

JOHN HICKENLOOP  
Governor

ELLEN GOLOMBEK  
Executive Director

ELISE LOWE-VAUGHN  
Acting Director



## DEPARTMENT OF LABOR AND EMPLOYMENT

WORKFORCE DEVELOPMENT PROGRAMS

633 17<sup>th</sup> Street, Room 700  
Denver, Colorado 80202-3627

Category: Veterans
Subject: Refocused Roles and Responsibilities of Jobs for Veteran State Grant(JVSG)Funded Staff
Source: Federal
Revise/Replace: PGL 05-14-V
Contact: State Veterans Program Coordinator
Distribution: All Workforce Centers, Program and Administrative Staff
Colorado One-Stop System Policy Guidance Letter: 12-08-V
Date: 9/12/2012

- I. **REFERENCE(S):** U.S.C. Title 38 Chapters 41 and 42, Public Law 107-288, Veterans' Program Guidance Letter (VPL) 07-10: Refocused Roles and Responsibilities of the Jobs for Veterans State Grant (JVSG) Funded Staff, VPL 03-07, PGL 11-17-WIA: Guidance on Data integrity and the Customer Cycle of WIA and TAA programs, PGL 11-12-V: Accuracy and Reliability of VETS 200 Reports – Agent ID's
- II. **PURPOSE:** This Policy Guidance Letter (PGL) outlines the refocused roles and responsibilities of assigned Disabled Veterans Outreach Program (DVOP) specialists and Local Veteran Employment Representatives (LVER) by:
  - A. Clearly delineating the distinct duties and reporting requirements of the DVOP specialist and the LVER staff;
  - B. Emphasizing the efforts of the JVSG staffs by focusing more on their primary responsibilities, i.e. DVOP specialist provide intensive services to targeted Veterans and LVER staff provide employer outreach and job development services;

- C. Establishing roles that demonstrate how the complementary resources of these two positions can better meet the employment needs of the targeted Veterans;
- D. Demonstrating how the JVSG funded staff are to work collaboratively with other USDOL grant-funded staff located within the workforce centers and other outside agencies.

**III. BACKGROUND:** Since implementation of the Jobs for Veterans Act, numerous reviews and audits of JVSG programs have identified issues such as the overlapping responsibilities of the LVER and DVOP positions, limited staffing in offices, and the need for the measurable outcomes for Veterans served by JVSG-funded staff to mirror measurable outcomes for Veterans served by other programs such as Wagner-Peyser. Additionally, they found that:

- DVOP specialists expended a relatively low amount of their overall effort delivering intensive services;
- LVER staff expended a relatively low amount of their overall effort on employer outreach and job development; and
- Both DVOP specialists and LVER staff appear to expend the majority of their effort providing standard labor exchange services to Veterans whose reported characteristics were very similar to the reported characteristics of those Veterans served by Wagner-Peyser staff only.

Because of these findings VPL 07-10 “Refocused Roles and Responsibilities of the Jobs for Veterans Grant (JVSG) Funded Staff” was issued with guidance to further delineate and target the duties of the DVOP specialists and the LVERs.

#### **IV. POLICY/ACTION:**

- A. The State recognizes that all USDOL grant-funded staff who works within the workforce centers is responsible for providing services to both Veterans and eligible persons. DVOP and LVER staff is assigned to supplement and not supplant the duties of the Workforce Center (WFC) staff. All WFC personnel are responsible to serve Veteran customers who are eligible for their programs and services. However, it is the intent of this Policy Guidance Letter (PGL) to focus **only** on the responsibilities of the DVOP specialists and LVERs in regards to the services they are to provide to Veterans and eligible persons.
- B. In order to receive services from the JVSG staff the customer must be an “eligible Veteran and/or eligible persons”.

**“Eligible Veterans” as defined by Title 38, Chapter 42 Section 4211(4) means a person who:**

- served on active duty for a period of 180 days or more and was discharged or released with other than a dishonorable discharge;
- was discharged or released from active duty because of a service-connected disability;
- was a member of a reserve component under an order to active duty pursuant to section 12301 (a), (d), or (g), 12302, or 12304 of title 10, 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;
- was discharged or released from active duty by reason of a sole survivorship discharge (as that term is defined in section 1174(i) of title 10).

