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October 10, 2025

SN (11)

JOINT WIOA BULLETIN NO. 05-25

TO: WIOA Partners

FROM: Maricar Pilotin-Freitas, Administrator
Workforce Development Division

A handwritten signature in blue ink, appearing to read "Maricar Pilotin-Freitas".

SUBJECT: Reforms in Jobs for Veterans State Grants and Revised American Job Center Responsibilities Serving Veterans

PURPOSE

This bulletin provides the policy and procedures to comply with two (2) Department of Labor (DOL) policy guidance letters and supersedes all preceding WIOA and Job Service Bulletins regarding participant eligibility and referrals for DVOP services.

The DOL policy guidance letters are the following:

- Training and Employment Guidance Letter (TEGL) 03-24, Jobs for Veterans' State Grants (JVSG) Program Reforms and Roles and Responsibilities of American Job Center (AJC) Staff Serving Veterans; and
- Veterans Program Letter (VPL) 05-24, Jobs for Veterans State Grants Staff Roles and Responsibilities and Coordination with Workforce Innovation and Opportunity Act Services to Veterans

BACKGROUND

On April 25, 2024, DOL-Veterans' Employment and Training Services, in consultation with DOL Employment and Training Administration, issued VPL 05-24, Job for Veterans' State Grants (JVSG) Program Reforms and Roles and Responsibilities of American Job Center (AJC) Staff Serving Veterans. This VPL revised JVSG statutory duties, roles, and responsibilities and discussed the revised relationship between JVSG and other programs within the AJCs and workforce system. (See Enclosure 1 for VPL 05-24).

On August 13, 2024, DOL and Employment and Training Administration issued TEGL 13-24, Jobs for Veterans' State Grants (JVSG) Program Reforms and Roles and Responsibilities of American Job Center (AJC) Staff Serving Veterans. It transmitted VPL 05-24 and updated AJC staff roles with JVSG while maximizing the integration of services and collaboration of partners in the AJCs. (See Enclosure 2 for TEGL 03-24)

After the TEGL and VPL: were issued, Ann Greenlee, the State Director for Veteran's Employment Training (DVET) Hawaii and Guam, provided an in-person orientation to key AJC staff about the revised requirements of the VPL and TEGL on January 24, 2025. This session was integrated with the last day of NVTI training on Oahu regarding Leadership for Integration of Veteran Services. To implement the VPL and TEGL, a revised DVOP Eligibility Screening Tool developed by DOL-VETS and National Association of Workforce Agencies and a draft Career Services Interest Checklist developed by DLIR Workforce Development Division (WDD) were distributed during the orientation. Comments on the draft Career Services Interest Checklist were solicited and the Checklist was revised to address comments received.

On March 27, 2025, and March 28, 2025, DVET Ann Greenlee conducted training on the same subject virtually to more AJC staff statewide. The March 27, 2025, session was targeted to Oahu AJC staff, and the March 28, 2025 session was targeted to neighbor island AJC staff (See Enclosure 3 for DVET Greenlee's PowerPoint Presentation).

POLCY

AJC's and JVSG program staff are required to align their policy and process with VPL 05-24 and TEGL 03-24 and the policies below for AJCs in Hawaii.

Some highlights from TEGL 03-24 are listed below along with Hawaii requirements for AJCs. For purposes of VPL 05-24, TEGL 03-24, and this Joint WIOA Bulletin, the term "AJC staff," refers to any DOL-funded program staff who work in an AJC *other than those funded by JVSG*.

AJC Staff Roles

The AJC Staff roles include, but are not limited to, the following:

- a. AJC Staff Services to Veterans.** AJC intake staff must refer veterans and covered persons who are not eligible for, or who do not want or need, DVOP specialist services to other workforce programs, as appropriate.
- b. Screening and Referring Customers.**
 - i. *Identify Customer's Interests and Needs.*** Not all customers who are eligible for DVOP services are interested in receiving them. Prior to referring a customer to a DVOP specialist, AJC staff must affirm the customer's interest in receiving one or more individualized career services. In Hawaii, this is determined by AJC staff who provided the Career Services Interest Checklist (Enclosure 4) to customers who are veterans and additional populations who may be eligible for DVOP services. The AJC staff person collects the completed Checklist, reviews the form to ensure it is completed, signed, and dated by the customer, responds to any questions, and signs the form.

A customer who does not need or wish to receive any of these services must not be referred to a DVOP specialist at that time.

- ii. ***Ascertain Customer's Eligibility and Refer to DVOP.*** If a customer in tem i above indicates interest in receiving a career service, the AJC staff must ascertain whether that customer meets the eligibility criteria described in VPL 05-24, before referral to a DVOP specialist. In Hawaii, AJC staff will use the DVOP Eligibility Screening Tool (Enclosure 5) to determine eligibility. The AJC staff are responsible to provide and collect the Screening Tool to applicable customers, review it to ensure it is completed, signed, and dated, and determine whether the customer meets eligibility criteria for DVOP services.

AJC staff should inform the customer of the opportunity to make an appointment to see the DVOP and/or be seen by other staff. The eligible customer may choose to make an appointment with the DVOP at any point thereafter (or in Hawaii, the AJC may schedule the appointment with the DVOP if agreed upon by JVSG staff). This applies even if the customer is participating in other workforce development program services.

- iii. ***When a DVOP is Unavailable.*** If a DVOP is not immediately available to accept a new participant, the AJC staff should provide appropriate services and referrals to meet the needs of the individual and meet veteran priority of service requirements.

A DVOP is considered "unavailable" for purposes of this section if the DVOP –

- (1) has a full caseload (as determined by the State);
- (2) is not present (physically or virtually); or
- (3) is in a meeting at the moment when a customer would otherwise be referred.

- iv. ***Department of Veterans Affairs' Veteran Readiness and Employment (VR&E) Program.*** VR&E participant eligibility uses the definition of "veteran" found at 38 U.S.C. § 101 (2), which differs from the definition of "veteran" used by JVSG. For this reason, some VR&E participants *do not meet the definition of an eligible veteran under JVSG.*

Consequently, the AJC staff must screen *all* VRE referrals for eligibility using the Career Services Interest Checklist and DVOP Eligibility Screening Tool. Please be especially attentive to military service duration of the VRE referrals and/or exceptions allowed under the JVSG for veteran status.

- v. ***Documentation.*** DOL-VETS does not require documentation of the participant's *eligibility for JVSG services* at any point but data validation requirements of DOL

for other items and other programs apply. Refer to WIOA Bulletins on data validation for details.

vi. ***Eligibility Screening and Referral through State Management Information Systems.*** In Hawaii, HireNet Hawaii will be amended to reflect the revised eligibility criteria for DVOP services. When the revisions are installed and accepted, the DVOP Eligibility Screening Tool may no longer be necessary. However, it is likely the Career Services Interest Checklist will continue to be used.

c. **Coordination with the Homeless Veterans' Reintegration Program (HVRP).** DOL-VETS administers HVRP, which is an employment-focused competitive grant program. HVRP funds are awarded to organization to assist veterans experiencing homelessness in overcoming employment barriers and finding meaningful employment. VETS encourages HVRP grant recipients to refer participants to the local AJC to take advantage of its full array of employment and supportive services.

However, *not all HVRP participants may be eligible* for services from a DVOP specialist due to the different definition of veteran. Similar to VRE referrals, AJC staff must use the Career Services Interest Checklist and DVOP Eligibility Screening Tool to determine if the customer meets eligibility criteria for DVOP services.

d. **JVSG Staff Integration in the AJC.** JVSG program legislation requires that JVSG staff be integrated in states' workforce delivery systems, and WIOA includes JVSG as a required partner program. DOL champions cross-program collaboration and integration as a best practice that leads to the most effective and efficient service delivery to both jobseekers and employers.

AJCs are highly encouraged to adopt the promising practices below.

- ***Support DVOP participants through case conferencing,*** also known as integrated case management. In this customer-centered approach, cross-program staff meet regularly to discuss each participant's unique skills, goals, and needs, collaborating to identify appropriate training, service, and employment opportunities
- ***Routinely include LVER(s) in business service team meetings.*** LVERs bring a veteran focused approach to employer engagement, and collaboration with the business service representatives empowers them to become force multipliers in this space. *In Hawaii, the LVER is considered a member of the Business Service Team for each AJC as stated in the WIOA Unified State Plan.*
- ***Request periodic updates from LVERs*** on state or local veteran employment opportunities at internal meetings or training events.

- ***Request other program staff present information at training events for JVSG staff.*** This practice renews and reinforces DVOP specialists' knowledge of workforce development programs that may be available to their participants.
- ***Establish and maintain a shared local resource directory*** for all program staff to use and update.
- ***Recognize and highlight veteran-friendly local employers*** at job fairs and other community events and leverage those opportunities to introduce employers and program staff.

Eligibility for DVOP Services

VPL 05-24 and TEGL 03-24 revised eligibility criteria for DVOP services. The term, "Significant Barriers to Employment", is no longer used. Instead, the term, "Qualifying Barriers", is used to refer to the current revisited and expanded list of eligibility criteria for DVOP services. Because the revised criteria are lengthy, they are not restated in this bulletin and staff should refer to the VPL or TEGL. The DVOP Eligibility Screening Tool also contains the criteria.

DVOP-eligible populations who are not referred to a DVOP specialist *must be referred to other workforce programs in accordance with veteran priority of service requirements.*

Participant Eligibility and Privacy. States and AJCs must accept an individual's verbal, written or electronic confirmation of their eligibility status and experiences as sufficient evidence for referral to DVOP services.

States and AJCs must protect participants' privacy to the greatest extent possible. When requesting information about a participant's disability or employment barriers, AJCs must:

- Clearly state that information is solely for determining eligibility and service prioritization.
- Emphasize that participation is voluntary.
- Guarantee confidentiality of all shared information.
- Affirm that refusing to provide information will not result in negative consequences.
- Assure that information will be used only in compliance with legal guidelines.

DVOP Specialist Case Management/Individualized Career Services. 38 U.S.C. § 4103A emphasizes that DVOP specialists provide individualized career services to eligible populations. Therefore, VETS expects that at least 90 percent of participants served by a DVOP specialist will receive those services. VETS also expects DVOP specialists to use a case management approach to ensure they are delivering appropriate services designed to assist participants in overcoming barriers and gaining employment.

See the most current roles and responsibilities audit guidance for more detail on VETS' expectations for services and case file maintenance.

Case management is a customer-centered approach to the delivery of individualized career services and is designed to prepare and coordinate comprehensive employment plans for participants, identify and assure access to the necessary training and supportive services, and provide support during program participation after job placement. Case management includes all of the following elements:

- i. ***Comprehensive assessment.*** This is an in-depth evaluation that documents the individual's employment barriers and pertinent history, such as education, skills, and job history.
- ii. ***Employment plan.*** The participant and DVOP jointly develop the employment plan. It captures the individual's career goals, steps needed to achieve the goals, and actions taken by both the individual and the DVOP. The employment plan must address all barriers identified in the comprehensive assessment (e.g., lack of transportation), not just the barriers that made the participant eligible for DVOP services.
- iii. ***Consistent contact.*** DVOP specialist must maintain regular, consistent contact with the participant, including meetings and updates, both pre- and post-employment. Contact with a participant should be meaningful to continually assist the participant in overcoming employment barriers to find and maintain employment. Consistent contact is based on the participant's individual needs and situation, according to the written plan case notes. This also includes any documented attempts at contact, but it does not include mass or group communications such as an email newsletter.

As part of case management, DVOP specialists are required to facilitate employment. DVOPs may contact an employer on behalf of a specific veteran to facilitate employment, in coordination with the LVER and business service teams to avoid duplicative contacts to employers. DVOP specialist must not contact employers to advocate for the hiring of veterans in general on behalf of other populations, as this is an LVER or Business Services Teams function.

JVSG Staff Limitations. JVSG staff must not be placed in a situation where they are at risk of performing duties that fall outside of their roles and responsibilities. The following functions are examples of duties that ***must not be assigned to, or executed by, JVSG-funded staff.***

- ***Staffing the AJC front desk.*** JVSG staff must not be assigned at any time to greet incoming customers, conduct intake, or screen for eligibility.
- ***Providing services prior to eligibility screening.*** DVOP specialist may not serve individuals who have not been screened for eligibility and entered into the state's management information system (MIS)

- *Checking in customers at job/resource fairs.* However, DVOPs may attend such events to network with other resource providers and LVERs may attend to connect with employers.
- *Determining customer eligibility for other services.*
- *Administering job preparation workshops if any of the workshop participants are not DVOP-eligible populations.*
- *Monitoring/controlling foot traffic during AJC events, unless the event is for a DVOP specialist's current participants only.*

PROCEDURES

AJC and JVSG staff shall develop procedures that align with this bulletin, VPL 05-24, and TEGL 03-24. Procedures for intake and referrals to DVOP services and other collaborative services shall be developed by AJC staff in consultation with the Oahu Workforce Development Division JVSG manager.

INQUIRIES

Any questions about this bulletin may be directed to Carol Kanayama at carol.h.kanayama@hawaii.gov or Leila Shar at Leila.N.Shar@hawaii.gov.

