of these comments addressed the current performance standards and believed they needed revision or were too difficult to meet. The remaining 30 percent of the comments stated that the standards should be better monitored:

“I feel that close monitoring of activities performed by LVERS and DVOPS should be kept and that managers and supervisors be made aware of the duties of the representatives so that these representatives are able to perform the job that they are being paid to do.”

In this case, the comment suggests that state-level involvement will help enforce federal guidelines so that DVOP and LVER staff are able to work under the federal regulations without local interference.

Up-to-Date Computer Technology and Training

Others were concerned that their computer tracking systems were outdated or cumbersome. Sixty-one respondents (16.1 percent) stated that the current computer systems at their disposal made serving the veteran population difficult. The vast majority of comments concerned upgrading the current system or purchasing a system where none existed:

“Better computer capability would help our clients and staff. Laptops with reasonable applications software, remote access to the state system for use during outreach assignments and internet/PCs options might bring us into the 1990s in dealing with/for our clients.”

“I think that if we as DVOPS have computers so [we] could have more information at our fingertips, we could do our jobs better and be more useful to our vets that we serve. Such things: Internet, LMI, America’s Job Bank, [Microsoft] Word, and Windows.”

Other DVOP and LVER staff in less populous states often serve a large geographic area through outreach. When they leave the office, they do not currently have access to computers while they are outstationed:

“As a DVOP staffer, I feel I could better serve my veterans if I had access to a computer where I am outstationed at a veteran center. A number of my clients have to be referred to the local office because of nonaccess to a computer.”

Comments Regarding the National Veterans’ Training Institute

Of the 8.2 percent who made comments concerning the National Veterans’ Training Institute, over 80 percent were positive and cited the national training as essential to learning the duties of DVOP and LVER staff. Many DVOP and LVER staff who had not received the training asked to be sent to the National Veterans’ Training Institute because they had seen the benefits in their colleagues. Others believed that even more detailed institute training would be useful. The 20 percent in the minority who believed that the National Veterans’ Training Institute was not a good program often believed that their own state could have provided more state-specific training. Still others believed the training was not cost-efficient.

Comments About TAP, VR&C Duties, or VR&C Coordination With DVOP Program Lacking

About 8.2 percent of DVOP and LVER staff commented about TAP and VR&C; 70 percent of the comments were specific remarks about duties, while the other 30 percent cited a lack of coordination between the DVOP and VR&C programs. Many DVOP staff believed that the overlap between the two programs could be avoided:

“The coordination between VR&C and this office is almost nil. Of the eight (8) years I’ve been working in the vets program, about three times have I had a vet referred to me by VR&C, and all had already received job employment services . . . I’ve visited VR&C on four occasions and asked to have disabled and special disabled referred to me but, besides that, there’s no coordination between our offices. I’ve been to TAP training, but I haven’t given one TAP session.”

In commenting on their TAP and VR&C duties, most respondents praised the effectiveness of both programs:

“As I am deeply involved in both TAP and VR&C case management I feel both programs are invaluable to those I serve. The programs provide a quality product at a minimum cost, while at the same time helping put informed, productive workers into the labor pool, or directly into jobs with employers.”

“Through the TAP program, which is the first line information center for veterans, we tell our veterans to contact their local LVER or DVOP for information and assistance in finding out about veteran programs, employment, and financial assistance. We become an

information service, a tracking service, and, most important, the first step back to the mainstream of life for the disabled, or impaired, vet.”

Change in Employment Services and Changes to One-Stop Career Centers

Of the 28 respondents (7.4 percent) who commented about changes in employment services and the advent of one-stop career centers, about a third felt positively about the prospective changes, while two-thirds expressed anxiety. Those who expressed concern feared that veterans would not receive priority and would not continue to receive needed services:

“Being the only state to allow private industry bids for one-stop career centers, we are in turmoil to help vets and other clients. [We] can’t access job details for areas served by private one-stops. One-stop centers have become a political issue with total fragmentation of our system—the loser is the job hunting client. I cannot control this but see it as a major problem affecting the public and vets.”

Protect Veterans’ Services

In general, the comments on the LVER and DVOP questionnaire were highly favorable toward veterans. Over 17 percent of the respondents specifically discussed title 38 and provided testimonials about how important it is to continue providing veterans’ employment services.

“The LVER/DVOP Program is a key to the only help some veterans will receive, don’t throw away that key to that help. Fund the Employment Services and the LVER/DVOP Program as it should be and let us continue helping veterans and others as they should be helped.”

“Keep the DVER/DVOP-LVER vet employment representation program . . . it is one of the few cost-effective and successful programs in . . . government that actually works!”