**“Eligible Persons” as defined by Title 38, Chapter 41 Section 4101 means:**

- the spouse of any person who died of a service connected disability;
  - 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 for a total of more than ninety 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;
  - 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.
- C.** There are certain categories of eligible Veterans, also referred to as “targeted Veterans,” who will receive priority in regards to the provision of services rendered by the DVOP. Priority of provisions is given first to the (i) Special Disabled Veterans, (ii) Disabled Veterans and then (iii) Other eligible Veterans particularly those who are economically or educationally disadvantaged. Economically and educationally disadvantaged is defined at the local level.

**“Special Disabled Veteran” as defined by Title 38, Chapter 42 section 4211(1) means:**

- A veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) (i) rated at 30 percent or more, or (ii) rated at 10 or 20 percent in the case of a veteran who has been determined under section 3106 of Title 38 to have a serious employment handicap or;
- A person who was discharged or released from active duty because of service-connected disability.

**“Disabled Veteran” as defined by Title 38, Chapter 42 section 4211(3) means:**

- a Veteran who is entitled to compensation (or who but for the receipt of military retired pay would be entitled to compensation) or;
- a person who was discharged or released from active duty because of a service-connected disability.

**“Other eligible Veterans” may be targeted in accordance with priorities determined by the State, taking into account applicable rates of unemployment and the employment emphasis set forth in Title 38 Chapter 42. Other eligible Veterans who are targeted includes but is not limited to:**

- Veterans who served on active duty status during a war or in a campaign or expedition for which a campaign badge or expeditionary medal has been authorized;
- Homeless Veterans and those Veterans who are at risk of becoming homeless;
- Incarcerated Veterans or those recently separated from correctional institutions;
- Demobilizing National Guard and Reservists who served on federally active duty service orders;
- Veterans on extended Unemployment Insurance Benefits;
- Transitioning Service members;
- Veterans residing in rural parts of the State; Veterans residing on Native American reservations.

## V. **ROLE AND RESPONSIBILITIES OF THE DVOP SPECIALIST:**

The role and responsibilities of the DVOP specialist are defined in Title 38, Chapter 41 Section 4103A. The primary role of the DVOP specialist is to outreach and provide intensive services to meet the employment needs of “eligible Veterans and eligible persons.”

- A. **Responsible for Providing Intensive Services:** In order to best serve eligible Veterans effectively and efficiently, the DVOP specialist will focus on **their primary role**, which is to provide intensive services to the targeted Veterans identified above, particularly to those who are unlikely to obtain employment or who would remain underemployed without these services.

Whenever a DVOP specialist provides **quality, in-depth, one-on-one, preferably in-person, assistance to an eligible Veteran, within any given targeted category, and extensive time is spent to ensure that their employment needs are met, an intensive service(s) code is warranted.** If the same level of services is provided to eligible Veterans in a group setting, or over the phone when it can't be accomplished in person, this is also considered intensive service(s).

If connection between the DVOP specialist and the eligible Veteran has only taken place through electronic mail, this is not considered intensive services. Such contact does not allow for a meaningful relationship to be built. In addition, providing an eligible Veteran or Veterans with general information only once is not considered an intensive service(s). Remember, in order for a service to qualify as an intensive service, it must be quality, in depth, one-on-one over an extensive period of time. Whenever in doubt, ask your RVER for guidance. Intensive services, located under the “WIA Intensive Services” section of the Connecting Colorado services help screen, include but not limited to:

1. Comprehensive assessment of education, skills and abilities which includes in-depth interviewing and evaluation to identify employment barriers and appropriate employment goals **(CA)**;
2. Short term pre-vocational services that may include development of learning and communication skills, interviewing skills, personal hygiene skills and professional conduct to prepare individuals for career goals.**(PV)**;
3. Development of an individual employment plan that identifies employment goals, interim objectives, and appropriate services that will enable the Veteran to meet his or her employment goals **(IE)**;

4. A client-centered counseling service that may involve personal, financial, life management, case management, career guidance and counseling. Counseling can be given either individually or in a group. This service also includes referrals to other assistance, as well as arranging for additional support services not previously acquired **(CS)**.