REFERENCES

- VPL 05-24 (Enclosure 1)
- TEGL 03-24 (Enclosure 2)
- DVET Ann Greenlee's PowerPoint Presentation on VPL 05-24 (Enclosure 3)
- Career Services Interest Checklist (Enclosure 4)
- DVOP Eligibility Screening Tool (Enclosure 5)
- 38 U.S.C. Chapters 41 and 42 and section 101
- 20 Code of Federal Regulations (C.F.R) Part 1001, Services for Veterans
- 20 C.F.R. Part 1010 Application of Priority of Service for Covered Persons

Enclosures (5)

**VETERANS' PROGRAM LETTER NO. 05-24**

TO: ALL JOBS FOR VETERANS STATE GRANT RECIPIENTS
ALL VETERANS' EMPLOYMENT AND TRAINING SERVICE STAFF
ALL REGIONAL ADMINISTRATORS, EMPLOYMENT AND TRAINING
ADMINISTRATION (INFORMATION)

FROM: JAMES D. RODRIGUEZ, MA JAMES RODRIGUEZ
Assistant Secretary
Veterans' Employment and Training Service

Digitally signed by JAMES RODRIGUEZ
Date: 2024.04.25
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SUBJECT: Jobs for Veterans State Grants Staff Roles and Responsibilities and Coordination with Workforce Innovation and Opportunity Act Services to Veterans

I. Purpose

This Veterans' Program Letter (VPL) identifies and consolidates the roles, responsibilities, and duties that the Jobs for Veterans State Grant (JVSG) staff are expected to perform and discusses the relationship between JVSG and other programs within the workforce development system. It emphasizes statutory duties and describes staffing flexibilities available to states to meet their JVSG responsibilities while maximizing the integration of services and collaboration of partners in the American Job Centers (AJCs).

II. References

- A. [10 United States Code \(U.S.C.\) § 1144](#), Employment assistance, job training assistance, and other transitional services: Department of Labor
- B. [38 U.S.C.](#), Chapters [41](#) and [42](#) and section [101](#)
- C. [20 Code of Federal Regulations \(C.F.R.\) Part 1001](#), Services for Veterans
- D. [20 C.F.R. Part 1010](#), Application of Priority of Service for Covered Persons
- E. Workforce Innovation and Opportunity Act (WIOA) ([Pub. L. 113-128](#)) (July 22, 2014)
- F. Wagner-Peyser Act (Pub. L. 73-30) (June 6, 1933), [as amended](#)
- G. Workforce Innovation and Opportunity Act; Final Rule (WIOA DOL Final Rule) published at [81 FR 56072](#) (Aug. 19, 2016)

- H. [WIOA and Wagner-Peyser Act Regulations at 20 C.F.R. Parts 651, 652, 680, and 682](#)
- I. [Veterans' Program Letter \(VPL\) 03-22](#), Jobs for Veterans State Grant Recurring Reports and Forms and attachments, dated September 13, 2022
- J. [VPL 01-22](#), Jobs for Veterans State Grant State Plan Submission and Modification and attachments, dated February 1, 2022
- K. [VPL 02-21](#), Jobs for Veterans State Grants Triennial Audit Program, Fiscal Years 2022–2024, dated September 15, 2021
- L. [VPL 01-20](#), Consolidated Disabled Veterans' Outreach Program (DVOP) Specialists and Local Veterans' Employment Representative (LVER) Staff Positions, dated January 16, 2020
- M. [VPL 02-19](#), HIRE Vets Medallion Program, dated January 23, 2019
- N. [VPL 03-16](#), Enrollment of Homeless Veterans Program Participants into a Workforce Innovation and Opportunity Act (WIOA) Workforce Program at an American Job Center (AJC), dated July 15, 2016
- O. [VPL 07-09](#), Implementing Priority of Service for Veterans and Eligible Spouses in all Qualified Job Training Programs Funded in Whole or in Part by the U.S. Department of Labor, dated November 10, 2009
- P. [TEGL 10-23](#) Reducing Administrative Barriers to Improve Customer Experience in Grant Programs Administered by the Employment and Training Administration, dated February 1, 2024
- Q. [TEGL 23-19, Change 1](#), Guidance for Validating Required Performance Data Submitted by Grant Recipients of U.S. Department of Labor (DOL) Workforce Programs, dated October 25, 2022; and [Change 2](#), dated May 12, 2023
- R. [TEGL 19-16](#), Guidance on Services provided through the Adult and Dislocated Worker programs under the Workforce Innovation and Opportunity Act (WIOA) and the Wagner-Peyser Act Employment Service (ES), as amended by title III of WIOA, and for Implementation of the WIOA Final Rules, dated March 1, 2017
- S. [TEGL 10-16, Change 2](#), Performance Accountability Guidance for Workforce Innovation and Opportunity Act (WIOA) Core Programs, Attachment 7, dated September 15, 2022
- T. [TEGL 10-09](#), Implementing Priority of Service for Veterans and Eligible Spouses in all Qualified Job Training Programs Funded in whole or in part by the U.S. Department of Labor (DOL), dated November 10, 2009
- U. [Training and Employment Notice 15-10](#), Protocol for Implementing Priority of Service for Veterans and Eligible Spouses in all Qualified Job Training Programs

Funded in whole or in part by the U.S. Department of Labor (DOL), dated November 10, 2010

V. [Special Grant Provisions for Jobs for Veterans State Grants](#)

III. Rescissions

- A. [VPL 03-19](#), Designation of Additional Populations Eligible for Services from Disabled Veterans' Outreach Program Specialists, dated February 7, 2019
- B. [VPL 07-14](#), American Job Center (AJC) Participation in Capstone Activities and Other Outreach to Transitioning Service Members, dated September 26, 2014
- C. [VPL 03-14](#) and [Changes 1](#) and [2](#), Jobs for Veterans State Grants (JVSG) Program Reforms and Roles and Responsibilities of American Job Center (AJC) Staff Serving Veterans, dated April 10, 2014, February 11, 2015, and October 14, 2015, respectively
- D. [VPL 07-10](#), Refocused Roles and Responsibilities of Jobs for Veterans State Grant Funded Staff, dated June 30, 2010

IV. Background

The Department of Labor (DOL) is committed to serving transitioning service members, veterans, and their families by providing resources to assist and prepare them to obtain meaningful careers and to maximize their employment opportunities. DOL's commitment is an important part of fulfilling our national obligation to the individuals who have served our country.

[Veterans](#) and other [covered persons](#) receive priority of service for all employment and training programs funded in whole or in part by DOL in accordance with 38 U.S.C. § 4215, 20 C.F.R. Part 1010, and 20 C.F.R. § 680.650. Many of these programs are operated by the nearly 2,300 AJCs that support the nation's workforce system. Grants administered by DOL serve eligible participants through numerous programs, such as Workforce Innovation and Opportunity Act (WIOA) title I programs, the Wagner-Peyser Act Employment Service (ES) (WIOA title III), the JVSG program, and the DOL Transition Assistance Program under 10 U.S.C. § 1144. The Employment and Training Administration (ETA) and Veterans' Employment and Training Service (VETS) provide priority of service implementation policy guidance in TEGL 10-09 and VPL 07-09. This guidance does not affect the priority of service requirements.

The JVSG program provides formula grants to states and certain territories, enabling them to hire dedicated staff to provide individualized career and training-related services to [eligible veterans](#) and [eligible persons](#) with employment barriers and to assist employers in fulfilling their workforce needs with job-seeking [veterans](#).

JVSG is a required partner program under WIOA section 121(b)(1), and JVSG services are accessible through every comprehensive AJC. As a condition for the receipt of funds,

states must describe how JVSG program services will be delivered as described under Chapter 41 of Title 38 of the U.S. Code. This is accomplished through a four-year JVSG State Plan implemented on a program year (PY) basis. The JVSG State Plan may be included in a Combined WIOA State Plan or submitted as a stand-alone JVSG State Plan per VPL 01-24 and its attachments or the most current guidance on this topic.

ETA and VETS are issuing this VPL and a forthcoming TEGl to clarify JVSG staff's statutory duties to ensure that 1) eligible participants receive the best combination of services; 2) Disabled Veterans' Outreach Program (DVOP) specialists devote more time to provide individualized career services to those most in need as described in this guidance; and 3) Local Veterans' Employment Representatives (LVER) conduct targeted outreach to assist employers in fulfilling their workforce needs with job-seeking [veterans](#). It also addresses the respective roles and responsibilities of JVSG staff and WIOA-funded program staff in continuing to provide quality services to [veterans](#) on a priority basis.

Throughout this guidance, the term "AJC staff" refers to any DOL-funded program staff who work in an AJC other than those funded by JVSG.

V. JVSG Staff

Throughout this guidance, the term "JVSG staff" refers collectively to DVOP specialists, LVERs, and consolidated DVOP/LVER staff.

- A. **JVSG Staff Positions.** JVSG provides funding to states to exclusively serve [eligible veterans](#) (as defined in 38 U.S.C. § 4211(4)) and [eligible persons](#) (as defined in 38 U.S.C. § 4101(5)) as well as to provide outreach to employers.

The JVSG program funds dedicated staff for the following three positions, any of which may be assigned as either full-time or half-time:

1. *DVOP specialists.* DVOP specialists provide individualized career services¹ and facilitate placements to meet the employment needs of [eligible veterans and eligible persons](#). DVOP specialists must prioritize service to special disabled veterans, other disabled veterans, and other categories of [eligible veterans](#) in accordance with priorities determined by the Secretary of Labor

¹ 38 U.S.C. § 4103A(a) states that DVOP specialists provide "intensive services" to [eligible veterans](#). Consistent with 38 U.S.C. § 4101(9) and the enactment of WIOA, the "intensive services" provided by DVOP specialists are those "career services" defined in section 134(c)(2)(A)(xii) (codified at 29 U.S.C. § 3174(c)(2)(A)(xii)) and referred to as "individualized career services" in 20 C.F.R. § 678.430(b). Under 20 C.F.R. § 678.430(b), individualized career services include: comprehensive and specialized assessments of skill levels and service needs; development of an individual employment plan to identify the employment goals, appropriate achievement objectives and appropriate combination of services for the participant to achieve the employment goals; group counseling; individual counseling and career planning; and short-term prevocational services that may include development of learning skills, communication skills, interviewing skills, punctuality, personal maintenance skills, and professional conduct to prepare individuals for unsubsidized employment or training. While DVOP specialists must provide individualized career services through case management as appropriate, they are not prohibited from providing other core and career services found under WIOA Sec. 134(c) for those [veterans](#) to whom the DVOP specialist is providing case management services.

(Secretary). Annual appropriations acts may provide that DVOP specialists may serve certain [additional populations](#). See Section VI for specific guidance pertaining to DVOP specialists.

2. *LVERs*. LVERs' principal duties are to 1) conduct targeted outreach to employers in the area to assist [veterans](#) in gaining employment, including conducting seminars for employers and, in conjunction with employers, conducting job search workshops and establishing job search groups; and 2) facilitate employment, training, and placement services furnished to [veterans](#) in a state under the applicable state employment service delivery systems. See Section VII for specific guidance pertaining to LVERs.
3. *Consolidated DVOP/LVER staff*. Consolidated JVSG staff positions perform the duties of both a DVOP specialist and a LVER. These consolidated staff are subject to approval by VETS and must be requested in accordance with VPL 01-20 (or the most current guidance on the subject). They may perform DVOP or LVER duties in any combination of their time (see Section V.D. below). They may only perform DVOP specialist and LVER duties as specified in this guidance, and they are subject to all requirements (including National Veterans' Training Institute (NVTI) training) for both positions. Any reference to either DVOP specialist or LVER duties in any statute, regulation, or policy applies equally to these consolidated positions unless otherwise specified or clearly not applicable.

In accordance with 38 U.S.C. § 4103A(d) and 4104(c), JVSG staff are prohibited from performing duties that detract from their ability to meet the employment needs of [eligible veterans](#) and other eligible populations with qualifying employment barriers. AJC staff will continue to provide priority of service to other [veteran](#) populations as described in VPL 07-09 and TEGl 10-09.

States should establish minimum qualifications and position descriptions for JVSG staff to ensure selected applicants are able to carry out the roles and responsibilities as described in statute and this policy.

- B. As required by JVSG program legislation, VETS conducts regular audits to ensure JVSG staff are performing only their statutorily defined roles and responsibilities. See VPL 02-21 or the latest guidance on this subject for a description of the audit program.
- C. **Preference in Hiring JVSG Staff**. JVSG program legislation requires state agencies to follow a specific preference order when filling JVSG staff positions.
 1. *DVOP Specialists*. As required by 38 U.S.C. § 4103A(b), state agencies must make every effort to employ:
 - a. First, qualified disabled veterans, as defined by 38 U.S.C. § 4211(3).
 - b. Second, qualified [veterans](#), as defined by 38 U.S.C. § 101.