“Veterans allow us to have rights, it’s important that we as a nation protect their rights.”

Tables Supporting Figures in Report Text

**Table X.1: Data for Figure 4—1997
Cost per DVOP Position**

Cost category	States
\$60,000+	Alaska, California, Colorado, Connecticut, Hawaii, Illinois, Massachusetts, Michigan, Nevada, New York, Washington, and Wisconsin
\$40,000-\$60,000	Alabama, Arkansas, Delaware, Georgia, Idaho, Indiana, Iowa, Kansas, Maine, Maryland, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Jersey, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Texas, Utah, Vermont, Virginia, and Wyoming
Under \$40,000	Arizona, Florida, Kentucky, Louisiana, Mississippi, New Mexico, North Carolina, South Carolina, Tennessee, and West Virginia

Note: Cost per position for District of Columbia is \$66,667; for Puerto Rico, \$24,222. There are no DVOP specialist positions in the Virgin Islands.

**Table X.2: Data for Figure 5—1997
DVOP Administrative and Support
Expenses**

Percentage of grant spent	Number of states
Under 20	4
20-24	24
25-29	16
30-34	7
35+	1

Note: Number of states does not total 53 because the Virgin Islands have no DVOP specialists.

**Table X.3: Data for Figure 6—1997
Cost per LVER Position**

Cost category	States
\$60,000+	Alaska, California, Colorado, Connecticut, Hawaii, Illinois, Massachusetts, Michigan, Minnesota, Nevada, New York, Pennsylvania, Washington, and Wisconsin
\$40,000-\$60,000	Alabama, Arizona, Arkansas, Delaware, Florida, Georgia, Idaho, Indiana, Iowa, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Utah, Vermont, Virginia, and Wyoming
Under \$40,000	Kentucky, Louisiana, South Dakota, and West Virginia

Note: Cost per LVER position for the District of Columbia is \$65,385; for Puerto Rico, \$26,625; for the Virgin Islands, \$48,000.

Appendix X
Tables Supporting Figures in Report Text

Table X.4: Data for Figure 7—1997 LVER Administrative and Support Expense

Percentage of grant spent	Number of states	
Under 20		8
20-24		24
25-29		15
30-34		6
35+		0

Table X.5: Data for Figure 8—Placement Rate for Nonveterans and Veterans

Percentage placed	Number of states	
	Nonveterans	Veterans
0-10	18	2
11-20	26	18
21-30	7	19
31-40	2	12
41-50	0	2

Table X.6: Data for Figure 9—DVOP and LVER Educational Requirements

Education requirement	Number of states	
	DVOP	LVER
None	15	12
High school diploma/GED	10	8
Some college or 2-year degree	4	3
4-year college degree	23	30

Note: Total for number of states with DVOP education requirement does not add to 53 because the Virgin Islands have no DVOP positions.

Table X.7: Data for Figure 10—DVOP and LVER Average Starting and Full-Performance Salaries

Salary	DVOP	LVER
Starting	\$21,846	\$23,001
Full performance	\$32,308	\$34,739

Table X.8: Data for Figure 11—DVOP and LVER Length of Military Service

Years of military service	DVOP	LVER
Up to 2 years	15	22
More than 2 to 4 years	23	29
More than 4 to 8 years	9	9
More than 8 to 12 years	4	5
More than 12 to 20 years	5	4
More than 20 years	44	31

**Appendix X
Tables Supporting Figures in Report Text**

Table X.9: Data for Figure 12—DVOP and LVER Decade Separated/Retired From Active Duty

Decade separated/retired	Percent	
	DVOP	LVER
1940s	Under 1 percent	1
1950s	2	5
1960s	19	24
1970s	33	40
1980s	25	22
1990s	21	10

Note: Numbers do not add to 100 because of rounding.

Table X.10: Data for Figure 13—Educational Attainment of DVOP and LVER Staff

Educational level	Percent	
	DVOP	LVER
High school diploma/GED	4	4
Some college or 2-year degree	46	39
4-year degree	27	34
Graduate school	23	22

Note: Numbers do not add to 100 because of rounding.

Table X.11: Data for Figure 14—Age of DVOP and LVER Staff

Age group	Percent	
	DVOP	LVER
40 and under	4	6
41-45	14	10
46-50	38	33
51-55	24	24
56-60	11	16
Over 60	10	11

Note: Numbers do not add to 100 because of rounding.

Table X.12: Data for Figure 15—DVOP Client Characteristics and Time Allocation

Client level	Percentage of	
	Clients served	Time spent
Level I	29	20
Level II	44	42
Level III	28	40

Note: Numbers do not add to 100 because of rounding.