A Comprehensive Assessment is the only intensive service that will be a required service provided to all eligible Veterans who receive quality, in-depth, one-on-one (preferably in person) assistance from a DVOP specialist. Intensive services can be:

- Delivered separately from the case management framework;
- Delivered with other intensive services;
- Delivered separately from any other intensive service, i.e. “coupling” the comprehensive assessment service with the individual employment plan service is no longer required unless delivered in case management;
- Coupled with core services.

**B. Responsible for Providing Enhanced Job Referral Services:** An Enhanced Referral (ER) service code is listed in the core services section within Connecting Colorado help screen and used whenever a staff goes above and beyond the automated referral process to place a Veteran before an Employer, and by doing so the Veteran is considered for employment. Examples of enhanced referrals include but are not limited to:

1. The DVOP specialist contacts an Employer who has an existing job opening and asks the Employer to consider a specific Veteran or Veterans whose skills and qualifications are a good match for the job. After the DVOP advocates on behalf of the Veteran(s), the Employer agrees to meet with and/or consider the Veteran(s) versus telling the DVOP to send the Veteran(s) thru the regular referral process.
2. The DVOP specialist contacts an Employer who has an existing job opening and asks the Employer to consider a specific Veteran or Veterans whose skills and qualifications are not a perfect match. After the DVOP advocates on behalf of the Veteran(s), the Employer modifies the position or job requirements so the Veteran(s) can be considered.
3. The DVOP specialist works through the Business Services unit of the Workforce center, who contacts the Employer for the DVOP

specialist and advocates on behalf of a specific Veteran or Veterans with the appropriate skills and abilities. This results in the Veteran being considered for the opening.

**C. Assisting With Job Development (JD) Services:** Although providing job developments is **not** the primary role of a DVOP specialist, there are times when a DVOP specialist will need to provide JD services due to time constraints, whenever a permanent LVER position is not assigned within a Workforce center and/or the Regional Veteran Employment Representative (RVER) is assigned to multiple regions and unable to provide the JD service within an appropriate time frame. The definition and examples of a Job Development can be found under *Section VI: Role and Responsibilities of a LVER*.

**D. Responsibilities within Case Management:** Case management continues to be an appropriate service delivery strategy or framework in which intensive services can be delivered. Case management should be facilitated using the case management approach taught by the National Veterans Training Institute (NVTI). A Veteran who is placed in case management by a DVOP is coded with a Veteran Service (VS) service code. VS is not a program in the sense of WIA, but rather a code to identify eligible Veterans who are being case managed by a DVOP specialist. A Veteran who participates and/or is co-enrolled in the following programs is required to be placed in case management, also known as Veteran Services (VS):

- Veteran Workforce Investment (VWIP) Program;
- Workforce Investment Act (WIA) Program;
- Vocational Rehabilitation and Education (VR&E) Program
- Gold Card Program.

Case management for all other eligible Veterans is optional, left to the discretion of the DVOP Specialist, and provided only when the Veteran is deemed an appropriate candidate for case management. When the Veteran is placed in case management, two intensive services must be provided and documented:

- Comprehensive assessment (CA);
- An Individual employment plan is developed (IE);

**E. Responsible for Outreach Activities:** The DVOP specialist shall conduct outreach activities with various organizations whose efforts also are intended to assist Veterans. The DVOP specialist outreach activities are to identify eligible Veterans and then to market the extensive employment services and resources that can be provided to them within the workforce center. Potential partner organizations

for outreach include, but are not limited to:

- Vocational Rehabilitation and Employment Programs (VR&E);
- Homeless Veterans Reintegration Project Grantees (HVRP);
- Department of Veteran Affairs Medical Centers and Vet Centers;
- Veteran Service Offices (VSO)
- Homeless Shelters;
- Civic Service Organizations;
- Community Stand Downs;
- Military Installations;
- WIA Partners;
- State Vocational Rehabilitation Agencies;
- Targeted Veterans who register for work with Colorado Department of Labor and Employment (CDLE).