2. *LVER and Consolidated DVOP/LVER staff.* As required by 38 U.S.C. § 4104(c), state agencies must make every effort to employ:
 - a. First, qualified service-connected disabled veterans, as defined by 38 U.S.C. § 4211(3).
 - b. Second, qualified [eligible veterans](#), as defined by 38 U.S.C. § 4211(4).
 - c. Third, qualified [eligible persons](#), as defined by 38 U.S.C. § 4101(5).

In accordance with 38 U.S.C. § 4102A(c)(5)(B), states must provide a supporting rationale for each JVSG staff position that is filled by a nonveteran for more than six months. States report this quarterly on the VETS-403 Technical Performance Narrative.

States may not fill JVSG staff positions with contracted personnel.

- D. **Assigning JVSG-Funded Staff.** Pursuant to 38 U.S.C. §§ 4103A and 4104, states shall employ the number of full- and/or part-time JVSG staff that they deem appropriate and efficient to carry out services to [veterans](#). States determine the suitable ratio of DVOP and LVER staff, assign them to geographic areas, and adjust the proportions and assignments as needed in consultation with the state Director for Veterans' Employment and Training (DVET).

States should ensure their staffing plans position DVOP specialists in areas where the need for individualized career services and the concentration of eligible populations are greatest. Similarly, the appropriate number of LVERs should be assigned to provide outreach services based on workforce area needs.

States have the flexibility to increase or decrease JVSG staff positions and locations without prior approval as long as the adjustments do not 1) conflict with the approved four-year JVSG State Plan, or 2) cause budget fluctuations that result in the state exceeding its allowable budget flexibility to shift up to 10 percent of the total grant award amount between cost categories (e.g., salaries and travel) from the approved budget. If a change in JVSG staff positions or locations results in a budget shift exceeding 10 percent of the total grant award amount between cost categories (e.g., salaries and travel), the state must request a budget realignment amendment. The amendment must be approved prior to implementation in accordance with current guidance on this topic.

- E. **Half-Time Staff.** JVSG program legislation allows states to assign part-time staff and establishes that the term "part-time" equals "half-time." VETS uses the term "half-time" throughout this and other guidance.

States must provide a separate desk code or logon identification for half-time JVSG staff from the logon used for their non-JVSG time. This practice helps ensure accurate data are captured and reflected in performance reports.

States shall use the following guidance to make decisions about assigning half-time grant-funded staff:

1. Half-time staff will be assigned at 0.5 full-time equivalents (FTE).
2. Time charge records must reflect that at least 50 percent of the staff's time was spent performing the statutorily defined roles and responsibilities and charged to JVSG.
3. No person will be employed as both a half-time DVOP specialist and a half-time LVER; instead, the state may employ a consolidated DVOP/LVER staff, if approved.

VI. DVOP Specialist Roles and Responsibilities

DVOP specialists are required to:

- Carry out individualized career services and facilitate placements to meet the employment needs of eligible populations.
- According to 38 U.S.C. § 4103A(a), deliver those services to [eligible veterans](#) in the following priority order:
 - **First:** to special disabled veterans;
 - **Second:** to other disabled veterans;
 - **Third:** to other [eligible veterans](#) in accordance with priorities determined by the Secretary.
- Place maximum emphasis on assisting eligible populations who are economically or educationally disadvantaged.

DVOP specialists provide basic and individualized career services (see 20 C.F.R. § 678.430) to eligible participants. These services help participants overcome employment barriers and achieve their employment goals. DVOP specialists can serve participants directly as well as by referring them to appropriate resources. These resources may include other workforce development programs and training opportunities and any other in-person or virtual federal, state, and local programs for which the participant may be eligible.

To ensure effective tracking and accountability, DVOP specialists maintain detailed case files for each participant, documenting provided services and referrals. States refer to their respective systems differently; therefore, this guidance will use the term “management information system” (MIS) when referring to the state’s system that staff use to document services, case notes, referrals, etc. VETS does not require that states use any specific system. Case files are subject to audits by VETS in accordance with VPL 02-21 or the latest guidance.

This policy provides specific guidance on the definitions and requirements listed above to ensure that DVOP specialists can fulfill these responsibilities in providing individualized career services (in person or virtually, when appropriate) through a case management framework (see Section VI.B. below) to categories of veterans and other [additional populations](#) eligible for DVOP specialist services listed in Section VI.A. below. The

eligibility criteria ensure DVOP specialists serve those participants who are most in need of individualized career services and have adequate time to devote services to specialized populations prioritized under 38 U.S.C. § 4103A. DVOP-eligible populations who are not referred to a DVOP specialist must be referred to other workforce programs in accordance with priority of service requirements, as described in VPL 07-09 and TEGL 10-09.

A. **Populations Eligible for DVOP Services.** DVOP specialists must limit their activities to providing services to eligible populations who:

- Are interested in receiving one or more individualized career services, **and**
- Meet at least one of the following two criteria:
 - Are defined as an [eligible veteran](#) or [eligible person](#) and are experiencing at least one of the qualifying employment barriers defined in Section VI.A.1 below; **or**
 - Are members of [additional populations](#) eligible for DVOP specialist services as authorized by the current annual appropriations act, as outlined in Section VI.A.2. below.

1. *Qualifying Employment Barriers.* To receive DVOP services, an [eligible veteran](#) or [eligible person](#) must affirm that they are experiencing at least one of the following employment barriers:

- a. Has a disability, which may include any of the following:
 - i. *Special disabled veteran*, defined in 38 U.S.C. § 4211(1) as a veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) under laws administered by the Secretary of Veterans Affairs for a disability rated at 30 percent or more, or rated at 10 or 20 percent in the case of a veteran who has been determined to have a serious employment handicap; or person who was discharged or released from active duty because of a service-connected disability.
 - ii. *Disabled veteran*, defined in 38 U.S.C. § 4211(3) as a veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) under laws administered by the Secretary of Veterans Affairs²; or a person who was discharged or released from active duty because of a service-connected disability.
 - iii. *Other disability.* [Eligible veterans](#) and [eligible persons](#) who self-identify as having a disability, as defined by the Americans with Disabilities Act, 42 U.S.C. § 12102.

² An individual who attests to having a disability claim pending with the VA should be considered to have an approved claim for the purposes of determining the qualifying employment barrier. A [veteran](#) with a 0 percent rating does not qualify as being “entitled to compensation” within the meaning of the statute.

- b. Is a Vietnam-era veteran, as defined by 38 U.S.C. § 4211(2) as an [eligible veteran](#) any part of whose active military, naval, or air service was during the Vietnam era, as defined by 38 U.S.C. § 101(29).
- c. Is a recently separated veteran, defined in 38 U.S.C. § 4211(6) as a veteran who was discharged or released from active duty within the last three years.
- d. Has been referred for employment services by a representative of the Department of Veterans Affairs.
- e. Is experiencing homelessness, as defined in Sections 103(a) and (b) of the McKinney Vento Homeless Assistance Act (42 U.S.C. § 11302(a) and (b)).
- f. Is justice-involved, as defined in WIOA Section 3(38), 29 U.S.C. § 3102(38) (definition of “offender”).
- g. Is between the ages of 18–24 years of age at the time of enrollment.
- h. Is educationally disadvantaged, meaning that the individual lacks a high school diploma or equivalent certificate.
- i. Is economically disadvantaged, which means any of the following:
 - i. Meets the definition of a low-income individual in WIOA Section 3(36), 29 U.S.C. § 3102(36).
 - ii. Unemployed.
 - iii. Heads of single-parent households containing at least one dependent child.

Note: An [eligible person](#) must personally meet eligibility criteria. In other words, they must both: a) meet the definition found in 38 U.S.C. § 4101(5), and b) be experiencing at least one of the criteria listed above (e.g., homeless, justice-involved, etc.). An [eligible person](#) who is not a [veteran](#) may not claim eligibility for DVOP services based on their spouse’s status as, for example, a Vietnam-era veteran.

2. [Additional Populations](#). Annual appropriations acts may authorize JVSG staff to serve certain non-veteran populations. Continued service to these individuals is contingent upon future appropriations act authorization. States are responsible for consulting with the DVET and reviewing the appropriations act each year to ensure DVOP specialists are serving only eligible populations. At the time of publication of this VPL, Congress has authorized DVOP specialists to serve, and LVERs to work with employers on behalf of, the following [additional populations](#):

- a. Transitioning Service Members (TSM) who, at the time of enrollment have participated in any part of the Transition Assistance Program, including self-paced online modules and Individualized Initial Counseling.

- b. [Wounded, ill, or injured](#) members of the Armed Forces who are receiving treatment in military treatment facilities or [warrior transition units](#).
 - c. Spouses or other [family caregivers](#) of those [wounded, ill, or injured](#) service members described in subparagraph b.
3. *Participant Eligibility and Privacy*. States must accept an individual's verbal, written, or electronic confirmation of their eligibility status and experiences as sufficient evidence for referral to DVOP services.

States must protect participants' privacy to the greatest extent possible. When requesting information about a participant's disability or employment barriers, states must:

- a. Clearly state that the information is solely for determining eligibility and service prioritization.
- b. Emphasize that participation is voluntary.
- c. Guarantee confidentiality of all shared information.
- d. Affirm that refusing to provide information will not result in negative consequences.
- e. Assure that information will be used only in compliance with legal guidelines.

B. DVOP Specialist Case Management/Individualized Career Services.

38 U.S.C. § 4103A emphasizes that DVOP specialists provide individualized career services to eligible populations. Therefore, VETS expects that at least 90 percent of participants served by a DVOP specialist will receive those services. VETS also expects DVOP specialists to use a case management approach to ensure they are delivering appropriate services designed to assist participants in overcoming barriers and gaining employment. See the most current roles and responsibilities audit guidance for more detail on VETS' expectations for services and case file maintenance.

Case management is a customer-centered approach to the delivery of individualized career services and is designed to prepare and coordinate comprehensive employment plans for participants, identify and assure access to the necessary training and supportive services, and provide support during program participation and after job placement. Case management includes all of the following elements:

- 1. *Comprehensive assessment*. This is an in-depth evaluation that documents the individual's employment barriers and pertinent history, such as education, skills, and job history.
- 2. *Employment plan*. This may also be known as an Individual Employment Plan, plan of action, Individual Development Plan, etc. The participant and DVOP specialist jointly develop the employment plan. It captures the

individual's career goals, steps needed to achieve the goals, and actions taken by both the individual and the DVOP specialist. The employment plan must address all barriers identified in the comprehensive assessment (e.g., lack of transportation), not just the barriers that made the participant eligible for DVOP services.

3. *Consistent contact.* DVOP specialists must maintain regular, consistent contact with the participant, including meetings and updates, both pre- and post-employment. Contact with a participant should be meaningful to continually assist the participant in overcoming employment barriers to find and maintain employment. Consistent contact is based on the participant's individual needs and situation, as per the written plan and case notes. This also includes any documented attempts at contact, but it does not include mass or group communications such as an email newsletter.

As part of case management, DVOP specialists are required to facilitate employment. DVOP specialists may contact an employer on behalf of a specific [veteran](#) to facilitate employment, in coordination with the LVER and business service teams to avoid duplicative contacts to employers. DVOP specialists must not contact employers to advocate for the hiring of [veterans](#) in general or advocate on behalf of other populations, as this is an LVER or Business Services Teams (BST) duty.

- C. **Performance Outcomes.** In accordance with VPL 01-24 Attachment 4, or the most current guidance on this topic, states establish performance goals for outcomes for participants who have been served by DVOP specialists within their four-year JVSG State Plans. The high-quality individualized career services that DVOP specialists provide to participants through a case management approach should directly impact these outcomes. The three primary performance indicators are:

1. *Employment Rate – 2nd Quarter After Exit.* The percentage of participants who are in unsubsidized employment during the second quarter after exit from the program.
2. *Employment Rate – 4th Quarter After Exit.* The percentage of participants who are in unsubsidized employment during the fourth quarter after exit from the program.
3. *Median Earnings – 2nd Quarter After Exit.* The median earnings of participants who are in unsubsidized employment during the second quarter after exit from the program.

- D. **Managing the DVOP Specialist Caseload.** VETS does not set caseload goals or limits for DVOP specialists. Instead, states are responsible for regularly monitoring caseloads to ensure each assigned DVOP specialist is allowed sufficient time to:

- Deliver high-quality individualized career services through a case management approach;
- Maintain comprehensive, well-documented case management files; and
- Accept new participants who are prioritized based on the order described in 38 U.S.C. § 4103A(a): first, special disabled veterans (see 38 U.S.C. § 4211(1)); then, other disabled veterans (see 38 U.S.C. § 4211(3)); and, lastly, other [eligible veterans](#) and [eligible persons](#) in accordance with priorities determined by the Secretary.

E. **Outreach and Networking with Local Service Providers.** DVOP specialists should engage with service providers in their local community to:

- Maximize the number of participants that the service providers refer to the state’s workforce delivery system who are both eligible for and could benefit from DVOP specialist services.
- Enhance outcomes for participants that the DVOP specialists refer to other providers.
- Strengthen community awareness of the array of services available through the workforce development system.