Appendix X
Tables Supporting Figures in Report Text

Table X.13: Data for Figure 16—LVER Client Characteristics and Time Allocation

Client level	Percentage of	
	Clients served	Time spent
Level I	33	21
Level II	47	46
Level III	21	33

Note: Numbers do not add to 100 because of rounding.

Table X.14: Data for Figure 17—Percentage of DVOP and LVER Staff Assisting VR&C Clients

Percentage assisting	Number of states
0-50	6
50.1-60	11
60.1-70	15
70.1-80	8
80.1-90	9
90.1+	4

Table X.15: Data for Figure 18—Percentage of DVOP and LVER Staff Providing TAP Assistance

Percentage assisting	Number of states
0-7.5	9
7.6-15.0	16
15.1-22.5	8
22.6-30.0	11
30.1-37.5	7
37.6+	2

Comments From the Department of Labor

U.S. Department of Labor

**Assistant Secretary for
Veterans' Employment and Training
Washington, D.C. 20210**



SEP 9 1997

Ms. Carlotta Joyner
Director, Education and
Employment Issues
U.S. General Accounting Office
Washington, DC 20548

Dear Ms. Joyner:

We appreciate the opportunity to comment on the draft report, VETERANS' EMPLOYMENT AND TRAINING: Services Provided by Labor Department Programs, (GAO/HHES-97-201), which was forwarded for comment on August 28, 1997. We have only three substantive comments, which are as follows:

1. On page 10 of the draft report, at the end of the first paragraph, we suggest a change in wording to: "VETS must calculate each State's share of the appropriated grant funds based on a proportionate reduction."
2. On page 22 of the draft report, at the end of the first paragraph, we suggest eliminating the following language - "they might be placed 6 or 7 times a year." This may be true, but all the reports used for calculating baselines and achievements are based on individuals, not transactions. Multiple placements or entered employment instances would show only as one individual who was placed or obtained employment.
3. The footnote at the bottom of page 42 should use the word "appropriation" instead of allocation. We suggest the following wording maybe more accurate: "VETS officials explained that the difference occurred because the initial allocation computation was done in January 1996 and the DVOP population data used was subsequently updated which revised the number. However, they commented that the revised number was not used in any actual VETS allocation and that the DVOP grant appropriation funded less DVOP positions than either of these figures."

Based on our review of the draft report we find no areas of disagreement as to the information provided. It is a good report. VETS would like, however, to bring to your attention some areas in which we have made progress or have undertaken initiatives to improve the system. We would also like to address some issues raised that require highlighting:

Now on p. 10.

Now on p. 20.

Now footnote 27.

Appendix XI
Comments From the Department of Labor

- 2 -

- VETS does not allow DVOP and LVER staff to provide services to nonveterans. The report notes, on page 31, that about 8 percent of the sampled respondents were required to provide services to nonveterans. In those instances where our local employment service office reviews or evaluations uncover evidence that DVOP or LVER staff have been serving nonveterans — other than on an emergency basis with prior approval — the time spent by DVOP or LVER staff serving nonveterans is estimated and converted into staff years, so VETS can recapture the funds, because time spent serving nonveterans cannot be charged to the grant.
- In connection with the redistribution of recaptured funds, VETS has been providing the States with the opportunity to ask for funding for additional staffing as a first priority, and purchase of ADP equipment necessary for connectivity to the Internet or America's Job Bank and other electronic tools as a second priority. As a result, VETS has been providing significant funding to States for ADP purchases during the last four years. VETS noted with interest that a number of respondents were concerned that their computer capability was insufficient. VETS will continue to encourage States to upgrade their computer capability through redistribution of recaptured funds.
- Finally, VETS is glad that your review does show improved coordination (pages 33-34) concerning VR&C clients. Both VETS and the VA's VR&C program recognize that improved cooperation, coordination and measurable interactions between the two agencies are necessary to reach the goal specified in the 1995 Memorandum of Understanding. As a result, in FY 1998 we are undertaking joint-training on a nationwide scale for field staff of all agencies involved. The training will provide guidance that will enhance customer service to VR&C veteran clients. This course has been conceptualized to improve our customer services by strengthening our networking efforts, thus empowering VA, VETS and State Employment Security Agency representatives to work as a cohesive team to begin job development and placement efforts as early as possible in each disabled veteran's individual program.

We will be glad to clarify any of the above comments, if necessary. Please call me at (202) 219-9116 if any clarification or additional information is needed.

Cordially yours,



ESPIRIDION "AL" BORREGO
Assistant Secretary - Designate

Now on p. 30.

Now on pp. 32-33.

GAO Contacts and Staff Acknowledgments

GAO Contacts

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Staff Acknowledgments

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