These outreach activities must be coordinated and approved by the Regional Director, immediate Supervisor and/or regional Local Veteran Employment Specialist. This process of coordination is put in place to avoid duplication of efforts and to establish accountability for time spent on outreach.

**F. Responsible for Proper Documentation:** The importance of accurate and timely documentation of the services provided to the Veteran jobseeker and/or Employers is critical to the success of the Veterans Employment program and other related programs such as VWIP. Documentation, when properly entered, is used to verify the actual services provided in order to receive credit and to verify the valuable work and time put in by the DVOP specialist. The services and other documentation must be entered into Connecting Colorado within 14 calendar days from the date of the service provided. This requirement is described in PGL 12-06-WIA on Data and Program Integrity. Please reference this PGL for further details, and if you have questions, please call your Regional monitor. The following will be documented via the appropriate Connecting Colorado screen, including a case note for every contact made with the Veteran:

- The Agent ID
- Position (DVOP or LVER)
- Date
- Identify client
- Identify whether the meeting took place in person, over the phone or through email
- Purpose of the visit
- Every core and intensive service provided
- Every referral made whether to local or formal training
- Result of the meeting
- Date of follow-up if applicable
- Upload of resume is required for any eligible Veteran placed in case management and strongly encouraged for all others
- Any documents required for proof of registration and eligibility in

programs.

**VI. ROLE AND RESPONSIBILITIES OF THE LVER:** The role and responsibilities of the LVER are defined in Title 38, Chapter 41 Section 4104 (a). The primary role of a LVER is to conduct outreach to employers with the sole purpose of gaining employment through job development services for eligible Veterans, first to those Veterans determined to be job ready after receipt of intensives services from a DVOP specialist, and then to those eligible Veterans receiving employment assistance through the workforce center staff or system.

**A. Responsible for Providing Job Development Services:**

Providing Job development services is **the primary role** of a LVER, and the majority of a LVER's time should be spent in developing job opportunities.

The integration of the LVER within the Business Service division is imperative and allows him/her to serve as an additional member, who will advocate on behalf of the all Workforce center Veteran clientele and promote the delivery of priority of service.

**A viable and meaningful Job Development service** is recognized as such when the efforts put into the Job Development correlate with an increase in entered employment. Below are three examples of a job development, which demonstrate what is intended by the terms "viable and meaningful". If you are ever in doubt as to whether or not a service qualifies as a job development, please contact your Regional Director for further clarification. Examples of a Job Development are as follows:

1. The LVER works directly and extensively with an Employer on behalf of a specific Veteran or Veterans to create a position, OJT or apprenticeship opportunity that otherwise did not exist.
2. The LVER works directly and extensively with an Employer who has asked the LVER to locate qualified eligible Veterans and to provide a certain level of prescreening and/or classes to include but are not limited to:
  - interviewing training
  - resume review
  - proper attire training and/or
  - employer on-site orientation

When the Veterans participate in these activities, they are considered for employment.

3. Through a networking process, the LVER locates a job opening/opportunity, contacts the Employer and advocates on behalf of a specific Veteran or Veterans resulting in employment consideration.
4. The LVER, after conducting a file search for only open positions on behalf of a specific Veteran or Veterans, discovers that there are no current openings. The LVER then contacts an Employer who in the past has posted a job order within Connecting Colorado, finds that the Employer has positions, and the Employer agrees to consider the Veteran(s) with either a resume or Veteran(s) being sent forward. One way this can be accomplished is by changing the file search from “open” to “all”. This is a job development because a position was “discovered or located” on behalf of the Veteran.

**B. Responsible for Providing Enhanced Job Referral Services:** An Enhanced Referral (ER) service code is listed in the core services section within the Connecting Colorado help screen and used whenever a staff goes above and beyond the automated referral process to place a Veteran before an Employer, and by doing so the Veteran is considered for employment. Examples of enhanced referrals include, but are not limited to:

1. The LVER contacts an Employer who has an existing job opening and asks the Employer to consider a specific Veteran or Veterans whose skills and qualifications are a good match for the job. After the LVER advocates on behalf of the Veteran(s), the Employer agrees to meet with and/or consider the Veteran(s) versus telling the LVER to send the Veteran(s) thru the regular referral process.
2. The LVER contacts an Employer who has an existing job opening and asks the Employer to consider a specific Veteran or Veterans whose skills and qualifications are not a perfect match. After the LVER advocates on behalf of the Veteran(s), the Employer modifies the position or job requirements so the Veteran(s) can be considered.
3. The LVER works through the Business Services unit of the Workforce center, who contacts the Employer for the LVER and advocates on behalf of a specific Veteran or Veterans with the appropriate skills and abilities. This results in the Veteran being considered for the opening.

**C. Responsibility to Work with and Outreach to DVOP specialist and other Service Providers:** The LVER will work closely with the

DVOP specialist and other Service Providers who have identified an eligible Veteran or Veterans as being ready and able to enter the workforce. After the Veteran has been identified as job ready, the LVER will begin to promote the Veteran to possible employers. The LVER will look at the skills and abilities of the eligible Veteran to match them up with known job openings or to work closely with an employer to create a position that otherwise did not exist. Service Providers include, but are not limited to:

- DVOP specialist who after providing intensive services and/or referring to training now believes that the eligible Veterans are now ready to enter the workforce;
- Vocational Rehabilitation and Employment Programs (VR&E) that have Veterans who are close to completing their educational training and now ready to enter the workforce;
- Homeless Veterans Reintegration Project Grantees (HVRP) who have Veterans who have eligible Veteran job seekers who are now ready to enter;
- Department of Veteran Affairs Medical Centers and Vet Centers that believe an eligible Veteran is job ready and needs the assistance of a LVER to finding gainful employment or needing to place them within a specific occupation;
- Military Installations through the Transitional Assistance Program and Family Support and Readiness Centers;
- WIA Partners;
- Universities and Community colleges;
- Colorado National Guard and Reserve Family Support Offices

It is imperative that the LVER collaboratively join efforts with DVOP specialist and other Service Providers. Outreach activities will include facilitating employment workshops such as but not limited to:

- “Resume Writing” workshops
- “Networking” workshops
- “How to Interview” workshops
- “Interviewing Attire” workshops
- “Career Exploration” workshops
- “How To Work A Job Fair” workshops

- Workforce Center and Connecting Colorado Orientations

The LVER is also expected to be integrated within and closely work with the Business Services unit of the Workforce Center as a means to advocate on behalf of the Veteran clientele of the Workforce center and to promote the delivery of priority of service.

**D. Responsibility for Employer Outreach:** LVER staff will work with Employers and Employer groups to promote the advantages of hiring eligible Veterans. LVER's will promote job seeking Veterans as individuals who have highly marketable skills and experience. Establishments where LVER staff can seek out employment opportunities will include, but are not limited to:

- Private businesses both small and large
- Chambers of Commerce
- Public employers such as the federal and state sector to include federal contractors
- Staffing agencies that do not charge the job seeker a fee
- Headhunters that do not charge the job seeker a fee
- Unions
- Job posting websites such as Monster, Indeed, LinkedIn etc
- Employers who list job orders on Connecting Colorado

The LVER should build and maintain a viable and meaningful business relationship with the Employers they outreach to by:

- Taking the time to go over the job descriptions in order to understand exactly what the Employer is wanting and looking for;
- Providing an applicant search on an Employer's behalf even if it means contacting and scheduling individual meetings with each qualified Veteran;
- Ensuring that all eligible Veterans referred to the Employer are qualified Veterans;
- Conducting training workshops as needed on site or within the workforce center;
- Ensuring that Employer deadlines for applications are met;
- Conducting follow-up surveys as to whether or not the employer received enough qualified Veteran applicants;
- Conducting follow-up to see if the employer is satisfied with the Veteran applicants that are referred to them.

**E. Responsibility for General and Community-Based Outreach**

**Activities:** LVER staff serves as an advocate with business, industry and other community-based organizations by participating in a variety of outreach activities such as:

- Planning and participating in job and career fairs;
- Promoting employment and training opportunities for Veterans with business organizations, unions, and apprenticeship programs;
- Promoting credentialing and training opportunities for Veterans with training providers and licensing agencies;
- Establishing and maintaining regular contact with employers to include federal contractors;
- Being actively involved with the Workforce center business services team;
- Promoting all Workforce Center services and programs to Employers.

When assigned responsibility for more than one local office or service delivery point, LVER staff, also referred to as RVER, should conduct outreach and job development activities throughout their area of responsibility.

**F. Responsible for Proper Documentation:** The importance of accurate and timely documentation of the services provided to the Veteran jobseeker and/or Employers is critical to the success of the Veterans Employment program and other related programs such as VWIP. Documentation, when properly entered, is used to verify the actual services provided in order to receive credit and to verify the valuable work and time put in by the LVER specialist. The services and other documentation must be entered into Connecting Colorado within 14 calendar days from the date of the service provided. This requirement is described in PGL 12-06-WIA on Data and Program Integrity. Please reference this PGL for further details, and if you have questions, please call your Regional monitor. The following will be documented via the appropriate Connecting Colorado screen, including a case note for every contact made with the Veteran:

- The Agent ID
- Position (DVOP or LVER)
- Date
- Identify client
- Identify whether the meeting took place in person, over the phone or through email

- Purpose of the visit
- Every core and intensive service provided
- Every referral made whether to local or formal training
- Result of the meeting
- Date of follow-up if applicable
- Upload of resume is required for any eligible Veteran placed in case management and strongly encouraged for all others
- Any documents required for proof of registration and eligibility in programs

**G. Responsible for the Collection of Supplemental Data and WRIS**

**report:** The LVER is to ensure the process of collecting supplemental data is conducted every quarter, if needed, in order to meet the negotiated common measures. The allowable sources of supplemental information for tracking employment-related outcomes, per US DOL TEGL 17-05 “Common Measures,” are “case management notes, automated data base systems, One-Stop operating systems’ administrative record, surveys of participants, and contacts with employers. All supplemental data and methods must be documented and are subject to audit.” If you are using case management notes to document supplemental data, the note can be based on information gathered either from the participant or the employer. The note should include, at a minimum, employer, job title, and wage information. This is to insure standard placement data, and it’s also a control mechanism.

Each quarter the CDLE MIS team will run a Wage Record Information System (WRIS) report. A WRIS report is a collection of wage data collected from various states and can be used to help meet our common performance measures. Regional MIS representative is notified when the results of this report are posted to Connecting Colorado. The LVER will contact the regional MIS representative once the results are released to use the information when reporting common measures in the quarterly Regional Manager’s report.

**H. Other Duties Assigned to the LVER Position:** LVERs are also responsible for the following duties and any other duties assigned to them by the Regional Director:

1. Coordinating, writing, and submitting the Regional Manager’s Report on services to Veterans using the format found in VPL 07-05. Reasonable attempts will be made to include best practices and success stories, special projects, and other LVER and DVOP activities. Editing of the grammar and content is also the responsibility of the LVER.

2. Facilitating quarterly training and updates to the local workforce center staff, particularly new hires, on Priority of Services and other Veteran initiatives and issues.
3. Being the subject matter expert on all policies and procedures related to the Veteran Employment program, particularly in the area of Priority of Service, and willing to give informational orientations on any Veteran Employment program subject if asked.
4. To ensure that travel expenses are reported to the Regional Directors for the month in which the travel took place.

**VII. IMPLEMENTATION DATE:** Effective immediately.

**VIII. INQUIRIES:** Direct inquiries to Elaine Edon at 303-318-8937 or [elaine.edon@state.co](mailto:elaine.edon@state.co)

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Elise Lowe-Vaughn  
Workforce Development Programs  
Acting Director