When a DVOP specialist attends events or is assigned to a location outside of an AJC, they are sometimes introduced to potential participants who have not yet been screened for eligibility or entered into the state’s management information system (MIS). The DVOP specialist must not serve any individual who has not first registered in the state MIS and been determined eligible. In these cases, the DVOP specialist should provide good customer service by informing the individual about workforce delivery system services and encouraging them to visit the AJC in person, via telephone, or online to register and determine eligibility.

It is the state’s responsibility to ensure appropriately targeted and effective networking efforts, bearing in mind that a DVOP’s statutory purpose is to “carry out intensive services and facilitate placements” to [eligible veterans](#).

VII. LVER and Employer Outreach/Facilitation

As per 38 U.S.C. § 4104(b), LVERs conduct outreach to the employer community and facilitate employment, training, and placement services under the state’s employment service delivery system. States must assign LVERs duties that inform employers, employer associations, and business groups of the advantages of hiring veterans. States must also integrate LVERs into their employment service delivery systems (see 38 U.S.C. § 4102A(c)(2)(A)(i)(II)). When employer outreach is primarily accomplished by business services teams or similar entities, states satisfy the LVER integration requirement by including LVERs as active members of these teams.

LVERs should advocate for all [veterans](#) and the [additional populations](#) described in Section VI.A.2. of this VPL with business, industry, and other community-based organizations by participating in appropriate activities. These activities include, but are not limited to:

- Planning, conducting, and participating in job and career fairs;
- Conducting employer outreach, including facility tours or interviews with current employees to familiarize themselves with job responsibilities or qualifications;
- Assisting with job development for [veterans](#), [eligible persons](#), and other DVOP-eligible populations enrolled in workforce development programs;
- Facilitating job search workshops/groups, on behalf of/in conjunction with employers, provided that DVOP and/or other AJC staff are available to deliver any needed direct services;
- Working with established unions, apprenticeship programs, and businesses or business organizations to promote and secure employment and training for [veterans](#);
- Informing federal contractors of the process to recruit qualified [veterans](#);
- Promoting credentialing and licensing opportunities for [veterans](#);
- Coordinating and participating with other business outreach efforts, including the efforts of WIOA business service representatives;
- Educating and training AJC staff to ensure easier access to the appropriate employment and training services for job-seeking [veterans](#);
- Conducting community outreach and presentations on behalf of employers seeking to hire [veterans](#);
- Promoting initiatives and programs such as the [DoD SkillBridge program](#); and
- Promoting the [HIRE Vets Medallion Program](#) and assisting local area employers in applying for the award when appropriate (see VPL 02-19 and TEGl 9-18, or most current guidance on the subject).

In addition to their work with employers, LVERs play an important role in developing the veteran service delivery strategies in the state workforce system, educating all AJC staff with current veterans' employment initiatives and programs, and providing regular updates on veteran services and programs.

LVER responsibilities also include coordinating with DVOP specialists and other staff who are serving DVOP-eligible customers to provide job opportunities to those individuals. LVERs may speak with the customers to better understand and meet their employment needs. Once the customer is ready for employment, their case manager should work with the LVER to help place the [veteran](#) into employment. This should not be a "hand-off" to the LVER, because additional services may be required, and LVERs (except for consolidated DVOP/LVER staff) may not provide direct services to participants.

In the course of their work, LVERs can leverage VETS' [Regional Veterans' Employment Coordinators](#) (RVEC), who engage with local, regional, and national employers and connect them with federal, state, and local resources to facilitate veterans' employment. RVECs also develop and leverage partnerships with government, non-government, and industry stakeholders in the veteran employment space to include training providers and industry associations.

VIII. JVSG Staff Roles in the Transition Assistance Program and Department of Labor Employment Workshop

The Transition Assistance Program (TAP), authorized under 10 U.S.C. Chapter 58, is a cooperative interagency effort among the Departments of Labor, Defense, Education, Homeland Security, and Veterans Affairs, the Small Business Administration, and the Office of Personnel Management. In this program, VETS offers workshops to transitioning service members under 10 U.S.C. § 1144, including the Department of Labor Employment Workshop (DOLEW), a two-day employment-focused workshop on best practices in career employment, including in-depth training to build an effective resume, network, search for employment, learn interview skills, and identify negotiation know-how.

The VOW to Hire Heroes Act of 2011 ([Public Law 112-56](#)) introduced sweeping changes regarding TAP and included a requirement that contracted staff deliver the entirety of VETS' DOLEW curriculum, information, and services. JVSG staff have no role in delivering TAP or DOLEW, but the curriculum encourages TAP participants to visit their local AJC for employment services.

JVSG staff assigned near TAP sites should engage in appropriate related activities. For example, DVOP specialists should establish and maintain relationships with TAP site staff to increase awareness of the workforce development system and services available to TSMs. They may also set up a table during lunch time to conduct outreach activities.

LVERs should establish and leverage relationships with employers, especially those closely connected with military installations, to introduce them to the [DoD SkillBridge](#) program. There are several tools available on the [SkillBridge Industry Partners page](#) for industry partners, including a program overview and Get Started tool kit. This also presents an opportunity to discuss training programs such as on-the-job training and apprenticeship. LVER staff may also help organize job fairs that are often held in conjunction with TAP.

IX. AJC Staff Roles in JVSG

Since JVSG is a required partner program under WIOA, AJC staff play an important role in the JVSG program. This guidance uses the term "AJC staff" to describe any wholly or partly DOL-funded program staff who work in an AJC, other than those funded by JVSG.

AJC intake staff determine the service needs of incoming customers and screen them for eligibility and referral to appropriate program staff for services. This section describes AJC staff responsibilities with respect to JVSG.

- A. **AJC Staff Services to Veterans.** AJC intake staff must refer [veterans](#) and [covered persons](#) who are not eligible for, or who do not want or need, DVOP specialist services to other workforce programs, as appropriate. ETA and VETS will continue to collaborate with states to ensure that these individuals receive seamless and optimal priority of service, and we encourage a similar collaboration among state grantees and local areas.
- B. **Screening and Referring Customers.** Appropriate initial screening can enhance customers' experience by ensuring they are initially referred to the program(s) best positioned to meet their needs. In carrying out states' JVSG programs, this screening also helps ensure that DVOP specialists deliver individualized career services to eligible customers as required by statute. Where a DVOP specialist is available to accept a new customer, each incoming customer must be screened and referred in accordance with this section.
1. *Identify Customer's Interests and Needs.* Not all customers who are eligible for DVOP services are interested in receiving them. Prior to referring a customer to a DVOP specialist, intake staff must affirm the customer's interest in receiving one or more individualized career services. This may be done, for example, by showing a list of available DVOP-provided individualized career services and asking whether they are interested in learning more. A customer who does not need or wish to receive any of these services must not be referred to a DVOP specialist at that time.
 2. *Ascertain Customer's Eligibility.* AJC staff must determine whether a customer meets the eligibility criteria described in Section VI.A before referral to a DVOP specialist.
 3. *When a DVOP Specialist is Unavailable.* If a DVOP specialist is not immediately available to accept a new participant, the AJC staff should provide appropriate services and referrals to meet the needs of the individual and to satisfy priority of service requirements, as described in VPL 07-09 and TEGl 10-09. AJC staff should inform the customer of the opportunity to make an appointment to see the DVOP specialist and/or be seen by other staff. The eligible customer may choose to make an appointment with the DVOP specialist at any point thereafter, even if they are participating in other workforce development program services.

A DVOP specialist who 1) has a full caseload (as determined by the state); 2) is not present (physically or virtually); or 3) is in a meeting at the moment when a customer would otherwise be referred is considered "unavailable" for the purposes of this subsection.
 4. *Department of Veterans Affairs' Veteran Readiness and Employment (VR&E) Program.³ Participants.* Because not all VR&E participants are

³ VR&E participant eligibility uses the definition of "[veteran](#)" found at 38 U.S.C. § 101(2), which does not have a minimum service requirement. Therefore, some VR&E participants do not meet the definition of an [eligible veteran](#).

eligible for DVOP services, there is no exception to the screening requirement for VR&E participants. They must be screened for eligibility based on the criteria described in Section VI prior to being referred for DVOP services.

5. *Documentation.* VETS does not require documentation of the participant's eligibility at any point. States must follow ETA's guidance regarding documentation, including:
 - [TEGL 23-19 Change 1](#) for data validation requirements;
 - [TEGL 23-19 Change 2 Attachment 1](#) for program-specific instructions and [Attachment 2](#) for source documentation and self-attestation guidance; and
 - [TEGL 10-23](#) for guidance on balancing the need for documentation with optimizing customers' experience as they navigate the workforce development system.
6. *Eligibility Screening and Referral through State Management Information Systems.* Although this section speaks to the AJC intake staff duties, states may use an online system to screen customers for eligibility for DVOP services and to refer those who are eligible to an available DVOP specialist, subject to the following provisions:
 - a. Eligibility screening must include ascertaining the customer's interest in receiving individualized career services, as well as the eligibility criteria listed in section VI.
 - b. States must apply a process to ensure that DVOP specialists do not receive more participant referrals than they have the capacity to serve. This process may be automated based on the DVOP specialist's current caseload, and/or it may include a manual override or intervention function to divert excess referrals to other AJC staff.

- C. **Coordination with the Homeless Veterans' Reintegration Program (HVRP).** VETS also administers HVRP, which is an employment-focused competitive grant program. HVRP funds are awarded to organizations to assist [veterans](#) experiencing homelessness in overcoming employment barriers and finding meaningful employment. VETS encourages HVRP grant recipients to refer participants to the local AJC to take advantage of its full array of employment and supportive services. Not all HVRP participants may be eligible for services from a DVOP specialist due to the different definition of [veteran](#) used across the programs. Each customer must be screened for eligibility prior to referral to a DVOP specialist.

AJC staff and DVOP specialists are encouraged to refer other [veteran](#) participants who may be experiencing, or are at risk of, homelessness to local HVRP grant

recipients as well, where available. HVRP grantees can be found by using the [Find a Grantee search tool](#).

D. JVSG Staff Integration in the AJC. JVSG program legislation requires that JVSG staff be integrated in states' workforce delivery systems, and WIOA includes JVSG as a required partner program. DOL champions cross-program collaboration and integration as a best practice that leads to the most effective and efficient service delivery to both jobseekers and employers.

1. *Integration Promising Practices.* States should develop or update as needed policies and practices such as:

- Supporting DVOP participants through case conferencing, also known as integrated case management. In this customer-centered approach, cross-program staff meet regularly to discuss each participant's unique skills, goals, and needs, collaborating to identify appropriate training, service, and employment opportunities.
- Routinely including LVERs in business service team meetings. LVERs bring a veteran-focused approach to employer engagement, and collaboration with the business service representatives empowers them to become force multipliers in this space.
- Requesting periodic updates from LVERs on state or local veteran employment opportunities at internal meetings or training events.
- Requesting other program staff present information at training events for JVSG staff. This practice renews and reinforces DVOP specialists' knowledge of workforce development programs that may be available to their participants.
- Establish and maintain a shared local resource directory for all program staff to use and update.
- Recognize and highlight veteran-friendly local employers at job fairs and other community events and leverage those opportunities to introduce employers and program staff.

2. *JVSG Staff Limitations.* JVSG staff must not be placed in a situation where they are at risk of performing duties that fall outside of their roles and responsibilities. The following functions are examples of duties that must not be assigned to, or executed by, JVSG-funded staff:

- Staffing the AJC front desk. JVSG staff must not be assigned at any time to greet incoming customers, conduct intake, or screen for eligibility.
- Providing services prior to eligibility screening. DVOP specialists may not serve individuals who have not been screened for eligibility and entered into the state's MIS.

- Checking in customers at job/resource fairs. However, JVSG staff may attend such events to network with other resource providers (DVOP specialists) and employers (LVERs).
- Determining customer eligibility for other services.
- Administering job preparation workshops if any of the workshop participants are not DVOP-eligible populations.
- Monitoring/controlling foot traffic during AJC events, unless the event is for a DVOP specialist's current participants only.

X. National Veterans' Training Institute

The [National Veterans' Training Institute](#) (NVTI), through a contract administered by VETS, provides mandatory and other professional skills enhancement training to state and local workforce system staff who provide DOL-grant-funded employment services to [veterans](#), including AJC staff and management. The training and travel (for in-person courses) are provided by NVTI at virtually no cost to the state.⁴

- A. **Mandatory training for JVSG staff.** As specified in 38 U.S.C. § 4102A(c)(8), JVSG staff are required to complete specialized training provided by NVTI within 18 months of assignment. VETS urges states to begin scheduling JVSG staff for this training immediately upon assignment to a position and to allow staff to take refresher courses on a regular basis. Training requirements for each position, course offerings, descriptions, and schedules are found on the [NVTI website](#).
- B. **Professional skills enhancement training for other DOL-funded grant program staff.** In addition to the mandatory training, NVTI offers an array of courses on veteran- and grant-related topics. There are in-person, virtual, and on-demand courses in a variety of formats and course lengths ranging from 3.5 days to 5 minutes. All workforce system staff who interact with [veterans](#) can benefit from these courses.

XI. Actions Required

This guidance is effective immediately. States must:

- A. Immediately transmit this policy to appropriate staff, including AJC managers.
- B. Update and implement policies and procedures to align staff and processes with these requirements.

⁴ For DOL-funded grant staff, online and virtual courses are provided by VETS free of charge. For in-person classes, VETS pays for travel, lodging, and meals upon arrival at NVTI. If traveling by air, the state will be responsible for transportation to and from airport, in-transit meals, and associated fees (parking, etc.) as permitted by state travel regulations. If driving, mileage will be reimbursed at the prevailing federal per diem mileage rate, not to exceed the cost of the lowest federal round-trip airfare. Please see [Traveling to NVTI Dallas](#) for full details.

- C. Review current performance management plans and position descriptions for all JVSG staff to ensure that their duties align with those described in this guidance.
- D. Consult with the appropriate DVET or ETA Federal Project Officer if technical assistance is needed.
- E. Use this guidance to describe JVSG staff duties and the populations they will serve in their JVSG State Plans, whether submitted as part of a Combined WIOA State Plan or as a stand-alone JVSG State Plan.

XII. Inquiries

Inquiries may be directed to the appropriate ETA Regional Office or assigned DVET. DVET contact information can be found on the DOL website at [Regional Offices | U.S. Department of Labor \(dol.gov\)](#).

XIII. Expiration Date

This guidance is active until superseded or rescinded. It will be reviewed for relevance on or before September 30, 2027, and every two years thereafter.

XIV. Attachments

Appendix: Defining and Discussing Eligible and Prioritized Populations.

Appendix: Defining and Discussing Eligible and Prioritized Populations

JVSG program and DOL priority of service legislation require services to, on behalf of, and by several different groups of veterans and other individuals. The definitions for each can be a challenge to memorize and navigate, but it is important to be aware of the similarities and differences between the groups and to be able to refer to the correct citation for each of them.

A. Veteran

In DOL legislation, the term “veteran” is defined in 38 U.S.C. § 101(2) as “a person who served in the active military, naval, air, or space service, and who was discharged or released therefrom under conditions other than dishonorable.”

Important things to note about this definition include:

- There are no minimum days of service.
- They can have any character of discharge *except* dishonorable.
- The inclusion of the word “active” in this definition means any of the following, according to 38 U.S.C. § 101(24):
 - active duty;
 - any period of active duty for training during which the individual concerned was disabled or died from a disease or injury incurred or aggravated in line of duty;
 - any period of inactive duty training during which the individual concerned was disabled or died: (i) from an injury incurred or aggravated in line of duty; or (ii) from an acute myocardial infarction, a cardiac arrest, or a cerebrovascular accident occurring during such training.
- Where the term “veteran” is often seen:
 - Included in the “[covered persons](#)” definition for priority of service requirements
 - LVERs work with employers on behalf of veterans
 - Hiring preference for DVOP specialists
 - Certain veterans are eligible for participation in VETS Homeless Veterans Reintegration Programs
 - Department of Veterans Affairs Veteran Readiness & Employment participants

B. Eligible Veteran

According to 38 U.S.C. § 4211(4), an eligible veteran is a person who meets one of the following criteria:

1. Served on active duty for a period of more than 180 days and was discharged with other than a dishonorable discharge; or
2. Was discharged or released from active duty because of a service-connected disability; or
3. Was a member of a reserve component under an order to active duty—pursuant to 10 U.S.C. §§ 12301(a), (d), or (g); 12302; or 12304—who served on active duty during a period of war or in a campaign or expedition for which a campaign badge is authorized and was discharged or released from such duty with other than a dishonorable discharge; or
4. Was discharged or released from active duty by reason of a sole survivorship discharge.

Here are a few important notes about eligible veterans:

- In order to meet the definition of an eligible veteran, the individual only needs to have met one of the four criteria listed above.
- The “eligible veteran” definition is more stringent than the “veteran” criteria. All eligible veterans are veterans, but not all veterans are eligible veterans.
- The 180 days must be consecutive.
- The 180-day requirement does not apply to individuals who served on active duty during a period of war (or a period for which a campaign badge is authorized) or to [veterans](#) who separated due to their service-connected disability or sole survivorship.
- As with [veterans under 38 U.S.C. § 101\(2\)](#), the person may have any character of discharge except dishonorable. However, an eligible veteran with more than one period of service may have different characters of discharge. In JVSG, one other-than-dishonorable discharge qualifies the person as an eligible veteran, even if their most recent discharge was dishonorable, as long as they meet at least one of the eligible veteran criteria listed above.
- An individual who is appealing their dishonorable discharge must be successful in the appeal before they meet the definition of an eligible veteran.
- These are the specific uses for the term “eligible veteran” as defined in JVSG:
 - DVOP specialists may serve eligible veterans who are experiencing at least one qualifying employment barrier. Special disabled and other disabled veterans must also meet the criteria of an eligible veteran to receive DVOP services (see Section VI.A.1).

- This group is included in the hiring preference for LVERs.

C. Eligible Person

According to 38 U.S.C. § 4101(5), an “eligible person” is:

1. The spouse of any person who died of a service-connected disability;
2. The spouse of any member of the Armed Forces serving on active duty who, at the time of application for assistance under this chapter, is listed, pursuant to section 556 of title 37 and regulations issued thereunder, by the Secretary concerned in one or more of the following categories and has been so listed for a total of more than ninety days:
 - a. missing in action,
 - b. captured in line of duty by a hostile force, or
 - c. forcibly detained or interned in line of duty by a foreign government or power, or
3. The spouse of any person who has a total disability permanent in nature resulting from a service-connected disability, or the spouse of a [veteran](#) who died while a disability so evaluated was in existence.

Important notes about this group include:

- The term “eligible person” is not the same as the term “military spouse,” nor would it be accurate to use the phrase “eligible spouse” here because that term is used for priority of service.
- A widow or widower who is eligible for one of the reasons described above remains eligible even if they later remarry.
- The uses of the term “eligible person” mirror those of [eligible veterans](#):
 - DVOP specialists may serve eligible persons who are experiencing at least one qualifying employment barrier defined in policy.
 - This group is included in the hiring preference for LVERs.

D. Additional Populations

Each year’s funding bill, the annual appropriations act for DOL, authorizes DVOP specialists to serve—and LVERs to work with employers on behalf of—the following additional populations:

1. Transitioning members of the Armed Forces who have participated in the Transition Assistance Program and have been identified as in need of intensive services.
2. Members of the Armed Forces who are wounded, ill, or injured and receiving treatment in military treatment facilities or warrior transition units.
3. Spouses or other family caregivers of such wounded, ill, or injured members.

Notes for these additional populations are as follows:

- 38 U.S.C. § 4101(9) established that “intensive services” means “individualized career services.”
- Transitioning service members, like all other participants, may self-identify as to their need for individualized career services.
- There is no requirement that the TSM has completed any segment of the Transition Assistance Program (TAP), nor is there a specific segment of TAP in which the TSM must have participated. This means that the TSM need only have participated in any part of TAP, such as the self-paced online module or Individualized Initial Counseling.
- In accordance with [38 U.S.C. § 1720G](#)(d) and in the context used here, the term “family caregiver” specifically refers to an individual who provides personal care services to a service member who is wounded, ill, or injured and receiving treatment in a military treatment facility or warrior transition unit. This individual must also be someone who:
 - (A) is a member of the family of the service member, including:
 - (i) a parent;
 - (ii) a spouse;
 - (iii) a child;
 - (iv) a step-family member; and
 - (v) an extended family member; or
 - (B) lives with, but is not a member of, the family of the service member.
- “Wounded” is defined as a service member or [veteran](#) who has incurred an injury as a result of an attack or other use of force against the U.S., U.S. forces, or other designated persons or property. “Ill or injured” is defined as an injury or illness incurred by the member in the line of duty in the Armed Forces that may render the member medically unfit to perform the duties of the member’s office, grade, rank, or rating.
- Warrior transition units and military treatment facilities are also called Soldier Recovery Units, military hospitals, and military clinics. These facilities can be found by zip code on the [Tricare website](#). Note: Members of the Armed Forces who are wounded, ill, or injured receiving treatment at any of the locations (including certain medical facilities of the VA) listed at the link provided above are included as part of this eligibility criterion.
- None of the individuals described here as “additional populations” are [veterans](#). Once the service member separates from the military, they become a veteran and must be screened for eligibility as an [eligible veteran](#) with a qualifying employment barrier. Likewise, the spouse or other family caregiver of the member must be screened for eligibility as an [eligible person](#) after the member’s separation.

- These additional populations do not need to be experiencing an additional employment barrier to benefit from the JVSG program by receiving services from a DVOP specialist or for a LVER to work with employers on their behalf.

E. Covered Person

The final group of individuals who have special eligibility status in DOL are covered persons. According to 38 U.S.C. § 4215, the term “covered person” means any of the following:

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

Applicable notes to covered persons are as follows:

- The part of the definition that applies to a spouse above is almost identical to the definition of an [eligible person](#) from 38 U.S.C. § 4101(5).
- Covered persons are entitled to priority of service under any DOL-funded job training program, as long as they meet the program’s other eligibility requirements.
- Priority of service is not generally applied in JVSG, because:
 - DVOP specialists almost exclusively serve covered persons, and
 - LVERs do not provide direct services to customers.

EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210	CLASSIFICATION Veterans
	CORRESPONDENCE SYMBOL OWI-DASG
	DATE August 13, 2024

ADVISORY: TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 03-24

TO: STATE WORKFORCE AGENCIES
STATE WORKFORCE ADMINISTRATORS
STATE WORKFORCE LIAISONS
STATE AND LOCAL WORKFORCE BOARD CHAIRS AND DIRECTORS
STATE LABOR COMMISSIONERS
AMERICAN JOB CENTERS

FROM: JOSÉ JAVIER RODRÍGUEZ 
Assistant Secretary

SUBJECT: Jobs for Veterans' State Grants (JVSG) Program Reforms and Roles and Responsibilities of American Job Center (AJC) Staff Serving Veterans

1. **Purpose.** This Training and Employment Guidance Letter (TEGL) transmits Veterans Program Letter (VPL) 05-24, *Jobs for Veterans State Grants Staff Roles and Responsibilities, and Coordination with Workforce Innovation and Opportunity Act Services to Veterans*, jointly developed by the Employment and Training Administration (ETA) and Veterans' Employment and Training Service (VETS). VPL 05-24 clarifies JVSG statutory duties, roles, and responsibilities such staff are expected to perform and discusses relationship between JVSG and other programs within the workforce system. Additionally, the guidance is designed to update state workforce professionals about AJC staff roles with JVSG. It emphasizes statutory duties and describes staffing flexibilities available to states to meet their JVSG responsibilities while maximizing the integration of services and collaboration of partners in the AJCs.
2. **Action Requested.** The following actions are requested:
 - Read this guidance and VPL 05-24.
 - Update policies and standard operating procedures to align AJC staff and processes with the requirements outlined in this guidance and VPL 05-24.
 - Consult with the appropriate Department of Labor (DOL) regional office if technical assistance is needed.
3. **Summary and Background.**
 - a. Summary – This TEGL shares VPL 05-24, developed by VETS in consultation with ETA, that outlines the roles, responsibilities, and duties of JVSG staff, emphasizing

RESCISSIONS TEGL 19-13	EXPIRATION DATE Continuing
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statutory duties and staffing flexibilities to maximize integration of services and collaboration within the workforce development system and AJCs.

- b. Background – The Department is committed to serving transitioning service members, veterans, and their families by providing resources to assist and prepare them to obtain meaningful careers and to maximize their employment opportunities. DOL’s commitment is an important part of fulfilling our national obligation to the individuals who have served our country.

Veterans and other covered persons receive priority of service for all employment and training programs funded in whole or in part by DOL in accordance with 38 U.S.C. § 4215, 20 C.F.R. Part 1010, and 20 C.F.R. Part 680.650. Many of these programs are operated by the nearly 2,300 AJCs that support the nation’s workforce system. Grants administered by DOL serve eligible participants through numerous programs, such as Workforce Innovation and Opportunity Act (WIOA) title I programs, the Wagner-Peyser Act Employment Service (ES) and WIOA title III, the JVSG program, and the DOL Employment Workshop (DOLEW) portion of the Transition Assistance Program under 10 U.S.C. § 1144. The ETA and VETS provide priority of service implementation policy guidance in [TEGL 10-09](#), *Implementing Priority of Service for Veterans and Eligible Spouses in all Qualified Job Training Programs Funded in whole or in part by the U.S. Department of Labor (DOL)*, and [VPL 07-09](#), *Implementing Priority of Service for Veterans and Eligible Spouses in all Qualified Job Training Programs Funded in Whole or in Part by the U.S. Department of Labor*. This guidance does not affect the priority of service requirements.

The JVSG program provides formula grants to states and certain territories, enabling them to hire dedicated staff to provide individualized career and training-related services to eligible veterans and eligible persons with employment barriers and to assist employers in fulfilling their workforce needs with job-seeking veterans. JVSG is a required partner program under WIOA section 121(b)(1), and JVSG services are accessible through every comprehensive AJC.

The VPL clarifies JVSG staff’s statutory duties to ensure that 1) eligible participants receive the best combination of services; 2) Disabled Veterans’ Outreach Program (DVOP) specialists devote more time to provide individualized career services to those most in need under 38 U.S.C. § 4103A; and 3) Local Veterans’ Employment Representatives (LVER) conduct targeted outreach to assist employers in fulfilling their workforce needs with job-seeking veterans.

The VPL also addresses the respective roles and responsibilities of JVSG staff and WIOA-funded program staff in continuing to provide quality services to veterans on a priority basis. VETS and ETA jointly developed Section IX of VPL 05-24, AJC Staff Roles in JVSG. This TEGL highlights that section for ETA grantees and incorporates VPL 05-24 for grantee knowledge and awareness of the requirements applicable to JVSG and DVOP and LVER staff. Throughout this guidance, the term “AJC staff” refers to any DOL-funded program staff who work in an AJC other than those funded by JVSG.

4. **AJC Staff Roles in JVSG.** This section highlights the areas of the VPL critical to coordination with AJC staff and JVSG staff. Since JVSG is a required partner program under WIOA, AJC staff play an important role in the JVSG program.

AJC intake staff determine the service needs of incoming customers and screen them for eligibility and referral to appropriate program staff for services. This section describes AJC staff responsibilities with respect to JVSG.

- a. **AJC Staff Services to Veterans.** AJC intake staff must refer veterans and covered persons who are not eligible for, or who do not want or need, DVOP specialist services to other workforce programs, as appropriate. ETA and VETS will continue to collaborate with states to ensure that these individuals receive seamless and optimal priority of service, and we encourage a similar collaboration among state grantees and local areas.
- b. **Screening and Referring Customers.** Appropriate initial screening can enhance customers' experience by ensuring they are initially referred to the program(s) best positioned to meet their needs. In carrying out states' JVSG programs, this screening also helps ensure that DVOP specialists deliver individualized career services to eligible customers as required by statute. Where a DVOP specialist is available to accept a new customer, each incoming customer must be screened and referred in accordance with this section.
 - i. *Identify Customer's Interests and Needs.* Not all customers who are eligible for DVOP services are interested in receiving them. Prior to referring a customer to a DVOP specialist, intake staff must affirm the customer's interest in receiving one or more individualized career services. This may be done, for example, by showing a list of available DVOP-provided individualized career services and asking whether they are interested in learning more. A customer who does not need or wish to receive any of these services must not be referred to a DVOP specialist at that time.
 - ii. *Ascertain Customer's Eligibility.* AJC staff must determine whether a customer meets the eligibility criteria described in Section VI.A of VPL 05-24 before referral to a DVOP specialist.
 - iii. *When a DVOP Specialist is Unavailable.* If a DVOP specialist is not immediately available to accept a new participant, the AJC staff should provide appropriate services and referrals to meet the needs of the individual and to satisfy priority of service requirements, as described in VPL 07-09 and TEGL 10-09. AJC staff should inform the customer of the opportunity to make an appointment to see the DVOP specialist and/or be seen by other staff. The eligible customer may choose to make an appointment with the DVOP specialist at any point thereafter, even if they are participating in other workforce development program services.

A DVOP specialist who 1) has a full caseload (as determined by the state); 2) is not present (physically or virtually); or 3) is in a meeting at the moment

when a customer would otherwise be referred is considered “unavailable” for the purposes of this subsection.

- iv. *Department of Veterans Affairs’ Veteran Readiness and Employment (VR&E) Program¹ Participants.* Because not all VR&E participants are eligible for DVOP services, there is no exception to the screening requirement for VR&E participants. They must be screened for eligibility based on the criteria described in Section VI of VPL 05-24 prior to being referred for DVOP services.
 - v. *Documentation.* VETS does not require documentation of the participant’s eligibility at any point. States must follow ETA’s guidance regarding documentation, including:
 - [TEGL 23-19 Change 1](#) for data validation requirements;
 - [TEGL 23-19 Change 2 Attachment 1](#) for program-specific instructions and [Attachment 2](#) for source documentation and self-attestation guidance; and
 - [TEGL 10-23](#) for guidance on balancing the need for documentation with optimizing customers’ experience as they navigate the workforce development system.
 - vi. *Eligibility Screening and Referral through State Management Information Systems.* Although this section speaks to the AJC intake staff duties, states may use an online system to screen customers for eligibility for DVOP services and to refer those who are eligible to an available DVOP specialist, subject to the following provisions:
 - Eligibility screening must include ascertaining the customer’s interest in receiving individualized career services, as well as the eligibility criteria listed in Section VI of VPL 05-24.
 - States must apply a process to ensure that DVOP specialists do not receive more participant referrals than they have the capacity to serve. This process may be automated based on the DVOP specialist’s current caseload, and/or it may include a manual override or intervention function to divert excess referrals to other AJC staff.
- c. **Coordination with the Homeless Veterans’ Reintegration Program (HVRP).** VETS also administers HVRP, which is an employment-focused competitive grant program. HVRP funds are awarded to organizations to assist veterans experiencing homelessness in overcoming employment barriers and finding meaningful employment. VETS encourages HVRP grant recipients to refer participants to the local AJC to take advantage of its full array of employment and supportive services. Not all HVRP participants may be eligible for services from a DVOP specialist due to the different definition of veteran used across the

¹ VR&E participant eligibility uses the definition of “veteran” found at 38 U.S.C. § 101(2), which does not have a minimum service requirement. Therefore, some VR&E participants do not meet the definition of an eligible veteran.

programs. Each customer must be screened for eligibility prior to referral to a DVOP specialist.

AJC staff and DVOP specialists are encouraged to refer other veteran participants who may be experiencing, or are at risk of, homelessness to local HVRP grant recipients as well, where available. HVRP grantees can be found by using the [Find a Grantee search tool](#).

- d. **JVSG Staff Integration in the AJC.** JVSG program legislation requires that JVSG staff be integrated in states' workforce delivery systems, and WIOA includes JVSG as a required partner program. DOL champions cross-program collaboration and integration as a best practice that leads to the most effective and efficient service delivery to both jobseekers and employers.

Integration Promising Practices. States should develop or update policies and practices such as:

- Supporting DVOP participants through case conferencing, also known as integrated case management. In this customer-centered approach, cross-program staff meet regularly to discuss each participant's unique skills, goals, and needs, collaborating to identify appropriate training, service, and employment opportunities.
 - Routinely including LVERs in business service team meetings. LVERs bring a veteran-focused approach to employer engagement, and collaboration with the business service representatives empowers them to become force multipliers in this space.
 - Requesting periodic updates from LVERs on state or local veteran employment opportunities at internal meetings or training events.
 - Requesting other program staff present information at training events for JVSG staff. This practice renews and reinforces DVOP specialists' knowledge of workforce development programs that may be available to their participants.
 - Establish and maintain a shared local resource directory for all program staff to use and update.
 - Recognize and highlight veteran-friendly local employers at job fairs and other community events and leverage those opportunities to introduce employers and program staff.
- e. **DVOP Specialist Roles and Responsibilities.** DVOP specialists are required to carry out individualized career services and facilitate placements to meet the employment needs of eligible populations. According to 38 U.S.C. § 4103A(a), DVOPs deliver those services to eligible veterans in the following priority order:
- **First:** to special disabled veterans;
 - **Second:** to other disabled veterans;

- **Third:** to other eligible veterans in accordance with priorities determined by the Secretary.

DVOP specialists provide basic and individualized career services (see 20 C.F.R. § 678.430) to eligible participants. These services help participants overcome employment barriers and achieve their employment goals. DVOP specialists can serve participants directly as well as by referring them to appropriate resources. These resources may include other workforce development programs and training opportunities and any other in-person or virtual federal, state, and local programs for which the participant may be eligible.

To ensure effective tracking and accountability, DVOP specialists maintain detailed case files for each participant, documenting provided services and referrals. States refer to their respective systems differently; therefore, this guidance will use the term “management information system” (MIS) when referring to the state’s system that staff use to document services, case notes, referrals, etc. VETS does not require that states use any specific system. Case files are subject to audits by VETS in accordance with VPL 02--21 or the latest guidance.

This policy provides specific guidance on the definitions and requirements listed above to ensure that DVOP specialists can fulfill these responsibilities in providing individualized career services (in person or virtually, when appropriate) through a case management framework (see Section VI.B. of VPL 05-24) to categories of veterans and other additional populations eligible for DVOP specialist services listed in Section VI.A of VPL 05-24. The eligibility criteria ensure DVOP specialists serve those participants who are most in need of individualized career services and have adequate time to devote services to specialized populations prioritized under 38 U.S.C. § 4103A. DVOP-eligible populations who are not referred to a DVOP specialist must be referred to other workforce programs in accordance with priority of service requirements, as described in VPL 07-09 and TEGL 10-09.

- f. **Populations Eligible for DVOP Services.** DVOP specialists must limit their activities to providing services to eligible populations who:

Are interested in receiving one or more individualized career services, **and**

Meet at least one of the following two criteria:

- Are defined as an eligible veteran or eligible person and are experiencing at least one of the qualifying employment barriers defined in Section VI.A.1 of VPL 05-24; **or**
- Are members of additional populations eligible for DVOP specialist services as authorized by the current annual appropriations act, as outlined in Section VI.A.2. of VPL 05-24.

i. *Qualifying Employment Barriers.* To receive DVOP services, an eligible veteran or eligible person must affirm that they are experiencing at least one of the following employment barriers:

- Has a disability, which may include any of the following:

Special disabled veteran, defined in 38 U.S.C. § 4211(1) as a veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) under laws administered by the Secretary of Veterans Affairs for a disability rated at 30 percent or more, or rated at 10 or 20 percent in the case of a veteran who has been determined to have a serious employment handicap; or person who was discharged or released from active duty because of a service-connected disability.

Disabled veteran, defined in 38 U.S.C. § 4211(3) as a veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) under laws administered by the Secretary of Veterans Affairs²; or a person who was discharged or released from active duty because of a service-connected disability.

Other disability. Eligible veterans and eligible persons who self-identify as having a disability, as defined by the Americans with Disabilities Act, 42 U.S.C. § 12102.

- Is a Vietnam-era veteran, as defined by 38 U.S.C. § 4211(2) as an eligible veteran any part of whose active military, naval, or air service was during the Vietnam era, as defined by 38 U.S.C. § 101(29).
- Is a recently separated veteran, defined in 38 U.S.C. § 4211(6) as a veteran who was discharged or released from active duty within the last three years.
- Has been referred for employment services by a representative of the Department of Veterans Affairs.
- Is experiencing homelessness, as defined in Sections 103(a) and (b) of the McKinney Vento Homeless Assistance Act (42 U.S.C. § 11302(a) and (b)).
- Is justice-involved, as defined in WIOA Section 3(38), 29 U.S.C. § 3102(38) (definition of “offender”).
- Is between the ages of 18–24 years of age at the time of enrollment.
- Is educationally disadvantaged, meaning that the individual lacks a high school diploma or equivalent certificate.

² An individual who attests to having a disability claim pending with the VA should be considered to have an approved claim for the purposes of determining the qualifying employment barrier. A veteran with a 0 percent rating does not qualify as being “entitled to compensation” within the meaning of the statute.

- Is economically disadvantaged, which means any of the following:
Meets the definition of a low-income individual in WIOA Section 3(36), 29 U.S.C. § 3102(36).

Unemployed.

Heads of single-parent households containing at least one dependent child.

Note: An eligible person must personally meet eligibility criteria. In other words, they must both: a) meet the definition found in 38 U.S.C. § 4101(5), and b) be experiencing at least one of the criteria listed above (e.g., homeless, justice-involved, etc.). An eligible person who is not a veteran may not claim eligibility for DVOP services based on their spouse's status as, for example, a Vietnam-era veteran.

ii. *Additional Populations.* Annual appropriations acts may authorize JVSG staff to serve certain non-veteran populations. Continued service to these individuals is contingent upon future appropriations act authorization. States are responsible for consulting with the DVET and reviewing the appropriations act each year to ensure DVOP specialists are serving only eligible populations. At the time of publication of this VPL, Congress has authorized DVOP specialists to serve, and LVERs to work with employers on behalf of, the following additional populations:

- Transitioning Service Members (TSM) who, at the time of enrollment have participated in any part of the Transition Assistance Program, including self-paced online modules and Individualized Initial Counseling.
- Wounded, ill, or injured members of the Armed Forces who are receiving treatment in military treatment facilities or warrior transition units.
- Spouses or other family_caregivers of those wounded, ill, or injured service members described in Section XI.A.2(b) of VPL 05-24.

iii. *Participant Eligibility and Privacy.* States must accept an individual's verbal, written, or electronic confirmation of their eligibility status and experiences as sufficient evidence for referral to DVOP services.

States must protect participants' privacy to the greatest extent possible. When requesting information about a participant's disability or employment barriers, states must:

- Clearly state that the information is solely for determining eligibility and service prioritization.
- Emphasize that participation is voluntary.
- Guarantee confidentiality of all shared information.
- Affirm that refusing to provide information will not result in negative consequences.
- Assure that information will be used only in compliance with legal guidelines.

- g. **DVOP Specialist Case Management/Individualized Career Services.** 38 U.S.C. § 4103A emphasizes that DVOP specialists provide individualized career services to eligible populations. Therefore, VETS expects that at least 90 percent of participants served by a DVOP specialist will receive those services. VETS also expects DVOP specialists to use a case management approach to ensure they are delivering appropriate services designed to assist participants in overcoming barriers and gaining employment. See the most current roles and responsibilities audit guidance for more detail on VETS' expectations for services and case file maintenance.

Case management is a customer-centered approach to the delivery of individualized career services and is designed to prepare and coordinate comprehensive employment plans for participants, identify and assure access to the necessary training and supportive services, and provide support during program participation and after job placement. Case management includes all of the following elements:

- i. *Comprehensive assessment.* This is an in-depth evaluation that documents the individual's employment barriers and pertinent history, such as education, skills, and job history.
- ii. *Employment plan.* This may also be known as an Individual Employment Plan, plan of action, Individual Development Plan, etc. The participant and DVOP specialist jointly develop the employment plan. It captures the individual's career goals, steps needed to achieve the goals, and actions taken by both the individual and the DVOP specialist. The employment plan must address all barriers identified in the comprehensive assessment (e.g., lack of transportation), not just the barriers that made the participant eligible for DVOP services.
- iii. *Consistent contact.* DVOP specialists must maintain regular, consistent contact with the participant, including meetings and updates, both pre- and post-employment. Contact with a participant should be meaningful to continually assist the participant in overcoming employment barriers to find and maintain employment. Consistent contact is based on the participant's individual needs and situation, as per the written plan and case notes. This also includes any documented attempts at contact, but it does not include mass or group communications such as an email newsletter.

As part of case management, DVOP specialists are required to facilitate employment. DVOP specialists may contact an employer on behalf of a specific veteran to facilitate employment, in coordination with the LVER and business service teams to avoid duplicative contacts to employers. DVOP specialists must not contact employers to advocate for the hiring of veterans in general or advocate on behalf of other populations, as this is an LVER or Business Services Teams duty.

iv. *JVSG Staff Limitations.* JVSG staff must not be placed in a situation where they are at risk of performing duties that fall outside of their roles and responsibilities. The following functions are examples of duties that must not be assigned to, or executed by, JVSG-funded staff:

- Staffing the AJC front desk. JVSG staff must not be assigned at any time to greet incoming customers, conduct intake, or screen for eligibility.
- Providing services prior to eligibility screening. DVOP specialists may not serve individuals who have not been screened for eligibility and entered into the state's management information system (MIS).
- Checking in customers at job/resource fairs. However, JVSG staff may attend such events to network with other resource providers (DVOP specialists) and employers (LVERs).
- Determining customer eligibility for other services.
- Administering job preparation workshops if any of the workshop participants are not DVOP-eligible populations.
- Monitoring/controlling foot traffic during AJC events, unless the event is for a DVOP specialist's current participants only.

5. Inquiries. Please direct inquiries to the appropriate Regional Office.

6. References.

- A. [TEGL 10-09](#), Implementing Priority of Service for Veterans and Eligible Spouses in all Qualified Job Training Programs Funded in whole or in part by the U.S. Department of Labor (DOL), dated November 10, 2009
- B. [VPL 07-09](#), Implementing Priority of Service for Veterans and Eligible Spouses in all Qualified Job Training Programs Funded in Whole or in Part by the U.S. Department of Labor, dated November 10, 2009

7. Attachment(s). Attachment I: VPL 05-24

Attachment I

[VPL 05-24 JVSG Staff Roles and Responsibilities and WIOA Services to Veterans \(dol.gov\)](#)



Veterans' Employment and Training Service



JVSG

VPL 05-24 JVSG Staff Roles and Responsibilities

TEGL 03-24 JVSG Roles and Responsibilities of the AJC

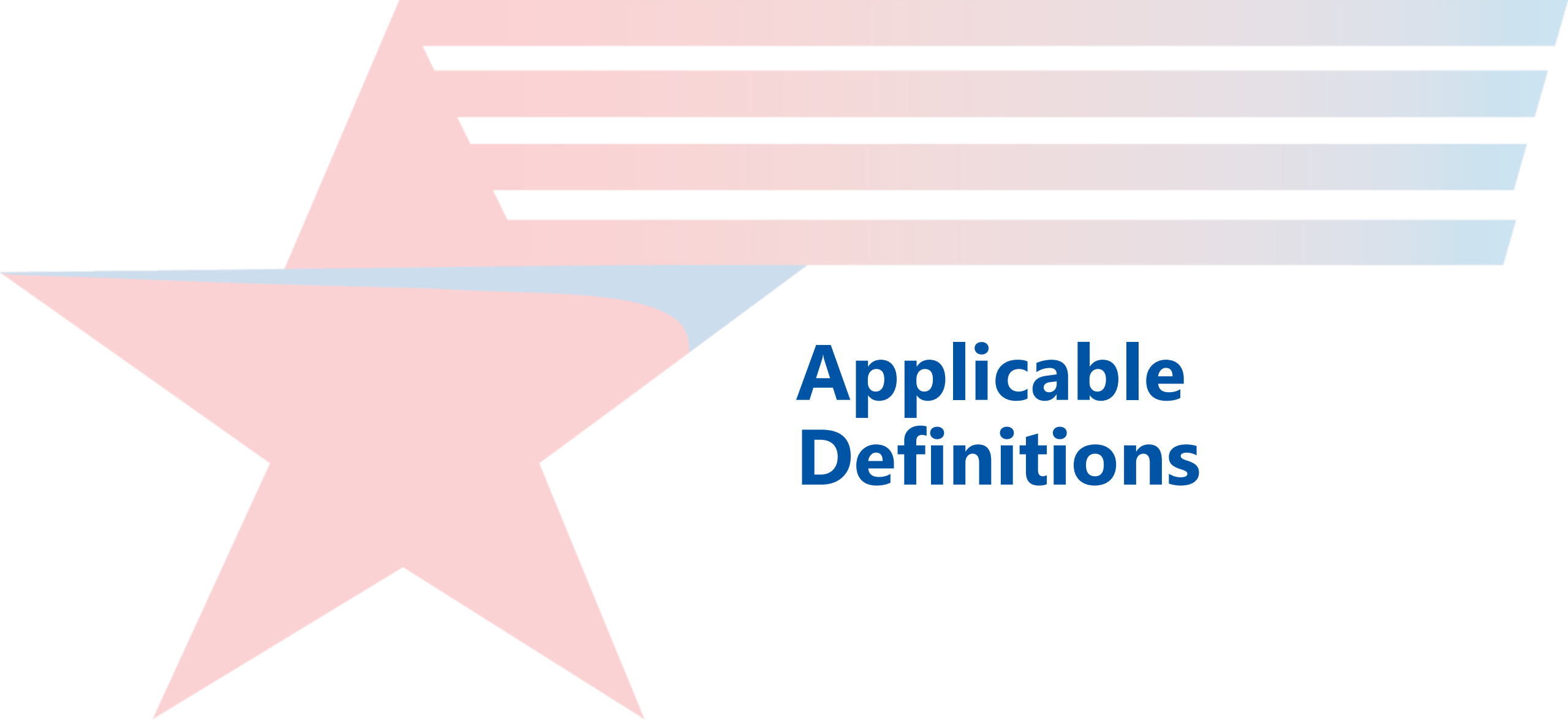
Staff Serving Veterans

March 2025

TOPICS



1. Definitions
2. Overview of Changes
3. Transitioning to VPL 05-24/TEGL 03-24
4. DVOP Eligibility Screening Tool and Career Services
Interest Checklist



Applicable Definitions

DOL JVSG Grant - 38 U.S.C. Chapter 41

- Jobs for Veterans State Grants (JVSG) provide formula grants to states and certain territories
- Grant enables hiring of JVSG dedicated staff
 - Disabled Veteran Outreach Program Specialist (DVOPS) provides individualized career and training-related services to eligible veterans and eligible persons with employment barrier
 - Local Veteran Employment Representative (LVER) assists employers to hire & retain veterans and help AJCs to understand veteran programs
- JVSG is a required partner program under WIOA section 121(b)(1)
- JVSG services are accessible through every comprehensive AJC as a condition for the receipt of DOL funds


Definition –Veteran, 38 U.S.C. § 101(2)

- Definition applies to WIOA, WP, SCEP, QUEST Programs
- Person who served in the active military, naval, air, or space service, and who was discharged or released under any condition other than dishonorable.
- Important Notes!
 - There are no minimum days of service - 1 day qualifies
 - Active means
 - Active duty **OR**
 - Any period of active or inactive duty for training during which the individual was disabled or injured in the line of duty



Definition – Eligible Veteran, 38 USC § 4211 (4)

- Definition only applies to eligibility for the JVSG Program
- Served on active duty for more than 180 days **AND** received a discharge other than dishonorable **OR**
- Was discharged from active duty because of a service-connected disability **OR**
- Was a Reservist ordered to active duty during a war or campaign for which a campaign badge is authorized **AND** received a discharge other than dishonorable **OR**
- Was discharged from active duty with a sole survivorship discharge

- 
- The 180 days must be consecutive
 - **BUT** 180 day requirement does not apply to eligible veterans serving during a war or campaign for which a campaign badge is authorized
 - **AND** the 180 day requirement does not apply to sole survivorship
 - **An eligible veteran must want individual career services & have at least one qualifying employment barrier to be served by a DVOP**
 - **All disabled veterans must also meet the criteria for “eligible veteran” to receive DVOP services**
 - **A disabled veteran without a listed employment barrier IS NOT an eligible veteran**



Definition – Eligible Person, 38 USC § 4101(5)

- Definition only applies to eligibility for the JVSG Program
- Spouse of any person who died of a service-connected disability
- Spouse of any active-duty person who is missing in action or is a POW
- Spouse of any person who has a total permanent service-connected disability or who dies while the disability is being adjudicated
- A widowed spouse remains eligible even if they remarry
- An eligible person must still be experiencing one or more employment barriers to be served by a DVOP

Definition – Additional populations

- Definition only applies to eligibility for the JVSG program
- Additional eligible populations are detailed in annual Congressional funding authorizations; they are not in law
 - All active-duty members who have participated in any part of the Transition Assistance Program and self identified as wanting ICS
 - no employment barrier required
 - no involuntary separation required
 - no requirement for not meeting career readiness standards
 - Active-duty members receiving treatment in military treatment facilities or Warrior Transition Facilities and their family caregivers; no employment barrier required
- None of these populations are veterans

Additional Populations



- **NOTE!**
- Once the eligible active-duty person separates from the service, they must be screened for eligibility as an eligible veteran and must have an employment barrier to qualify for DVOP services


DVOP Services



- **NOTE!**
- VETS provides funding to states for DVOPS to exclusively serve eligible veterans, eligible persons and additional populations

Definition – Covered Person, 38 USC § 4215

- Covered person is a term used in conjunction with AJC priority of service
 - A veteran
 - The spouse of a veteran who meets the definition of an eligible person
- A covered person has priority of service in all DOL funded programs for which they are eligible
- Priority of service means they receive the AJC service before or instead of (if participation is limited) a non-covered person
- Priority of service is not applied to JVSG because DVOPS generally exclusively serve covered persons (veterans & eligible persons) and LVERS do not provide direct services to customers



VPL 05-24
TEGL 03-24
Overview of Changes



Highlights Overview



- **Customers must affirm they are interested in receiving an individual career service (ICS) to be eligible for DVOP services**
 - This happens at reception before any other eligibility is reviewed
 - If ICS is desired, then it's determined if they qualify as an eligible veteran, eligible person, or additional population
 - If eligible above, then it's determined if they have an employment barrier (except for additional populations) making them eligible for DVOP services
- Term "Significant Barriers to Employment" eliminated & replaced with term "Employment Barriers"
- DVOPs can now serve more people because employment barriers increased, and barrier limitations decreased
- If a DVOP is not immediately available to serve an eligible person who desires individual career service another AJC staff member should provide the individual with appropriate services and satisfy priority of service as well as offer a DVOP appointment

Qualifying Employment Barriers For DVOP Services



- * = added barrier; ** = limitation on barrier removed
- Disabled
 - Special Disabled – 30% or more VA rated disability
 - Special Disabled – less than 30% VA rated disability **AND** enrolled in VRE
 - Disabled - < 30% VA rated disability
- Other Disability * - self identify as having a disability, as defined by the Americans with Americans Disabilities Act, 42 U.S.C. § 12102
 - An impairment that is episodic or in remission is a disability if it would substantially limit a major life activity when active
 - No documentation required

Qualifying Employment Barriers for DVOP Services



- Vietnam Era Veteran* - active duty during Vietnam era
- Recently separated from active-duty within the last 3 years
- Referred for services from a VA representative* - not a HVRP referral
- Experiencing homelessness – McKinney Vento Homeless Assistance Act
- Justice involved - WIOA Section 3(38), 29 U.S.C. §3102(38)
- Between the ages of 18 and 24
- Lacks a high school diploma or equivalent certificate

Qualifying Employment Barriers for DVOP Services



- Economically disadvantaged
 - low-income individual, WIOA Section 3(36), 29 U.S.C. § 3102(36)
 - Unemployed** - a person is without a job, available for work, and has actively sought employment within the past four weeks
 - Head of single parent household with at least one dependent child*

Qualifying Employment Barriers for DVOP Services



- **NOTES for DVOPS!**
- Eligible veteran, eligible person or additional population must be included in both the case file and in MIS case notes
- Qualifying employment barrier(s) for eligible veteran and eligible person must be included in both case file and in MIS case notes
- **Eligibility and employment barriers above are not the same as employment barriers on an IEP**
- **IEP employment barriers are the barriers that need to be overcome for the veteran to obtain their desired employment goal – the IEP action plan**

Prioritizing Special/Other Disabled Vets for DVOP Services



- Statute requires that DVOPs serve eligible veterans in this order:
 - First: special disabled veterans (38 USC 4211(1) with a qualifying employment barrier
 - (A) A veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) for a VA disability rated at of 30% or more **OR**
 - (B) A veteran with a VA rated disability rated at 10-20% who is a VRE participant **OR**
 - (C) A veteran who was discharged because of a service-connected disability
 - Second: other eligible veterans with a qualifying employment barrier
 - Third: additional populations and eligible persons



**DVOP Eligibility
Checklist and
Career Services
Interest Checklist**



State Flexibility/Responsibility

- States (not VETS) manage DVOP caseload
 - There is no requirement to refer every DVOP-eligible person to a DVOP
 - Quality of services is more important than quantity of participants
- States may establish a caseload "cutoff" to prevent DVOP overload
- It is required that DVOP eligible persons receive priority of service and the individual career services they desire

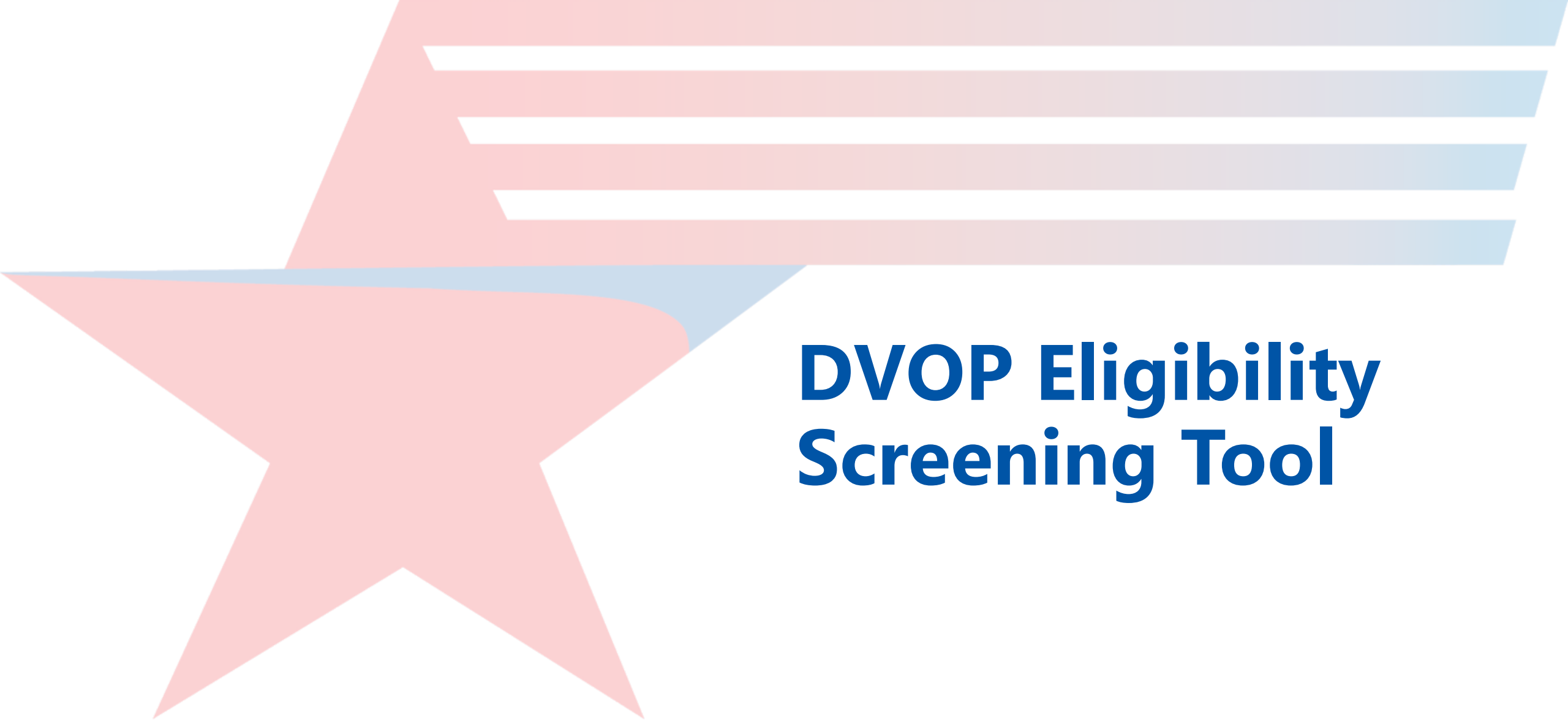
Screening Customers



- In person at the AJC is done by non JVSG staff
- VPL 05-24 and TEGl 03-24 affirm that customers may also be screened for eligibility using the state's MIS
 - Capability not yet available
 - If someone registers online, as a veteran, a non-JVSG staff member must contact them to determine if they want ICS and are DVOP eligible
- The customer must always first affirm that they want to receive ICS to be eligible for DVOP services
- First step, ask if they have ever served in the military
- If answer is yes, go to step two
- Second step ask, "Are you interested in any of these services?" (show the list of ICS)
- If answer is yes, proceed with eligibility screening questionnaire
- If answer is no, provide them with priority of service for all applicable services
- Only refer an individual to a DVOP who meets the eligibility requirements on the screening tool



Career Services Interest Checklist



DVOP Eligibility Screening Tool



Transition Plan





Implementation Timeline

- VETS and ETA do not have hard deadlines at this time
- Start training staff and using the DVOP eligibility screening document to determine DVOP referral
- We do not expect you to retrain your organization & update systems overnight
- Communicate plans & efforts with your GOTR
- Document updates/plans in your quarterly TPN
- VETS & NVTI developing supportive docs & updates



Questions

And maybe some answers



CAREER SERVICES INTEREST CHECKLIST

**A. ARE YOU INTERESTED IN RECEIVING ANY OF THE FOLLOWING CAREER SERVICES?
PLEASE CHECK ALL THAT APPLY.**

- CAREER PLANNING
- RESUME ASSISTANCE
- INTERVIEWING SKILLS
- REFERRALS TO JOBS
- ASSESSMENT OF SKILLS AND EXPERIENCE AND MATCHING THEM TO JOB OPENINGS
- VOCATIONAL TRAINING OR RETRAINING
- PAID INTERNSHIPS

If you checked any of the above and are a veteran or on active military duty, you may be eligible for assistance from an employment counselor who works with military veterans.

**B. ARE YOU INTERESTED IN LEARNING ABOUT ANY OF THE SERVICES OR INFORMATION BELOW?
PLEASE CHECK ALL THAT APPLY.**

- WHAT KINDS OF JOBS ARE AVAILABLE
- WHAT KINDS OF RESOURCES ARE AVAILABLE
- HOW TO USE HIRENET HAWAII (HAWAII'S JOB BOARD)
- OTHER (PLEASE LIST) _____

If you checked any of the above, an employment specialist will assist you.

CONTACT INFORMATION

DO YOU HAVE A HIRENET HAWAII ACCOUNT? YES NO UNSURE

NAME (PRINT OR TYPE): _____

EMAIL ADDRESS: _____ PHONE #: _____

SIGNATURE: _____ DATE: _____

FOR STAFF ONLY

STAFF NAME (PRINT OR TYPE): _____



DVOP Eligibility Screening Tool (DLIR WDD 02.12.25)

Did you indicate “yes” for any item on the Career Services Checklist? Yes No

If **Yes**, please complete this tool to determine whether you are eligible for DVOP specialist services.

If **No**, please stop here; you may be eligible for priority of service from another staff member.

Section A: Current Service Members

If you are currently serving on active duty, select any statements that apply to you.

- I am wounded, ill, or injured AND I am receiving treatment at a military treatment facility or soldier recovery unit.
- I am within 1 year of separation or 2 years of retirement, AND I have participated in a part of the Transition Assistance Program (TAP).

If you checked any of these, a DVOP specialist can serve you, pending availability; please skip to **Section E: Customer Signature**. Otherwise, please continue to **Section B**.

Section B: Eligible Veterans

If you have ever served in the military, select any statements that apply to your service:

- I served on active duty for more than 180 consecutive days and was discharged with **other** than a dishonorable discharge. (For National Guard/Reserve, active-duty training does not count toward the 180 days.)
- I was released from active duty because of a service-connected disability.
- I was released from active duty by reason of a sole survivorship discharge.
- I was a member of a Guard/Reserve component; AND served on active duty during a period of war or in a campaign or expedition for which a campaign badge is authorized AND was discharged or released from such duty with **other** than a dishonorable discharge.

If you checked any of these, you are considered an Eligible Veteran; please skip to **Section D** to determine whether a DVOP specialist can serve you. Otherwise, please continue to **Section C**.

Section C: Eligible Persons

If you are the spouse, family caregiver, or widow(er) of someone who served or is serving in the Armed Forces, select any of the following statements that apply to you:

- I am the spouse or family caregiver of a wounded, ill, or injured current service member who is receiving care at a military treatment facility.

If you checked the box above, a DVOP specialist can serve you; skip to **Section E**. Otherwise, please continue:

- My spouse was a veteran who died because of a service-connected disability.
- My spouse has (or my deceased spouse had) a total and permanent service-connected disability rating from the Department of Veterans Affairs.
- My active-duty spouse is listed as one of the following, and has been for more than 90 days: 1) missing in action; 2) captured in the line of duty by a hostile force; or 3) forcibly detained or interned in line of duty by a foreign government power.

If you checked any of the boxes in this part of Section C, you are an Eligible Person; please continue to **Section D** to determine whether a DVOP specialist can serve you. Otherwise, please stop here; you may be eligible for priority of service from another staff member.

Notice To Our Customers: We are requesting this information to best meet your employment and training needs. We will keep all information you provide to us confidential to the greatest extent allowed by law. If you do not provide this information, you will not be subjected to any adverse treatment.

DVOP Eligibility Screening Tool

Section D: Qualifying Situations

Only complete this section if directed by either **Section B: Eligible Veterans** or **Section C: Eligible Persons**. Select any of the statements that apply to you.

- I have a disability, which may include any of the following:
 - I am entitled to compensation for a service-connected disability from the U.S. Department of Veterans Affairs (VA), or I currently have a disability claim pending with the VA.
 - I was released from active duty due to a service-connected disability.
 - I have another disability, meaning a physical or mental impairment that substantially limits one or more major life activities.
- I am an Eligible Veteran and part of my active military, naval, or air service was during the Vietnam era, which means either:
 - I served in the Republic of Vietnam at any time between November 1, 1955, and May 7, 1975, or
 - Any part of my active-duty service was between August 5, 1964, and May 7, 1975.
- I am an Eligible Veteran, and I was discharged or released from active duty within the last three years.
- I have been referred for employment services by a representative of the U.S. Department of Veterans Affairs.
- I am experiencing homelessness, including any of the following:
 - I do not have (and cannot obtain) a fixed, regular, adequate, permanent place to live.
 - I will soon lose my housing and do not have anywhere else to go.
 - I am attempting to flee domestic violence and have no safe residence or resources to obtain safe permanent housing
- I have been subjected to any stage of the criminal justice process, and/or I need assistance overcoming employment barriers resulting from a record of arrest or conviction.
- I am between 18–24 years of age.
- I do not have a high school diploma or equivalent certificate.
- I receive (or have in the last 6 months received) public assistance through SNAP, TANF, SSI, or state or local income-based programs.
- My total family income does not exceed the higher of the poverty line, or 70% of the lower living standard income level. (Please ask for assistance if you think it might apply to you.)
- I am unemployed and am available to work.
- I am the head of a single-parent household.

If you checked any of these, you are eligible for DVOP specialist services; please continue to **Section E**. Otherwise, you may be eligible for priority of service by other staff.

Section E: Customer Signature

If directed here from a previous section, you are eligible for DVOP specialist services based on your responses. By completing these fields, you certify that your answers are true to the best of your knowledge.

Name:

Date:

Signature:

AJC Use Only

Intake by:

Date:

Referred to: DVOP specialist:

Other AJC staff: