

EXECUTIVE OFFICE OF THE PRESIDENT

29-May-1996 09:59am

TO: Melissa Y. Cook
TO: Constance J. Bowers

FROM: Raymond P. Kogut
Office of Mgmt and Budget, VAPD

CC: Robert B. Rideout
CC: Bruce D. Long

SUBJECT: LRM #4571, OPM Proposed Testimony on Veterans' Preference

Page 2, next to last paragraph. Suggest amending and moving this paragraph to page 3, inserting it as the second paragraph, as follows: 'It is inevitable, when tens of thousands of job applications are processed each year by OPM and scores of agencies, that there will be mistakes. When we learn of them, we investigate them and make appropriate corrections.'

Page 3, amend the current second paragraph to begin: "Further, acting under existing law, the Office...."

Page 3, 3rd and 4th from last paragraph. There are arguments on different sides of the issue. Veterans' preference determinations are technical decisions that should receive a technical review before any formal appeal. I believe this point needs to be clearly made before suggesting that MSPB is the choice for appeals. Further, there should be limits on what is appealable. Without clearly stated limits, the appeal route could be to a fishing expedition by disgruntled veterans, more appropriate for investigation by the Office of Special Counsel with prosecution before MSPB. Or, isn't there another parallel appeal right -- appeals on job classification to OPM. These are viewed as technical application of OPM's classification standards, similar to the technical application of the Veterans' Preference law for adding points, ranking candidates, rule of three selections (or application in demonstration project alternatives), veteran passover for qualifications, medical, or suitability, etc. Because of the above, I recommend deleting both of these paragraphs, only offering to work with the Congress and VSOs on what processes should be put in place.

Page 5, 3rd and 4th from last paragraphs. The statements appear to be better placed on page 3, between the existing 4th and 5th paragraphs.

DRAFT

STATEMENT OF
HONORABLE JAMES B. KING
DIRECTOR
OFFICE OF PERSONNEL MANAGEMENT

before the *employment,*
SUBCOMMITTEE ON EDUCATION, TRAINING, AND HOUSING
COMMITTEE ON VETERANS' AFFAIRS

at a hearing on

THE VETERANS' PREFERENCE LAW

May 30, 1996

Mr. Chairman and members of the Subcommittee:

Thank you for the opportunity to testify on the Clinton Administration's strong record of support for the Veterans' Preference Act.

I believe wholeheartedly, as does President Clinton, that veterans' preference is an earned right and must be treated as such.

Mr. Chairman, this administration has a three-year record on veterans' preference that we are proud to put before you and the American people.

First, let me say that it is true that the number of veterans in the federal workforce has been declining for a number of years. There are two reasons for this. The first is the aging of the veterans' population -- in the past six years, veterans accounted for more than half of all retirements from the federal civil service.

If we look at the percentage of veterans among men in the labor force in Fiscal Year 1995, we find that veterans make 50.11% of those age 55 to 64, 40.1% of those 45-54, 15.9% of men aged 35-44, and only 7.5% of men aged 20-34.

In other words, there are simply fewer veterans among the men who are applying for federal jobs than in decades past.

The second reason there are fewer veterans in today's workforce is the downsizing of government -- there are also fewer people being hired, whether they are veterans or not.

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The best current measure of the success of veterans' preference is that, in the past three years, in a time of significant downsizing, the percentage of federal civilian jobs going to veterans has risen dramatically.

If you take the percentage of veterans hired for full-time, permanent positions in Fiscal Years 1990, 1991, and 1992 -- 17.3%, 17%, and 23.6% -- you get an average of 19.3% for those three years.

If you take the same percentages for Fiscal Years 1993, 1994, and 1995 -- 30.8%, 33.3%, and 31.3% -- you see an increase to an average of 31.8% for those three years, an increase of more than fifty percent. .

Let me give you another example.

The vast majority of veterans are men.

In 1995, 47.4% of the 25,002 men hired for full-time, permanent federal jobs were veterans.

That is more than double the 22.4% of private-sector employees who are male veterans.

I should add that 10.7% of the 20,012 women hired for full-time permanent jobs federal jobs in 1995 were veterans. That is nearly eight times the percentage of woman veterans -- 1.4% -- in the private-sector workforce.

This is not rhetoric. These numbers reflect real women and men -- about 14,000 of 44,665 hires last year -- who are joining our civil service, largely because of their own skills and talents, but in part because this administration is strictly enforcing veterans' preference.

At a time when competition for federal jobs is highly intense, these figures demonstrate that eligible veterans are being extremely well served by veterans' preference.

It is inevitable, when tens of thousands of job applications are processed each year by scores of agencies, that there will be mistakes. When we learn of them, we investigate them and correct them, and they should not detract from the outstanding record of the past three years.

Mr. Chairman, in your letter of May 19 you raised two questions.

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First, you noted the subcommittee's interest in redress mechanisms for those veterans wishing to pursue their rights.

Acting under existing law, the Office of Personnel Management has entered into a Memorandum of Understanding with the Labor Department regarding the handling of complaints of veterans' preference violations in hiring.

The Labor Department is responsible in the first instance for reviewing complaints. If Labor does not resolve a case, it is referred to OPM for investigation and final action.

In practice, the Labor Department has some 1,700 Veterans' Federal Employment Representatives, often located at local State Employment Service offices, who resolve the vast majority of issues that arise.

Only five cases reached OPM last year and only one of those was found to involve a valid issue of veterans' preference.

Mr. Chairman, we believe that this system is fairly and efficiently enforcing veterans' preference.

However, we are aware that some veterans and veterans service organizations want a new, more formal appeals process. *would improve the system. believe that*

Should Congress decide that such a mechanism is needed, we would work with you to achieve it, as we would support any action that would better serve the rights of veterans. *OMB made OPM take out*

Of the alternatives we have reviewed, possibly the best forum to adjudicate veterans' claims would be the Merit Systems Protection Board, which already reviews reduction in force cases involving veterans and suitability and employment practices appeals from job applicants.

I would not favor moving the adjudicatory authority to OPM. Our predecessor agency, the Civil Service Commission, suffered from a perceived conflict of interest when it both wrote rules and enforced them, and we would not want any such perception to cloud the enforcement of veterans' preference.

I might add that, in addition to our work with the Labor Department, OPM has important oversight responsibilities with regard to veterans' preference.

Our core mission is the protection of the merit system and we consider veterans' preference basic to that system.

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Our Office of Merit Systems Oversight and Effectiveness, as part of its regular, governmentwide review process, evaluates whether agencies are fully enforcing veterans' preference.

When violations are found, we direct the agency to take corrective actions. These can include removing an employee from a position in favor of a veteran who has been wrongly denied preference.

In addition, OPM's Employment Service reviews the medical record when disabled veterans are denied employment on medical grounds. On average, we overturn 40% of the decisions adverse to disabled veterans, enabling them to enter the jobs for which they are qualified. //

Mr. Chairman, your letter also noted your interest in the use by agencies of single-person competitive levels and alternative personnel systems.

Each agency has the responsibility for carrying out reductions in force (RIFs) in accordance with law and OPM regulations. By law and regulation, veterans are entitled to preference over other employees during RIFs. This basic protection has not been significantly changed in more than 50 years.

As part of the RIF process, each agency must determine appropriate competitive levels. This determination is based solely on each employee's current position, not on personal qualifications. ?

It is true that a competitive level could consist of a single employee, particularly workers with highly specialized skills. But in all cases OPM regulations require agencies to establish competitive levels solely on the basis of the duties of the positions in question. >

Moreover, qualified veterans have the right to "bump" non-veterans in other competitive levels in the agency where the RIF is taking place. In short, veterans' preference provides strong protections during RIFs.

For example, let me cite last year's RIF action at the U.S. Geological Survey, which was described recently in the Washington Post Magazine. The USGS workforce included 292 individuals entitled to veterans preference. Of them, only nine were separated.)

You asked about alternative personnel systems. For the past five years the Department of Agriculture has operated a demonstration project that has tested an alternative to the "rule of three" in hiring. In this program, applicants are designated either "quality" or "eligible," based on their qualifications.

DRAFT

Qualified disabled veterans are automatically placed in the quality group.
All candidates in the quality group are available for selection, with absolute preference given to veterans.

This project was carried out in randomly selected units of the Forest Service and Agricultural Research Service and involved about 5,000 new hires. It has been called a success by both managers and veterans.

Managers say it gives them more flexibility and better selections, and veterans service organizations have found that it leads to a higher percentage of veterans being hired.

This alternative system fully protects veterans' rights in the context of a more effective hiring system, and we believe it could appropriately be used elsewhere in government.

Mr. Chairman, we are showing our support of veterans' preference in many other ways. The administration's proposed civil-service reforms reflect our full support of veterans' preference, as do the guidelines that OPM issued recently on the new Performance Based Organizations, or PBOs.

I believe there is a need for better communications of veterans' rights.

We find that many veterans do not understand what rights they have. I believe that is why the Labor Department's local representatives are able to resolve so many inquiries, simply by explaining the law.

Mr. Chairman, we will gladly work with you to create better understanding of this important law, or in any other way that we can better carry out our solemn obligation to the veterans of America.

Thank you. I welcome your questions.

###

U.S. Department of Labor

749

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



ES

cc: me
+ Keyser

March 3, 1996

Mr. James B. King
Director
Office of Personnel Management
Room 5A09
1900 E Street, N.W.
Washington, DC 20415

Dear Mr. King:

Thank you for your commitment in renewing the Memorandum of Understanding (MOU) between the Office of Personnel Management (OPM) and the Assistant Secretary for Veterans' Employment and Training (ASVET) in support of our Nation's veterans. We have been in close communication with your staff, which has resulted in this enclosed final document for your review.

Principal changes have been negotiated, and those changes have been incorporated into the MOU language. We feel this MOU preserves the OASVET role as a monitor, recognizing the network which Veterans' Employment and Training Service maintains with other Federal agencies, while succinctly maintaining the enforcement action responsibility of OPM. Contact Jenel Turner at (202) 219-9110, with any additional comments.

We are planning a formal signing ceremony of the MOU. We will be in contact with you to coordinate scheduling of this event, in the near future.

Sincerely,

PRESTON M. TAYLOR JR.

Enclosure

MEMORANDUM OF UNDERSTANDING

**Assistant Secretary for Veterans'
Employment and Training
United States Department of Labor
and the
United States Office of Personnel Management**

I. Purpose:

The purpose of this document is to establish a viable understanding between the Office of the Assistant Secretary for Veterans' Employment and Training (OASVET), United States Department of Labor, and the United States Office of Personnel Management (OPM) concerning their respective roles and responsibilities for the implementation of the provisions of sections 4103(c)(13) and 4103(c)(14) of title 38, United States Code, enacted as the Veterans' Employment and Counseling Amendments of 1988, Public Law 100-323, 102 Stat. 565 (May 20, 1988). These provisions state as follows:

- (c) In cooperation with the staff of the public employment service system and the staffs of each such other program in the State, the State Director for Veterans' Employment and Training and the Assistant State Directors for Veterans' Employment and Training shall -
 - (13) monitor the implementation of Federal laws requiring veterans preference in employment and job advancement opportunities within the Federal Government and report to the Office of Personnel Management or other appropriate agency, for enforcement or other remedial action, any evidence of failure to provide such preference or to provide priority or other special consideration in the provision of services to veterans as is required by law or regulation;
 - (14) monitor, through disabled veterans' outreach program specialists and local veterans' employment representatives, the listing of vacant positions with State employment agencies by Federal agencies, and report to the Office of Personnel Management or other appropriate agency, for enforcement or other remedial action, any evidence of failure to provide priority or other special consideration in the provision of services to veterans as is required by law or regulation".

II. Definitions:

For the purposes of this Memorandum, the following definitions, in addition to those contained in section 2108 of title 5, United States Code apply:

"Complaint" means a formal allegation by a preference eligible or other eligible veteran who is entitled to the benefit of veterans preference or priority or other special consideration in the provision of services, as required by law or regulation, that such individual was denied such preference or priority or was not provided such special consideration by a Federal agency.

"Eligible Veteran" means a person who (A) served on active duty for a period of more than 180 days and was discharged or released therefrom with other than a dishonorable discharge, or (B) was discharged or released from active duty because of a service-connected disability; or (C) as 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; (38 U.S.C. section 4211[4]).

"Enforcement Action" means that corrective or remedial action which OPM is authorized to take under title 5 of the United States Code and its regulations to require veterans preference or priority or other such consideration for individuals who have such entitlement.

"Job advancement opportunities" means those job advancement and developmental activities which are designed to enhance the employment opportunities for preference eligible and other eligible veterans as referred to and set forth in chapters 41 and 42 of title 38 of the United States Code.

"Monitor" means those responsibilities of the Veterans' Employment and Training Service (VETS) established under chapter 41 of title 38 of the United States Code and includes reporting by VETS of apparent failure by Federal agencies to list vacant positions with the State Employment Service Agency (SESA) or to give veterans preference or priority or other special consideration as required by law to preference eligible and other eligible veterans.

"State Employment Security Agency (SESA)" means the agency of State government, affiliated with the U.S. Department of Labor, which administers the local employment service/job service offices within each State.

"Veterans' Employment and Training Service" means the field staff under the administration of the Assistant Secretary for Veterans' Employment and Training (ASVET).

III. Policy Statement:

Preference or other special consideration, as required by law, regulation, Executive Order or Presidential directive shall be given to eligible veterans in the filling of positions within the Federal Government.

IV. Responsibilities:

A. Veterans' Employment and Training Service:

1. VETS will be responsible for issuing directives and guidance to SESAs to implement the provisions of title 38, United States Code, which govern the requirements of the SESA to report to the OASVET complaints or other evidence of failure of Federal agencies (1) to list available Federal jobs with the appropriate local employment service/Job Service office and (2) to provide veterans preference or priority or other special consideration in the provision of services, as provided by law or regulation to preference eligibles and other eligible veterans.
2. VETS will be responsible for issuing guidance and policy directives to VETS Staff, as required, to implement this Memorandum of Understanding and pertinent legislation and regulations.
3. VETS will be responsible for reporting to OPM any unresolved complaints received concerning failure of Federal agencies to provide veterans preference in competitive service appointments, placement consideration under special noncompetitive hiring authorities for Veterans' Readjustment Appointment eligibles and 30 percent or more disabled veterans, job advancement opportunities for qualified veterans who are defined in section 4214 of title 38 of the United States Code, and any failure to list employment opportunities with local employment service/Job Service offices when Federal agencies propose to fill vacancies by public announcement.
4. VETS will maintain a tracking system for complaints received.

B. Office of Personnel Management:

1. OPM will be responsible for issuing regulations, directives, and/or policy guidance which implement and explain the requirements for Federal agencies to list available job openings with appropriate employment service/Job Service local offices and to consider on a priority basis, as required by law and regulation, the hiring of preference eligible veterans who apply for those Federal jobs.
2. OPM will be responsible for issuing regulations, guidance, and/or policy regarding federal agency responsibilities under section 4214 of title 38 of the United States Code.
3. OPM will be responsible for developing and implementing procedures for the investigation of unresolved complaints received from the OASVET, for assuring that corrective action, as appropriate, is taken, and for providing a copy of the final action to the OASVET on each such unresolved complaint referred to OPM.

V. Procedures:

- A. The VETS shall monitor each SESA's implementation of policies and procedures for assuring that job listings by Federal agencies are properly recorded and appropriate priority referrals of veterans are made to Federal agencies.
- B. Complaints received by the SESA's Local Veterans' Employment Representatives (LVER) and Disabled Veterans' Outreach Program (DVOP) specialists of failure by Federal agencies to list available jobs, or of failure to implement veterans preference or to give priority or other special consideration, required by law or regulation, will be documented and forwarded to the VETS' State Director (DVET) for the State. Such complaints will be reviewed by the DVET to assure that a complaint under section 4103(c)(13) or (14), title 38, United States Code, appears to exist, based on guidance provided by OPM. The DVET will contact the affected agency to collect facts or additional information regarding the complaint. The DVET will either notify OPM that resolution was attained, or request investigation or action as appropriate.
- C. Any additional information required by OPM from the SESA will be requested through the DVET.
- D. The OPM Service Center Director will provide the DVET with a report of the disposition of the complaint and any corrective action or remedial action taken, where appropriate, pursuant to the complaint.

VI. Cooperation:

- A. OASVET and OPM will maintain a continuing cooperative working relationship to assure fulfillment of legislatively mandated responsibilities under Sections 4103(c)(13) and (14) of Title 38 of the United States Code.
- B. Meetings will be held periodically by the staffs of VETS and OPM to address matters of mutual concern.
- C. The OASVET will ensure that current OPM materials on veterans preference are made available to DVOPs, LVERs and other SESA personnel involved in the provision of employment and training referral services to veterans.
- D. Both the OASVET and OPM will provide copies for national office review and discussion prior to issuance of all regulations, policy statements, and other guidance documents that implement this Memorandum.

The undersigned hereby agree that this document represents the understanding between them. This joint agreement supersedes any previously executed formal or informal agreements between the agencies.

Date

Assistant Secretary for
Veterans' Employment and
Training, United States
Department of Labor

Date

Director
United States Office of
Personnel Management

February 23, 1996

Vets Pref

Aging vets pop - in 1995, vets were 50% of 55-64 yr
men in labor force
only 7.5% of men 20-34

Percentage of vets among full-time, perm hires:
from avg of 19% to almost a third (31.8%)

Among men, 47.4% of men hired in 95 are vets
double the priv sector, $\Rightarrow 22.4\%$

Among f, almost 8x (10.7% vs 1.4%)

Appeals Process

King recommends Merit Systems Protection Board -
already review RIF cases involving vets + appeals from
job applicants

- doesn't favor moving to OPM - perc'd confl of interest

OPM's complaint since reviews medical record when
disabled vets are denied employment on med'l grounds
on arg, over 40% of decess, enabling ^{disadv} them to
enter jobs for which they're qualified

Vets pref provides strong protection during RIFs;
qual'd vets have r to "bump" non-vets in other
comp levels in the agency where the RIF taking place

Alternative Personnel Syts -

Quality or eligible rather than rule of 3"

↳ automatically includes qualified disab. vets + orgs
Herts absolute pref

tested in recent Syria r. by RSCG Syria
⇒ called success by NGOs + vets

Admiral's Civ Syria Return proposals reflect full support
of vets' pref

FY95 DATA ON VETERANS

veterans share of the federal work force in fy95: 28.0 percent

fy95 new hires into full-time permanent positions (everyone, including vets) totaled 44,632. Of this number:

- 1990
17.3% →
- 13,794 were vets (30.9 percent)
 - 5,778 were Vietnam-era veterans (12.9 percent)
 - 2,337 were disabled veterans (5.2 percent)
 - 856 were 30 percent or more disabled veterans (1.9 percent)

the hiring rate for 30 percent disabled veterans rose from 1.0 percent in fy84 to 2.0 percent in fy94, and went to 1.9 percent in FY95

the percentage of Vietnam-era veterans went from from 15.6 percent in fy84 to 14.5 percent in fy94, and moved to 12.9 percent in fy95.

In fy95, 7,494 veterans were appointed by direct appointment through the Veterans Readjustment Act, and 594 were hired by direct appointment as 30 percent disabled veterans.

Don Erwin

4/16 Janice LaChance, EO-5

- Constant battle to convince vets then

2 incidents have given them ammunition:

- 1) John Minnick → applied for a job @ US Holocaust Museum - OPM believes improperly removed from consideration - ^{an} oversight _{unit} investigating
Jim King has met personally w/ him - daily conversation
[top command in vets pref; Holocaust dept did not qualify]

Am. Legion cause célèbre - magazine wrote piece
- not compromise of vets pref
- ^{may have been} problem in implementing

- 2) OPM Das B'ground investigates on Fed'l Employees - training firm includes a hypothetical that says uses a veteran's ~~as~~ ^{of} sex'l harassment ~~as~~ ^{of} sex'l harassment
forgets

Jim King spoke @ all winter confs he was invited to:
Am Legion + VFW

⇒ At Dept of AG, experimentation w/ diff. ways to do vets pref

⇒ Dole bill to ^{other} expand vets pref → extensive outreach
- to use in promiss as well as getting info right
[would destroy it's apply to move ahead]
vets entitled to pref are primarily wh males]

OPM NEWS

R | E | L | E | A | S | E

FOR IMMEDIATE RELEASE
November 8, 1995

Warren Asher
202-606-1800

FEDERAL GOVERNMENT REMAINS THE LEADER IN EMPLOYMENT OF VETERANS

WASHINGTON, D.C. -- As Veterans Day approaches, Jim King, Director of the U.S. Office of Personnel Management, took a quote from the writings of Thomas Jefferson saying to all veterans, "he wished earnest prayers and a cherishment of good will, a promotion of harmony and conciliation, and above all, things to let the love of country on this DAY soar above all minor passions, and in so doing, you have my assurances and my affectionate esteem and respect for your service to Country."

King said he is pleased to report "President Clinton and the administration have kept their promise to protect the principle of veterans preference in federal employment." Even though more than 150,000 jobs have been eliminated during the Clinton administration, King said "the percentage of full-time permanent jobs going to America's veterans has actually increased. This shows the administration's strong commitment to our veterans."

OPM's most recent figures show that in fiscal year 1992, 23.6 percent of full-time permanent new hires were veterans, while in fiscal year 1994, the percentage increased to 33.3 percent. This is an increase of 44.1 percent in the percentage of full-time permanent veterans hired.

25 → 30.9%

The federal government in the fiscal year 1992 hired 59,985 new full-time permanent hires of which 23.6 percent were veterans. In the 1993 fiscal year, the federal government hired 43,176 full-time permanent employees of which 30.8 percent were veterans. In fiscal year 1994, out of 37,892 full-time permanent hires, 33.3 percent were veterans. Overall, the government employed 588,084 veterans in 1993 and 566,028 in 1994.

The agency's "Report to Congress on Veteran's Employment in the Federal Government" highlights the fact that the government continues to lead the nation as an employer of veterans. The federal government employs three times as many Vietnam-era veterans, five times as many disabled veterans, and seven times as many of the veterans who have suffered more than 30 percent disability.

"The federal government is committed to those who have served our country and they should be given special consideration in obtaining employment," said OPM Director Jim King. "Veterans and disabled veterans are a valuable human resource for this nation. OPM will continue to encourage and work with all federal agencies to provide program information on employment and advancement opportunities for all qualified veterans."

-END-



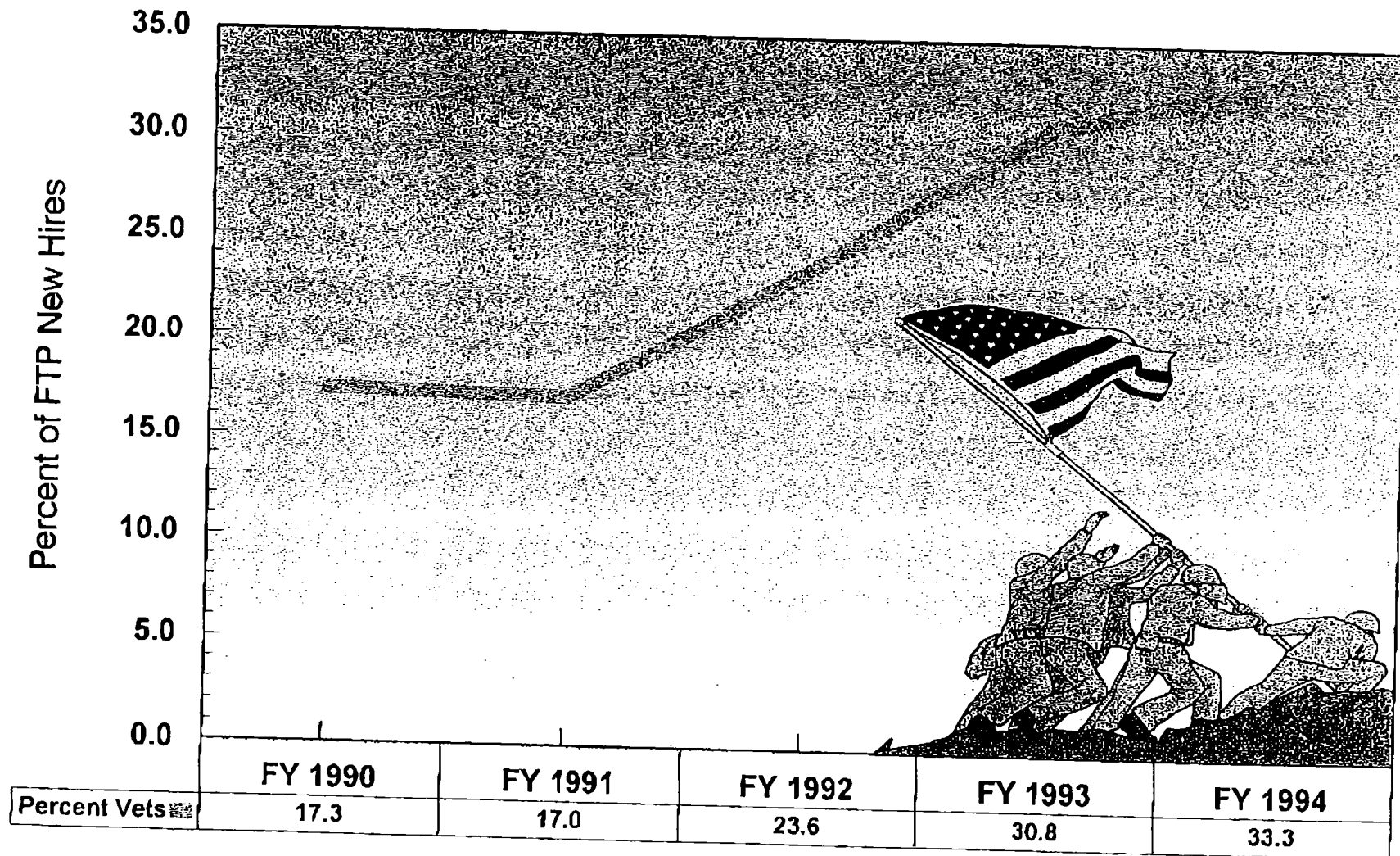
United States
Office of
Personnel
Management

Office of
Communications

Theodore Roosevelt Building
1900 E Street, NW
Room 5F12
Washington, DC 20415-0001

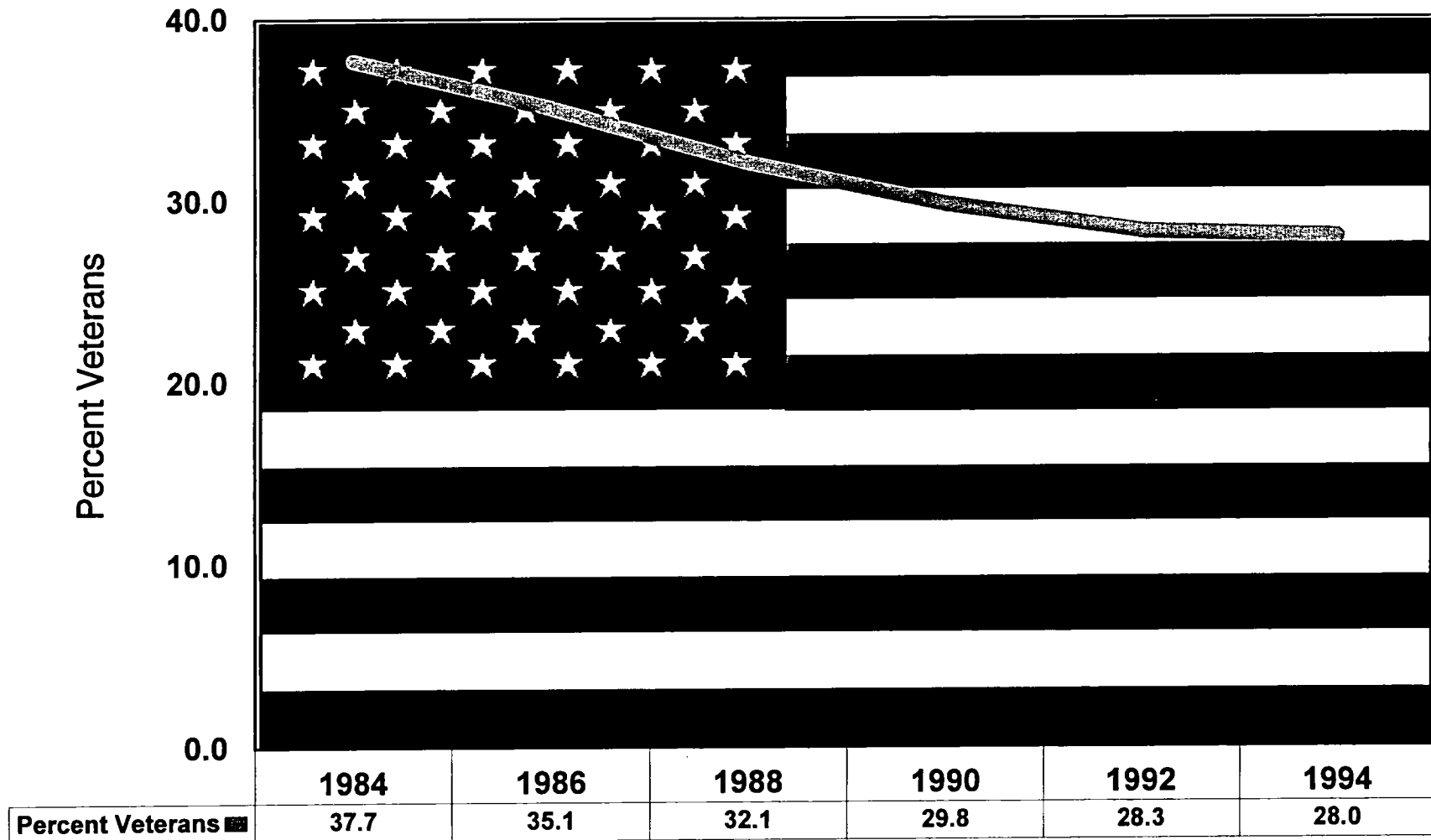
(202) 606-1800
FAX: (202) 606-2264

Veterans Percentage of Federal Civilian FTP New Hires Has Increased Steadily Since 1990



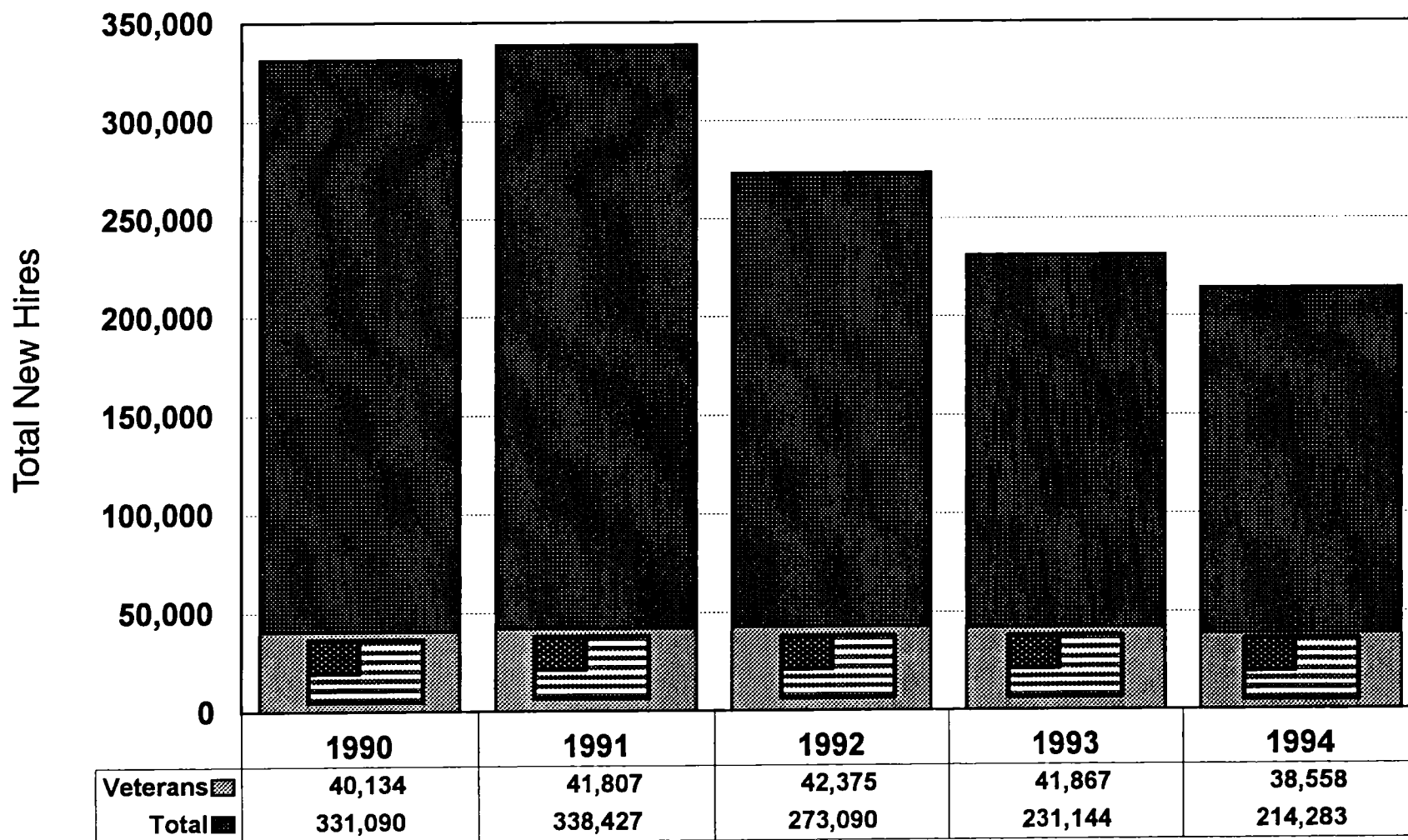
Source: U.S. OPM's Central Personnel Data File

Percentage of Veterans in the Federal Workforce Stabilizes



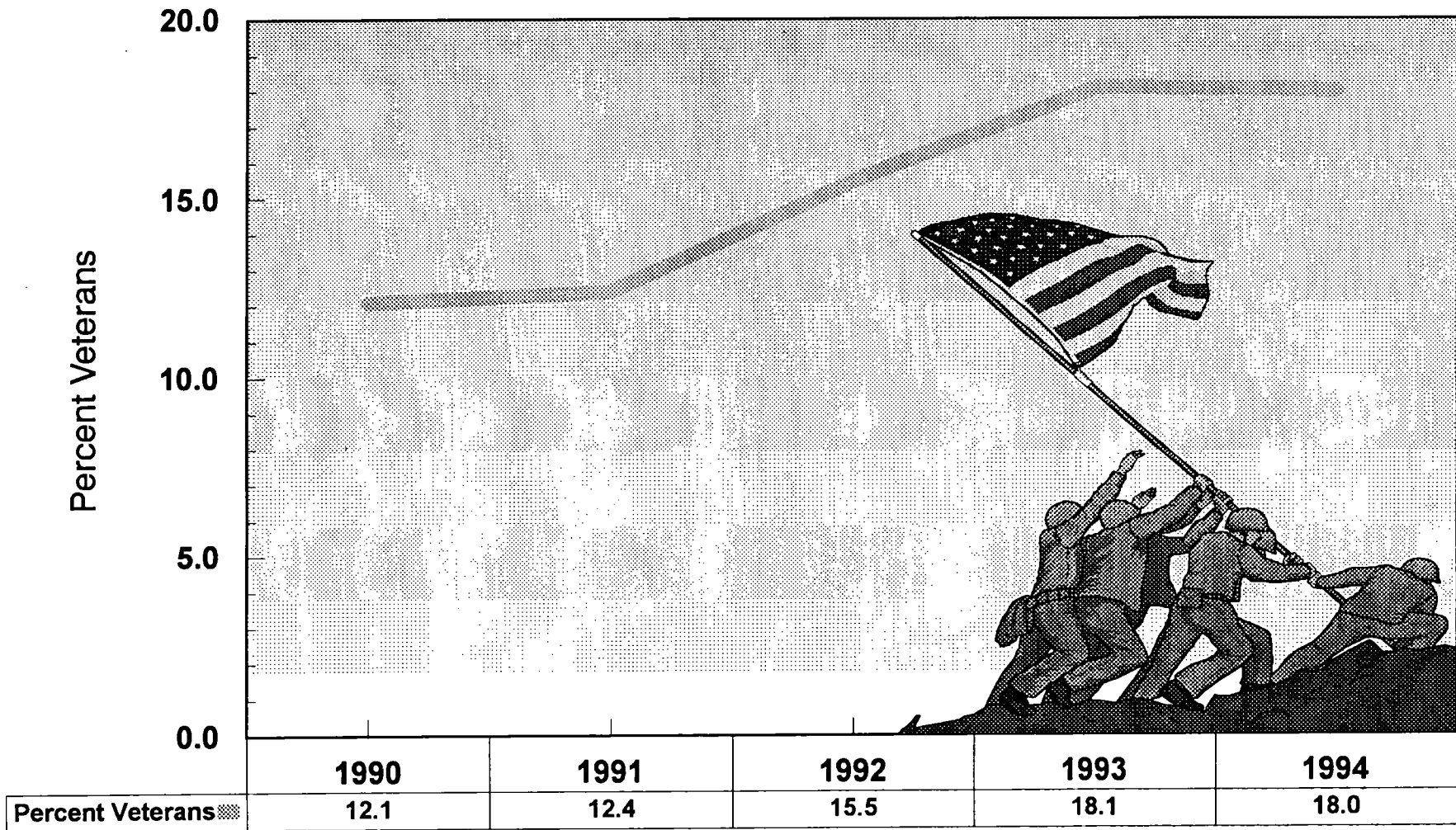
Source: U.S. OPM publication **Affirmative Employment Statistics**

Hiring of Veterans Remains Stable Despite Overall Hiring Declines



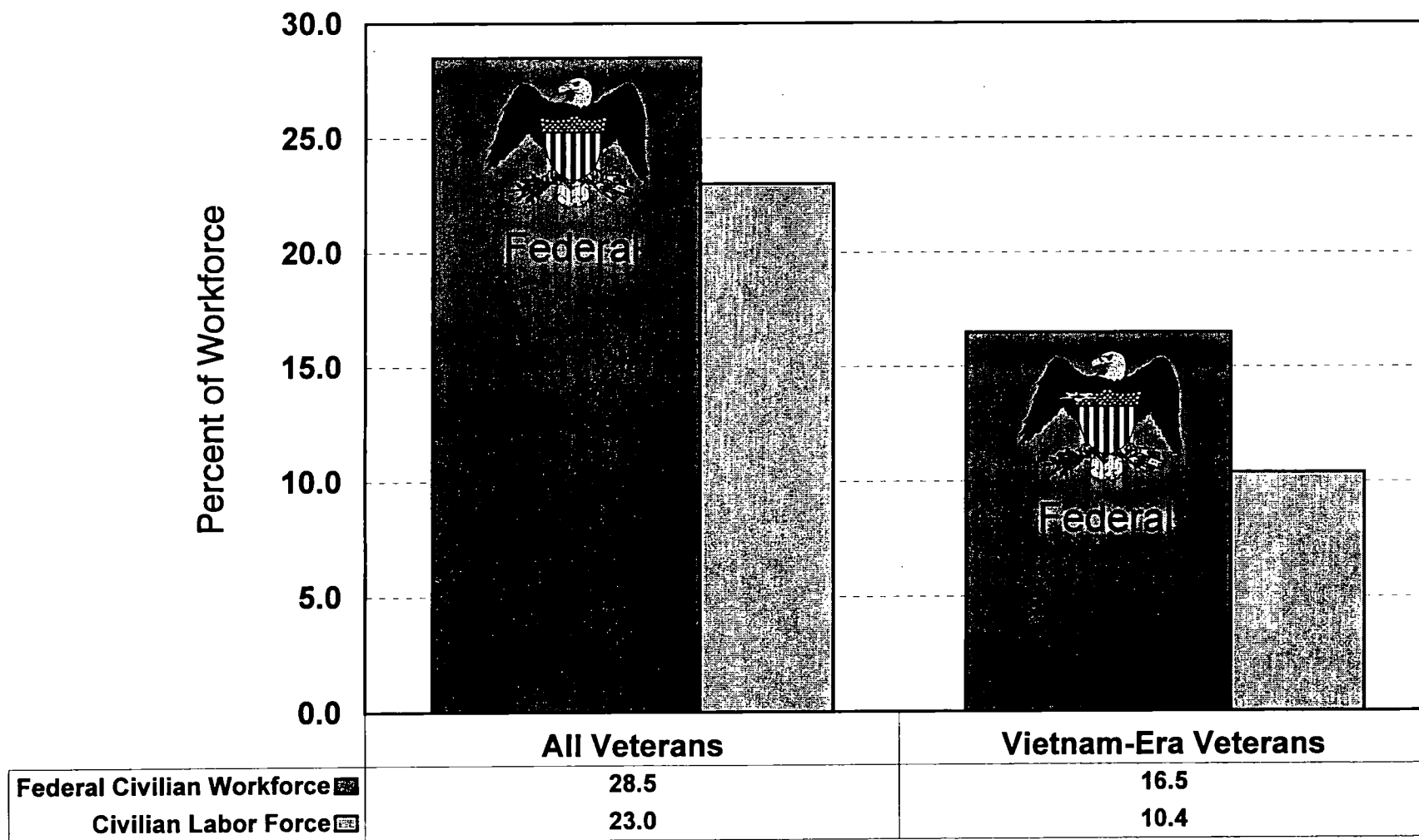
Source: U.S. OPM's Central Personnel Data File

Veterans Percentage of Federal Civilian Total New Hires Has Increased Steadily Since 1990



Source: U.S. OPM's Central Personnel Data File

Veterans Representation in the Federal Civilian Workforce is Higher Than in the Civilian Labor Force



Source: U.S. OPM's Central Personnel Data File and BLS's Current Population Survey, September 1993

OPM NEWS

R | E | L | E | A | S | E

FOR IMMEDIATE RELEASE
September 18, 1995

CONTACT: Mary Ann Maloney
202-606-1710

FEDERAL GOVERNMENT REMAINS THE LEADER IN EMPLOYMENT OF VETERANS

Washington, D.C. -- Even though the federal government has been hit with hiring moratoriums, budgetary constraints, and downsizing during the last two years, with overall hiring showing a significant decrease, the percentage of jobs going to veterans remained the same or increased according to a report published by the U.S. Office of Personnel Management.

The agency's "Report to Congress on Veterans' Employment in the Federal Government" highlights the fact that the government continues to lead the nation as an employer of disabled veterans.

"It is gratifying to see that the federal government is committed to those who have served our country," said OPM Director Jim King. "Veterans and disabled veterans are a valuable human resource for this nation. OPM will continue to encourage and work with federal agencies to provide program information on employment and advancement opportunities for all qualified veterans."

The report, while primarily focused on the employment status of disabled veterans placed or promoted under the Disabled Veterans Affirmative Action Program (DVAAP), includes information on overall veterans' employment in the federal service. In fiscal year (FY) 1993 the federal government hired 43,176 full-time permanent employees, of which 30.8 percent were veterans. In FY 1994, there were 37,892 full-time permanent hires, of which 33.3 percent were veterans. The government employed 588,084 veterans during FY 1993 and 560,028 in FY 1994.

Copies of the report are available by accessing "Mainstreet," OPM's electronic bulletin board. Callers using their computer and modem should dial 202-606-4800.

-End-



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Personnel
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Office of
Communications

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REPORT TO CONGRESS

VETERANS' EMPLOYMENT in the FEDERAL GOVERNMENT



Fiscal Years 1993 and 1994



**United States
Office of
Personnel
Management**

**Employment Service
Diversity Office**

**Theodore Roosevelt Building
1900 E Street, NW
Washington, DC 20415-0001**

**ES-105
September 1995**

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FOREWORD

The U. S. Office of Personnel Management administers an affirmative action program for disabled veterans. This report shows that the Federal Government's policies of preference in competitive examinations and special, non-competitive appointing authorities are effective. At a time when the numbers of veterans in the labor force is dropping and the number of Federal jobs is also dropping, disabled veterans are receiving the same or a greater share of Federal job offers. The Government continues to lead the nation as an employer of disabled veterans.

The U.S. Postal Service is the leading employer of disabled veterans within the Federal Government. The National Guard Bureau (NGB) showed the greatest increase in hiring disabled veterans. One initiative that worked well for NAB was providing 25 to 40 hours of unpaid work experience to disabled veterans to increase their chances of employment. While the Departments of Defense and Veterans Affairs made the lion's share of non-competitive appointments of 30 percent or more disabled veterans, the Departments of the Interior and Treasury clearly outpaced the other domestic agencies. The Department of Veterans Affairs continued its impressive record by holding its line managers directly accountable for their hiring and promotion of disabled veterans. Many other agencies found that by promoting the employment of persons with disabilities generally, they made good progress in employing disabled veterans, specifically.

This report, while primarily a report on the employment status of disabled veterans, also includes information about the Federal Government's employment of all veterans. When analyzing hiring activity, the report distinguishes between hiring into permanent full-time positions and hiring for all jobs including temporary, seasonal and part-time work. The report also reflects hiring under two special appointment authorities that apply to specific categories of veterans: (1) the non-competitive (or direct) appointment of 30 percent or more disabled veterans and (2) the excepted appointment of disabled and non-disabled veterans under the Veterans Readjustment Act.

EXECUTIVE SUMMARY

The Federal Government is the leader in the employment of veterans. It employed 588,084 veterans in FY 1993, and 560,028 in FY 1994.

VETERANS EMPLOYMENT HIGHLIGHTS

Restricted by hiring freezes, budgetary constraints, and downsizing during Fiscal Years 1993 and 1994, Federal hiring showed a significant decrease. While both, total hires and Full-Time Permanent (FTP) hires were down, the percentage of hires going to veterans remained about the same and actually increased slightly on a FTP basis. A summary of Federal hiring activity during the Fiscal Years 1993 and 1994 shows:

FY 1993

- ▶ There were 43,176 FTP hires in FY 1993, 18.6 percent of total hires.
 - ▶ There were 13,277 FTP veterans hired in FY 1993, 30.8 percent of all FTP hires.
 - ▶ There were 5,609 FTP Vietnam-era veterans hired in FY 1993, 13.0 percent of all FTP hires.
 - ▶ There were 2,264 FTP disabled veterans hired in FY 1993, 5.2 percent of all FTP hires.
 - ▶ There were 814 FTP 30 percent or more disabled veterans hired in FY 1993, 1.9 percent of all FTP hires.
 - ▶ There were 231,760 total new hires in FY 1993.
 - ▶ Of the 231,760 new hires, 41,976 (18.1 percent) were veterans.
 - ▶ There were 18,714 Vietnam-era veterans hired in FY 1993, 8.1 percent of the total new hires.
 - ▶ There were 7,424 disabled veterans hired in FY 1993, 3.2 percent of total new hires.
 - ▶ There were 2,984 hires of 30 percent or more disabled veterans in FY 1993, 1.3 percent of total new hires.
- The Federal Government is the leader in the employment of veterans. It employed 588,084 veterans in FY 1993, and 560,028 in FY 1994.

FY 1994

- ▶ There were 37,892 FTP hires in FY 1994, 17.7 percent of total hires.
 - ▶ There were 12,610 FTP veterans hired in FY 1994, 33.3 percent of all FTP hires.
 - ▶ There were 5,557 FTP Vietnam-era veterans hired in FY 1994, 14.7 percent of all FTP hires.
 - ▶ There were 2,136 FTP disabled veterans hired in FY 1994, 5.6 percent of all FTP hires.
 - ▶ There were 756 FTP 30 percent or more disabled veterans hired in FY 1994, 2.0 percent of all FTP hires.
- ▶ There were 214,283 total new hires in FY 1994.
 - ▶ Of the 214,283 new hires, 38,558 (18.0 percent) were veterans.
 - ▶ There were 18,126 Vietnam-era veterans hired in FY 1994, 8.5 percent of the total new hires.
 - ▶ There were 7,125 disabled veterans hired in FY 1994, 3.3 percent of total new hires.
 - ▶ There were 2,757 hires of 30 percent or more disabled veterans in FY 1994, 1.3 percent of total new hires.

INTRODUCTION

This is the U.S. Office of Personnel Management's (OPM) FY 1993 and 1994 report on veterans employment in the Federal Government. It is prepared and submitted in accordance with section 4214 of title 28, United States Code.

OPM places a high priority on the Federal Government's recruitment, employment, and advancement of veterans, especially Vietnam-era and disabled veterans. We are committed to veterans' employment because many veterans have the experience, training, and skills needed by agencies. OPM will continue to encourage and work with Federal agencies to provide program information on employment and advancement opportunities for all qualified veterans. Veterans and disabled veterans are a valuable human resource for this Nation.

Report Coverage

This year's report covers the employment activities of OPM and Federal agencies on behalf of all veterans, including disabled and Vietnam-era veterans for Fiscal Years 1993 and 1994. Information is provided on the Veterans' Readjustment Authority (VRA), the noncompetitive hiring authority for 30 percent or more disabled veterans, and the Disabled Veterans Affirmative Action Program (DVAAP).

Data Sources

Federal employment data in this report were taken from OPM's Central Personnel Data File (CPDF). The CPDF is an automated data file compiled from agencies submissions of their workforce and personnel action data. It covers approximately two-thirds of Federal civilian employees. The CPDF does not include: Congress; the Library of Congress; the Judicial Branch; the White House Office; the Office of the Vice President; the Central Intelligence Agency; the National Security Agency; the Defense Intelligence Agency; the U.S. Postal Service; the Postal Rate Commission; the Board of Governors of the Federal Reserve; and the Tennessee Valley Authority. Also excluded from CPDF are Agriculture Extension Service employees, employees paid out of non-appropriated funds (e.g., employees of post exchanges in the Department of Defense) and noncitizen employees of the Federal Government in foreign countries.

Some tables in this report are noted as containing CPDF data as well as data submitted by the Postal Rate Commission, the Tennessee Valley Authority, and the U.S. Postal Service.

The CPDF is a reporting system dealing with population statistics and is neither an accounting system nor a statistical sample. Extremely small population groups are excluded from the data to preclude identification of individuals. Therefore, data in this report should be viewed as indicators only, and do not imply perfect accuracy in every case.

Civilian Labor Force (CLF) data on veterans are taken from a biennial survey conducted by the Department of Labor's Bureau of Labor Statistics. This is a special supplement to the Current Population Survey and is sponsored by the Departments of Veterans Affairs and Labor. Data from the latest survey (as of September 1993) and prior surveys (as of September 1989 and 1991) are included in this report.

Veterans are defined by either Veterans' Preference or Veterans' Status. Veterans' Preference indicates an employee's entitlement to statutory types of preference in the Federal service based on active military service that ended honorably. Veterans' Status indicates whether an employee is a veteran as defined by 39 U.S.C. 101 (i.e., a person who served in the active uniformed military service of the United States and who was discharged or released from service under conditions other than dishonorable). Individuals can be recognized as veterans under the Veterans' Preference under 5 U.S.C. 2108. All veterans are defined as employees who claim a 5-point non-disability veterans' preference, a 10-point veterans' preference due to a service connected disability, or who qualify as veterans under 38 U.S.C.

Total New Hires includes new hires that are Career Appointments, Career Conditional Appointments, Reinstatements, Temporary/Limited Appointments, Excepted Appointments, and Senior Executive Service Appointments.

Full-Time Permanent hires includes hires that are Career Appointments, Career Conditional Appointments, and Excepted Appointments where the employee works 40 hours as described by the administrative work week.

DISABLED VETERANS AFFIRMATIVE ACTION PROGRAM

► Disabled Veterans Affirmative Action Program (DVAAP)

Each department, agency, and instrumentality in the executive branch, including the U.S. Postal Service and Postal Rate Commission, is required by statute to have an affirmative action program for the recruitment, employment, and advancement of disabled veterans. OPM provides guidance and assistance to Federal agencies' personnel in developing DVAAP plans. OPM annually requests agencies to submit DVAAP accomplishment reports and plan certifications. OPM reviews each agency's submission to determine if it is consistent with law and regulation.

DVAAP plans typically include:

- Promotion of recruitment for all qualified disabled veterans, particularly those with 30 percent or more disabilities;
- Advertisement of vacancies for competitive career service positions are advertised through vacancy notices;
- Advertisement of vacancies through local Federal and State employment agencies, as well as specific recruitment sources identified for disabled veterans;
- Use of paid employment announcements;
- Contacts with state vocational rehab centers;
- Participation in career days and job fairs; and
- Establishment of agency talent banks.

Many agencies noted that their recruiting efforts have been curtailed due to downsizing, and are not expected to increase over the next several years. Therefore, do not expect to recruit or hire many disabled veterans.

► List of Agencies Required to Submit DVAAP Accomplishments and Plan Certificates to OPM

Agency for International Development
Agriculture, Department of
Air Force, Department of the
American Battle Monuments Commission
Arms Control and Disarmament Agency
Army, Department of the

Central Intelligence Agency
Commerce, Department of
Commission on Civil Rights, U.S.
Commodity Futures Trading Commission
Corporation for National and Community Service (Action)

Defense Contract Audit Agency
Defense Finance and Accounting Service
Defense Information Systems Agency
Defense Inspector General
Defense Intelligence Agency
Defense Investigative Service
Defense Logistics Service
Defense Mapping Agency
Defense Nuclear Agency
DOD, Office of Civilian Health and Medical Programs for the Uniformed Services
DOD, Office of Dependent Schools
DOD, Office of the Secretary of Defense
DOD, Uniformed Services University of the Health Sciences

Education, Department of
Energy, Department of
Environmental Protection Agency
Equal Employment Opportunity Commission
Executive Office of the President
Export-Import Bank of the U.S.

Farm Credit Administration
Federal Communications Commission
Federal Deposit Insurance Corporation
Federal Election Commission
Federal Emergency Management Agency
Federal Labor Relations Authority
Federal Maritime Commission
Federal Mediation and Conciliation Service
Federal Mine Safety and Health Review Commission
Federal Trade Commission

General Services Administration
General Services Administration (External Services)

Health and Human Services, Department of
Housing and Urban Development, Department of

Inter-American Foundation
Interior, Department of the
International Trade Commission
Interstate Commerce Commission

Justice, Department of

Labor, Department of

Merit Systems Protection Board

National Aeronautics and Space Administration
National Archives and Records Administration
National Capital Planning Commission
National Credit Union Administration
National Endowment for the Arts
National Endowment for the Humanities
National Gallery of Art
National Guard Bureau
National Labor Relations Board
National Mediation Board
National Science Foundation
National Security Agency
National Transportation Safety Board
Navy, Department of
Nuclear Regulatory Commission

Occupational Safety and Health Review Commission
Office of Personnel Management
Office of Special Counsel
Overseas Private Investment Corporation

Panama Canal Commission
Peace Corps
Pension Benefit Guaranty Corporation
Postal Rate Commission
Postal Service, U.S.

Railroad Retirement Board

Securities and Exchange Commission
Selective Service System
Small Business Administration
Smithsonian Institution

Soldiers' and Airmen's Home
State, Department of

Tennessee Valley Authority
Transportation, Department of
Treasury, Department of the

United States Information Agency

Veterans Affairs, Department of

AGENCY HIGHLIGHTS--FY 1993 AND FY 1994

Examples of significant agency strategies and accomplishments in support of recruiting, hiring, and advancing veterans are as follows:

AGENCY FOR INTERNATIONAL DEVELOPMENT

AID maximized the use of the Applicant Supply File, developed in 1992, for persons with disabilities interested in employment with the agency. The file provides for the referral of qualified disabled applicants, including disabled veterans, to selecting officials for their consideration in staffing their vacancies through external recruitment action well in advance of releasing job announcements to the general population. (FY 1994)

AGRICULTURE, DEPARTMENT OF

USDA purchased two touch screen computers. One has been installed in the USDA Job Information Center and the other in the Office of Communications Visitors Center. These provide greater access for employees and prospective applicants, including disabled veterans, to obtain immediate access to Governmentwide and USDA job openings. (FY 1993)

ARMY, DEPARTMENT OF THE

Although the total Army workforce declined by approximately 11.4 percent, employment of disabled veterans declined by only 8.9 percent. In spite of overall declines, there was a numeric (+126) increase in disabled veterans in professional positions. (FY 1993)

ARMY AND AIR FORCE (National Guard Bureau)

The NGB's personnel office in Rhode Island signed an agreement with the Department of Veterans Affairs to provide 25 to 40 hours of unpaid work experience to disabled veterans to increase their chances for employment. (FY 1993)

CENTRAL INTELLIGENCE AGENCY

The Office of Equal Employment Opportunity (OEEO) established the Adaptive Technology Employees Resources Information Center (ATERIC). The ATERIC specialist focuses on the needs of employees for accommodations and addresses Adaptive Technology, Space Accessibility, and Glass Ceiling Issues. (FY 1994)

**COMMERCE,
DEPARTMENT OF**

Commerce provided information regarding job opportunities to Department of Veterans Affairs counselors prior to advertising some vacancies. It also requested DVA assistance in recruiting disabled veterans for competitive employment or using Veterans Readjustment Appointments (VRA) hiring authorities. (FY 1994)

**DEFENSE MAPPING
AGENCY**

DMA hired 10 military veterans and 2 severely disabled veterans as professional cartographers, geographers and marine information specialists at the GS-5/7 level. (FY 1993)

DMA participated in four job fairs for persons with disabilities, the DOD Annual Job Fair for People with Disabilities, the President's Committee on Employment of People with Disabilities Job Fair, DC Public Schools Job Fair for Students with Disabilities, and the Gallaudet Job Fair. Over 100 applications, including a high percentage from disabled veterans, were received from these sources. (FY 1994)

**DEFENSE, OFFICE OF
THE SECRETARY**

OSD registers veterans with 30 percent disabilities in their Special Emphasis Program. Although this office experienced a decrease in their workforce, they saw an increase in the percentage of veterans and disabled veterans in their employment figures. Due to hiring freezes, the majority of hiring was internal. (FY 1993)

OSD established a system that allows persons with disabilities and veterans with 30 percent or more disability (among other targeted groups) to submit a registration to an automated database. When a vacancy occurs for which a Job Opportunity Announcement (JOA) is printed, the database is queried for an occupation match. All individuals matching the occupational group and grade range will be automatically mailed a copy of the JOA. (FY 1994)

**ENERGY,
DEPARTMENT OF**

Energy provided a series of disability awareness and sensitivity training seminars for the Department's management and employees. The sessions served to educate them about disability-related issues and the need to eliminate attitudinal barriers which restrict the hiring and career advancement of people with disabilities. (FY 1994)

**EQUAL
EMPLOYMENT
OPPORTUNITY
COMMISSION**

A member of EEOC's Office of Federal Operations serves as the Federal Liaison with the Committee on Disabled Veterans (CODV), a component of the President's Committee on Employment of People with Disabilities. During FY 1993, the CODV was active on a variety of fronts, furthering employment opportunities for disabled veterans in the Federal, State, local and private sectors. (FY 1993)

**FARM CREDIT
ADMINISTRATION**

During the reporting period, 11 percent of the FCA's employees promoted were veterans. This is consistent with their representation in the overall population. Of those promoted, one was to the position of Assistant to the Chairman of the FCA Board, one of the most prestigious and difficult positions in the agency. Also, among the veterans promoted was a 30 percent disabled veteran who was hired during the previous fiscal year. (FY 1993)

**FEDERAL DEPOSIT
INSURANCE CORP**

FDIC utilized the Department of Veterans Affairs (DVA) unpaid work experience program. As a result, three disabled veterans were hired into full time positions within the agency. Selecting officials within FDIC were encouraged to use the Veterans Readjustment Act and special appointing authorities for compensable disabled veterans, as well as the DVA's unpaid work experience program. (FY 1993)

**FEDERAL
EMERGENCY
MANAGEMENT
AGENCY**

FEMA continued to prepare periodic reports showing the workforce profile by organization. These reports are used to advise and assist managers in assessing their progress in hiring disabled veterans. Reviews and evaluations are conducted on an ongoing basis to determine the progress in achieving DVAAP goals. (FY 1993)

**FEDERAL LABOR
RELATIONS
AUTHORITY**

In FY 93 FLRA's Personnel and EEO Division's had an ongoing outreach program with contacts in various veterans organizations as well as State and local agencies, and will continue to take appropriate steps to solicit disabled veterans for employment opportunities with the FLRA. (FY 1993)

**FEDERAL MARITIME
COMMISSION**

FMC registered a number of its competitive service vacancy announcements in OPM's automated consolidated database of job listings, the Federal Employment Information System (FEIS). This significantly enhanced FMC's targeted recruitment efforts and attracted applications from a large number of disabled veterans including those with a disability of 30 percent or more. (FY 1993)

**HEALTH AND HUMAN
SERVICES,
DEPARTMENT OF**

In DHHS a mentor program was initiated for individuals with disabilities. The agency also shared applications of disabled veterans among its components, and exchanged information on how to develop careers for disabled veterans. During this fiscal year, DHHS implemented an initiative entitled "Recruit and Promote Individuals with Disabilities (RAPID)" to increase managers' awareness and use of special hiring authorities for disabled veterans. (FY 1993)

Three headquarters offices (Office of the Secretary, Administration for Children and Families, and Administration on Aging) have developed a pilot mentorship program intended to help disabled veterans and other persons with disabilities deal with work issues, and help them advance in their careers. (FY 1994)

**HOUSING AND
URBAN
DEVELOPMENT,
DEPARTMENT OF**

HUD established a Headquarter's Advisory Committee for Individuals with Disabilities. The purpose of the committee is to provide an avenue for communication with management about concerns and needs on such issues as reasonable accommodation, evacuation procedures, facility accessibility, hiring and promotions. Members of the committee met with disability advisory committees in other Federal agencies to obtain ideas and information that supported persons with disabilities, including disabled veterans. (FY 1994)

**INTERIOR,
DEPARTMENT OF
THE**

During the reporting period, Interior increased by 39 the number of employees who are 30 percent or more disabled veterans. (FY 1993)

**JUSTICE,
DEPARTMENT OF**

Although the Department has experienced sporadic hiring freezes, and downsizing in some of its components, the number of disabled veterans within the Department's work force increased. In FY 1993, the number of disabled veterans employed was 2,125 compared to 1,990 in FY 1992. Three hundred and ninety-eight 30 percent or more disabled veterans were employed in FY 1993, compared to 360 in FY 1992. (FY 1993)

**NATIONAL
AERONAUTICS AND
SPACE
ADMINISTRATION**

In FY 94, disabled veterans participated in 814 training sessions; veterans with 30 percent or more disability participated in 200 training sessions. NASA considers this activity a component of a larger strategy to enhance disabled veterans' potential for advancement.

**NATIONAL
ARCHIVES AND
RECORDS
ADMINISTRATION**

Like many other agencies, NARA experienced reduced hiring and fewer opportunities to hire disabled veterans. However, it did implement new affirmative action training for supervisors, and plan to explore establishing upward mobility positions for disabled veterans. (FY 1993)

**NATIONAL SCIENCE
FOUNDATION**

Vacancies were advertised via electronic bulletin boards, including the Science Technology Information System, which has on-line connections with INTERNET and modem, E-Mail Anonymous FTP, Gopher and WAIS systems and OPM's Federal employment information systems--FJOL, FJOB, and FJIC. Even with activities curtailed, seven veterans were hired, including one 10-point disabled veteran. (FY 1993)

**NATIONAL
TRANSPORTATION
SAFETY BOARD**

Supervisors were instructed to give special consideration and attention to the training and development needs of disabled veterans, both to prepare them for additional advancement possibilities and to enable them to better perform their current duties. (FY 1993)

**NAVY, DEPARTMENT
OF THE**

In addition to their traditionally strong recruiting and advancement program, Navy issued one of the best policy statements on hiring and advancement of disabled veterans, stating, ". . . This policy statement is brief and unequivocal. Disabled veterans, especially those who are 30 percent or more disabled, must receive special attention as we continue to develop and maintain a work force that is truly reflective of this country's population." (FY 1993)

**NUCLEAR
REGULATORY
COMMISSION**

NRC used the typical recruiting sources, plus Job Ready Disabled Veterans Connection, and Project ABLE, the Able Beneficiaries Link to Employers. Both of these referral systems were designed to place special emphasis on placing persons with disabilities including disabled veterans. (FY 1993)

**PENSION BENEFIT
GUARANTY
CORPORATION**

The EEO office developed two tracking systems which will benefit disabled veterans. The position vacancy log identified the number of vacancies available and source of recruitment; the applicant flow tracking system identifies the highly qualified candidates for each vacancy, and other identifying data, including veteran status. By tracking the status of veterans in the process, PBGC will be better able to improve the potential selection rate for disabled veterans, and determine whether the selection ratio for disabled veterans needs to be improved. (FY 1993)

**SECURITIES AND
EXCHANGE
COMMISSION**

SEC has a multifaceted and strong ongoing program for veterans, especially disabled veterans. In addition to a vital outreach program to the disabled veterans community, SEC has made contacts with agencies with strong veterans programs to find out ways to improve their programs. (FY 1993)

Installation of a vacancy hotline accessible by TTY was completed to enhance the access of employees with disabilities to promotion opportunities. The hotline is accessible by voice and TTY to insure that employees with disabilities have the same access as persons without disabilities. (FY 1994)

**TREASURY,
DEPARTMENT OF
THE**

Treasury staff provided special referral services for veterans who apply directly to headquarters. A number of applications from disabled veterans were referred to the bureaus' personnel and EEO offices, each with a strong letter of endorsement from the Department. (FY 1994)

**U.S. POSTAL
SERVICE**

USPS remains a leader in hiring veterans, and disabled veterans. The agency continually reassesses programs at the national, regional, and local level. One of the reasons the Postal Service has such a strong program is that the Postmaster General takes a personal interest in the recruitment and hiring of veterans. (FY 1993)

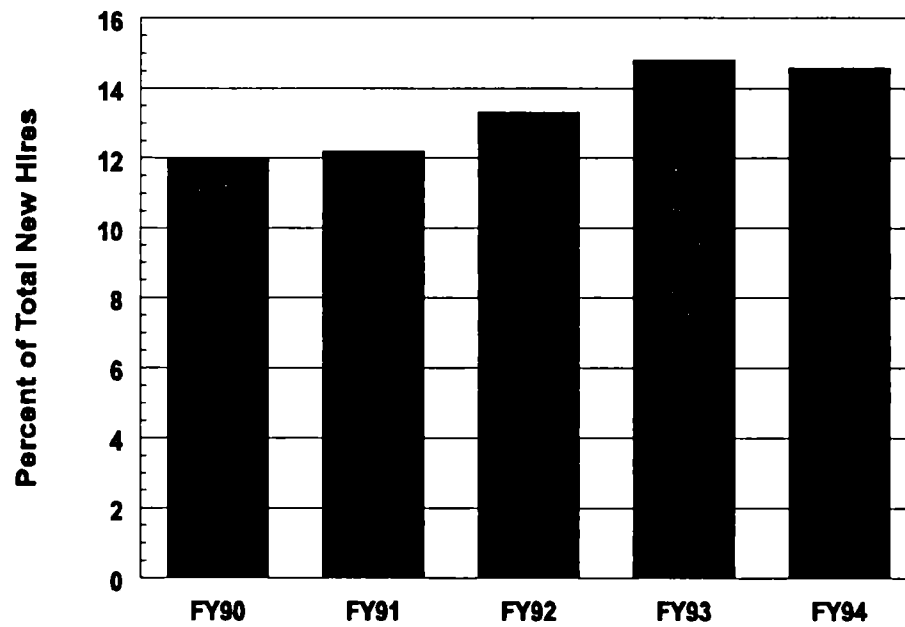
**VETERANS AFFAIRS,
DEPARTMENT OF**

VA is an agency with a very strong disabled veterans hiring and promotion program. In addition to its routine recruiting and placement efforts, it has assigned satisfactory and unsatisfactory ratings to the VA facilities by fiscal year based on the office accomplishments in hiring, placement, and advancement of disabled veterans. (The rating system is similar to what the EEOC uses in their assignment of agency ratings for employing people with disabilities.) Satisfactory ratings were assigned to 204, or 88 percent, of the VA facilities. (FY 1993)

DATA TABLES

Table 1:

**Percentage of Total New Hires Having Veterans' Preference
(Governmentwide, FY 1990 - FY 1994)**



Source: U.S. OPM's Central Personnel Data File

Table 2a: FULL-TIME PERMANENT VETERAN NEW HIRES INFORMATION FOR FY 1993/1994

	1993	1994
Federal Hires		
Total	43,176	37,892
Women	19,930	16,965
Minorities	13,216	11,652
Veteran Hires		
Total	13,277	12,610
% of All Employees	30.8%	33.3%
Women	2,124	2,064
Minorities	4,433	4,014
Vietnam-Era Veteran (VEV) Hires		
Total	5,609	5,557
% of Employees	13.0	14.7%
% of All Veterans	42.2	44.1%
Women	513	552
Minorities	1,631	1,489
30% + Disabled Veterans		
Total	814	756
% of All Employees	1.9%	2.0%
% of All Veterans	6.1%	6.0%
% of All Disabled Veterans	36.0%	35.4%
Women	101	118
Minorities	275	233
All Disabled Veterans		
Total	2,264	2,136
% of All Employees	5.2%	5.6%
% of All Veterans	17.1%	16.9%
Women	298	310
Minorities	744	648

Table 2b: TOTAL VETERAN NEW HIRES INFORMATION FOR FY 1993/1994

	1993	1994
Federal Hires		
Total	231,760	214,283
Women	116,110	105,274
Minorities	77,487	70,089
Veteran Hires		
Total	41,976	38,558
% of All Employees	18.1%	18.0%
Women	5,926	5,635
Minorities	14,444	12,512
Vietnam-Era Veteran (VEV) Hires		
Total	18,714	18,126
% of Employees	8.1%	8.5%
% of All Veterans	44.6%	47.0%
Women	1,479	1,421
Minorities	5,915	5,327
30% + Disabled Veterans		
Total	2,984	2,757
% of All Employees	1.3%	1.3%
% of All Veterans	7.1%	7.2%
% of All Disabled Veterans	40.2%	38.7%
Women	395	406
Minorities	1,039	953
<u>All Disabled Veterans</u>		
Total	7,424	7,125
% of All Employees	3.2%	3.3%
% of All Veterans	17.7%	18.5%
Women	969	1,090
Minorities	2,576	2,461

Table 3: ONBOARD EMPLOYMENT OF TOTAL EMPLOYEES, TOTAL DISABLED VETERANS, AND 30% OR MORE DISABLED VETERANS, AS OF SEPTEMBER 30, 1993 AND 1994

AGENCY	TOTAL EMPLOYEES *		TOTAL DISABLED VETERANS					30% OR MORE DISABLED VETERANS				
	# 1993	# 1994	# 1993	% 1993	# 1994	% 1994	Chg in %	# 1993	% 1993	# 1994	% 1994	Chg in %
TOTAL:	2,810,625	2,708,675	164,217	5.8	161,389	6.0	-0.2	46,993	1.7	46,918	1.7	0.0
ACTION	424	1,421	13	3.1	13	0.9	-2.2	10	2.4	10	0.7	-1.7
AID	3,259	3,131	34	1.0	34	1.1	0.1	5	0.2	8	0.3	0.1
AG	134,319	128,777	2,144	1.6	2,046	1.6	0.0	549	0.4	544	0.4	0.0
USAF	166,349	162,316	13,988	8.4	14,045	8.7	0.3	4,555	2.7	4,628	2.9	0.2
ABMC	50	50	4	8.0	4	8.0	0.0	1	2.0	1	2.0	0.0
ARC	10	10	0	0.0	0	0.0	0.0	1	0.0	0	0.0	0.0
ACDA	251	247	2	0.8	1	0.4	-0.4	1	0.4	1	0.4	0.0
ARMY	260,294	247,871	19,594	7.5	18,903	7.6	0.1	7,374	2.8	7,213	2.9	0.1
CM	38,556	37,310	723	1.9	691	1.9	0.0	212	0.5	201	0.5	0.0
CCR	90	93	2	2.2	3	3.2	1.0	1	1.1	1	1.1	0.0
CFTC	549	548	10	1.8	10	1.8	0.0	2	0.4	2	0.4	0.0
CPSC	518	479	4	0.8	4	0.8	0.0	0	0.0	0	0.0	0.0
DCAA	5,689	5,323	156	2.7	143	2.7	0.0	45	0.8	44	0.8	0.0
DIS	3,295	3,113	239	7.3	233	7.2	-0.1	56	1.7	53	1.7	0.0
DLA	60,911	54,947	3,708	6.1	3,374	6.1	0.0	1,272	2.1	1,180	2.1	0.0
DMA	7,800	7,114	244	3.1	219	3.1	-0.5	64	0.8	56	0.8	0.0
DNA	630	553	27	4.3	22	4.0	-0.3	14	2.2	13	2.4	0.2
DOEd	5,152	4,972	87	1.7	77	1.5	-0.2	27	0.5	23	0.5	0.0
DOE	20,342	19,917	539	2.6	530	2.7	0.1	157	0.8	158	0.8	0.0
EPA	18,773	18,454	187	1.0	184	1.0	0.0	49	0.3	49	0.3	0.0
EEOC	2,868	2,915	90	3.1	94	3.2	0.1	20	0.7	22	0.8	0.1
EX-IM	455	450	3	0.7	3	0.7	0.0	1	0.2	1	0.2	0.0
FCA	437	407	6	1.4	6	1.5	0.1	2	0.5	2	0.5	0.0
FCC	1,809	2,013	26	1.4	32	1.6	0.2	7	0.4	11	0.5	0.1
FEC	270	313	0	0.0	2	0.6	0.6	0	0.0	1	0.3	0.3
FEMA	7,286	9,201	159	2.2	157	1.7	-0.5	35	0.5	39	0.4	-0.1
FDIC	21,776	18,595	225	1.0	219	1.2	0.2	64	0.3	61	0.3	0.0
FLRA	257	232	5	1.9	4	1.7	-0.2	1	0.4	1	0.4	0.0
FMC	201	201	7	3.5	5	2.5	-1.0	2	1.0	1	0.5	-0.5
FMCS	307	302	7	2.3	6	2.0	-0.3	1	0.3	1	0.3	0.0
FMSHRC	56	52	1	1.8	1	1.9	0.1	1	1.8	1	1.9	0.1
FTC	1,001	985	8	0.8	7	0.7	-0.1	1	0.1	1	0.1	0.0
GSA	20,560	19,290	970	4.7	925	4.8	0.1	311	1.5	306	1.6	0.1
HHS	128,005	126,805	1,574	1.2	1,561	1.2	0.0	388	0.3	410	0.3	0.0
HUD	13,572	13,200	428	3.2	410	3.1	-0.1	168	1.2	164	1.2	0.0
IAF	77	73	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
DOI	85,596	81,432	2,399	2.8	2,287	2.8	0.0	733	0.9	725	0.9	0.0
ITC	451	456	4	0.9	4	0.9	0.0	1	0.2	1	0.2	0.0

Table 3. ONBOARD EMPLOYMENT OF TOTAL EMPLOYEES, TOTAL DISABLED VETERANS, AND 30% OR MORE DISABLED VETERANS, AS OF SEPTEMBER 30, 1993 AND 1994

AGENCY	TOTAL EMPLOYEES *		TOTAL DISABLED VETERANS					30% OR MORE DISABLED VETERANS				
	# 1993	# 1994	# 1993	% 1993	# 1994	% 1994	Chg in %	# 1993	% 1993	# 1994	% 1994	Chg in %
ICC	646	557	22	3.4	19	3.4	0.0	4	0.6	5	0.9	0.3
DOJ	97,866	97,805	2,117	2.2	2,126	2.2	0.0	400	0.4	450	0.5	0.1
DOL	17,089	16,771	702	4.1	608	4.0	-0.1	255	1.5	243	1.4	-0.1
MSPB	317	296	3	0.9	4	1.4	0.5	1	0.3	1	0.3	0.0
NASA	25,119	23,559	327	1.3	311	1.3	0.0	82	0.3	77	0.3	0.0
NCPC	54	51	2	3.7	2	3.9	0.2	2	3.7	2	3.9	0.2
NCUA	962	921	30	3.1	31	3.4	0.3	6	0.6	7	0.8	0.2
NEA	313	308	4	1.3	5	1.6	0.3	2	0.6	2	0.6	0.0
NEH	285	290	3	1.1	3	1.0	-0.1	1	0.4	2	0.7	0.3
NGB	390	390	27	6.9	33	8.5	1.6	11	2.8	14	3.6	0.8
NLRB	2,117	2,075	28	1.3	28	1.3	0.0	4	0.2	4	0.2	0.0
NMB	51	54	2	3.9	2	3.7	-0.2	1	2.0	1	1.9	-0.1
NSF	1,211	1,231	6	0.5	6	0.5	0.0	3	0.2	3	0.2	0.0
NTSB	365	358	12	3.3	11	3.1	0.2	4	1.1	3	0.8	-0.3
USN	274,772	259,885	14,018	5.1	13,279	5.2	0.1	4,571	1.7	4,381	1.7	0.0
NRC	3,502	3,184	47	1.3	44	1.4	0.1	16	0.5	16	0.5	0.0
OSHC	72	74	5	6.9	4	5.4	-1.5	0	0.0	0	0.0	0.0
CHAMPUS	224	220	17	7.6	16	7.3	-0.3	9	4.0	9	4.1	0.1
ODS	17,055	16,678	148	0.9	136	0.8	-0.1	45	0.3	48	0.3	0.0
OPM	6,793	5,602	173	2.5	157	2.8	0.3	56	0.8	58	1.0	0.2
OSD	1,717	2,323	48	2.8	58	2.5	-0.3	17	1.0	27	1.2	0.2
OPIC	143	128	1	0.7	0	0.0	-0.7	0	0.0	0	0.0	0.0
PCC	860	805	32	3.7	27	3.4	-0.4	10	1.2	8	1.0	-0.2
PRC	54	55	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
PEACE	996	976	2	0.2	1	0.1	-0.1	1	0.1	0	0.0	-0.1
PBGC	717	698	13	1.8	12	1.7	-0.1	4	0.6	4	0.6	0.0
RRB	1,779	1,640	25	1.4	23	1.4	0.0	8	0.4	7	0.4	0.0
SEC	2,717	2,690	27	1.0	25	0.9	-0.1	3	0.1	4	0.1	0.0
SSS	284	234	6	2.1	5	2.1	0.0	3	1.1	2	0.9	-0.2
SBA	5,540	6,716	150	2.7	135	2.0	-0.7	45	0.8	43	0.6	-0.2
SM	5,405	5,375	110	2.0	117	2.2	0.2	29	0.5	34	0.6	0.1
SAH	1,044	1,048	58	5.6	55	5.2	-0.4	19	1.8	20	1.9	0.1
STATE	16,885	16,386	151	0.9	150	0.9	0.0	27	0.2	28	0.2	0.0
TVA	18,981	18,888	421	2.2	426	2.3	0.1	152	0.8	155	0.8	0.0
DOT	69,144	64,895	2,307	3.3	2,206	3.4	0.1	584	0.8	559	0.9	0.1
TREAS	159,182	157,170	3,119	2.0	3,099	2.0	0.0	885	0.6	902	0.6	0.0
USUHS	681	806	15	2.2	19	2.4	0.2	4	0.6	4	0.5	-0.1
USIA	5,162	4,761	59	1.1	57	1.2	0.1	15	0.3	14	0.3	0.0
USPS	723,743	690,303	75,171	10.4	74,268	10.8	0.4	16,860	2.3	16,894	2.4	-0.1
VA	271,779	266,688	14,089	5.2	14,123	5.3	0.1	5,490	1.3	5,571	2.1	0.6

* Total includes agencies reporting to the Central Personnel Data File as well as the Postal Rate Commission, the Tennessee Valley Authority, and the U.S. Postal Service.

Table 4: ACCESSIONS OF TOTAL EMPLOYEES, TOTAL DISABLED VETERANS, AND 30% OR MORE DISABLED VETERANS, AS OF SEPTEMBER 30, 1993 AND 1994

AGENCY	TOTAL EMPLOYEES *		TOTAL DISABLED VETERANS					30% OR MORE DISABLED VETERANS				
	# 1993	# 1994	# 1993	% 1993	# 1994	% 1994	Chg in %	# 1993	% 1993	# 1994	% 1994	Chg in %
TOTAL:	279,736	290,469	12,892	4.6	12,455	4.3	0.3	4,490	1.6	4,642	1.5	-0.1
ACTION	60	52	3	5.0	3	5.2	0.2	2	3.3	1	1.9	-1.4
AID	239	267	2	0.8	5	1.9	1.1	1	0.4	3	1.1	0.7
AG	30,077	28,359	324	1.1	354	1.2	0.1	86	0.3	100	0.4	0.1
USAF	16,917	18,099	1,039	6.1	1,340	7.4	1.3	422	2.5	516	2.9	0.4
ABMC	0	0	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
ARC	0	1	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
ACDA	51	53	1	2.0	0	0.0	-2.0	0	0.0	0	0.0	0.0
ARMY	29,431	32,218	1,368	4.6	1,797	5.6	1.0	558	1.9	735	2.3	0.4
CM	6,092	4,355	96	1.6	78	1.8	0.2	30	0.5	24	0.6	0.1
CCR	23	17	0	0.0	1	5.9	5.9	0	0.0	0	0.0	0.0
CFTC	12	69	0	0.0	1	1.4	1.4	0	0.0	0	0.0	0.0
CPSC	45	29	0	0.0	0	0	0.0	0	0.0	0	0.0	0.0
DCAA	111	92	4	3.6	1	1.1	-2.5	3	2.7	0	0.0	-2.7
DIS	50	69	0	0.0	2	3.1	3.1	0	0.0	0	0.0	0.0
DLA	4,054	2,833	284	7.0	178	6.3	-0.7	85	2.1	63	2.2	0.1
DMA	406	244	8	2.0	5	2.0	0.0	4	1.0	1	0.4	-0.6
DNA	119	52	1	0.8	1	1.9	1.1	0	0.0	0	0.0	0.0
DOEd	651	717	6	0.9	8	1.1	0.2	1	0.2	1	0.1	-0.1
DOE	1,198	1,319	21	1.8	22	1.7	-0.1	6	0.5	8	0.6	0.1
EPA	1,847	1,108	15	0.8	8	0.7	-0.1	6	0.3	5	0.5	0.2
EEOC	171	250	3	1.8	14	5.6	3.8	2	1.2	4	1.6	0.4
EX-IM	115	68	3	2.6	0	0.0	-2.6	2	1.7	0	0.0	-1.7
FCA	16	13	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FCC	52	366	1	1.9	8	2.2	0.3	0	0.0	5	1.4	1.4
FEC	33	68	0	0.0	2	2.9	2.9	0	0.0	1	1.5	1.5
FEMA	2,698	5,347	11	0.4	3	0.1	-0.3	3	0.1	1	0.0	0.1
FDIC	3,077	1,020	25	0.8	10	1.0	0.3	14	0.5	4	0.4	-0.1
FLRA	25	7	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FMC	11	9	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FMCS	11	17	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FMSHRC	13	8	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FTC	71	146	1	1.4	0	0.0	-1.4	0	0.0	0	0.0	0.0
GSA	1,516	286	45	3.0	8	2.8	-0.2	18	1.2	2	0.7	-0.5
HHS	11,057	10,146	102	0.9	117	1.2	0.3	3	0.3	98	0.5	0.2
HUD	826	617	41	5.0	20	3.2	-1.8	17	2.1	10	1.6	-0.5
IAF	24	15	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
DOI	17,272	14,758	427	2.5	361	2.4	-0.1	154	0.9	145	1.0	0.1
ITC	65	72	0	0.0	0.0	0.0	0.0	0	0.0	0	0.0	0.0

Table 4: ACCESSIONS OF TOTAL EMPLOYEES, TOTAL DISABLED VETERANS, AND 30% OR MORE DISABLED VETERANS, AS OF SEPTEMBER 30, 1993 AND 1994

AGENCY	TOTAL EMPLOYEES *		TOTAL DISABLED VETERANS					30% OR MORE DISABLED VETERANS				
	# 1993	# 1994	# 1993	% 1993	# 1994	% 1994	Chg in %	# 1993	% 1993	# 1994	% 1994	Chg in %
ICC	61	28	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
DOJ	7,013	6,640	170	2.4	206	3.1	0.7	44	0.6	69	0.4	0.1
DOL	805	679	17	2.1	8	1.2	-0.9	7	0.9	3	0.0	0.0
MSPB	31	8	1	3.2	1	12.5	9.3	1	3.2	0	0.2	-1.4
NASA	1,170	1,214	6	0.5	14	1.2	0.7	1	0.1	3	0.0	0.0
NCPC	6	5	0	0.0	0	0.0	0.0	0	0.0	0	1.4	0.0
NCUA	76	70	1	1.3	1	1.4	0.1	0	0.0	1	0.0	-1.0
NEA	49	43	0	0.0	1	2.3	2.3	0	0.0	0	6.3	0.0
NEH	25	32	0	0.0	2	6.3	6.3	0	0.0	2	2.5	-1.4
NGB	79	81	0	0.0	4	4.9	4.9	0	0.0	2	0.0	0.0
NLRB	108	92	0	11.1	0	0.0	-11.1	0	0.0	0	0.0	0.0
NMB	9	11	0	0.9	0	0.0	-0.9	1	11.1	0	0.0	0.0
NSF	111	238	1	0.0	0	0.0	0.0	0	0.0	0	0.0	1.1
NTSB	49	39	0	0.2	1	2.6	2.4	0	0.0	0	1.5	0.0
USN	16,144	15,871	635	3.9	639	4.0	0.1	230	1.4	231	0.0	0.4
NRC	123	112	1	0.8	1	0.9	0.1	0	0.0	0	0.0	0.6
OSHR	6	6	1	16.7	1	16.7	0.0	1	16.7	0	3.6	0.0
CHAMPUS	25	28	1	4.0	1	3.6	-0.4	1	4.0	1	0.2	-1.5
ODS	8,058	6,334	54	0.7	35	0.6	-0.1	17	0.2	11	1.1	0.1
OPM	372	183	8	2.2	6	3.3	1.1	4	1.1	2	1.8	-0.6
OSD	294	454	3	1.0	64	14.1	13.1	3	1.0	8	0.0	1.1
OSC	15	6	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
OPIC	77	57	1	1.3	0	0.0	-1.3	0	0.0	0	0.0	0.0
PCC	142	112	8	5.6	0	0.0	-5.6	2	1.4	0	0.0	2.0
PEACE	333	263	1	0.3	1	0.4	0.1	0	0.0	0	0.0	0.4
PBGC	150	72	5	3.3	0	0.0	-3.3	4	2.7	0	0.0	-2.3
PRC	5	8	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
RRB	57	27	1	1.8	0	0.0	-1.8	1	1.8	0	0.3	1.5
SEC	326	335	2	0.6	2	0.6	0.0	0	0.0	1	0.0	0.2
SSS	9	15	0	0.0	0	0.0	-1.5	0	0.0	0	0.2	-0.8
SBA	1,705	4,550	31	1.8	24	0.5	-1.3	5	0.3	9	0.6	0.3
SM	664	701	8	1.2	14	2.0	0.8	2	0.3	4	1.6	0.7
SAH	100	126	4	4.0	6	4.8	0.8	1	1.0	2	0.2	-0.1
STATE	2,277	1,891	21	0.9	11	0.6	-0.3	7	0.3	3	0.7	0.0
TVA	818	581	38	4.6	15	2.6	-2.0	10	1.2	4	0.7	0.8
DOT	2,834	1,445	91	3.2	43	3.0	-0.2	34	1.2	12	0.5	0.1
TREAS	15,767	16,304	288	1.8	311	1.9	0.1	104	0.7	84	0.0	0.0
USUHS	138	155	3	2.2	1	0.6	-1.6	1	0.7	0	0.0	0.0
USIA	454	203	5	1.1	1	0.5	-0.6	2	0.9	0	3.5	-0.3
USPS	22,592	56,839	4,209	18.6	4,305	7.6	-11.0	1,077	4.8	1,497	2.6	-1.5
VA	46,625	36,931	2,331	5.0	1,785	4.8	-0.2	1,013	2.2	749	2.0	0.6

* Total includes agencies reporting to the Central Personnel Data File as well as the Postal Rate Commission, the Tennessee Valley Authority, and the U.S. Postal Service.

Table 5: PROMOTIONS OF TOTAL EMPLOYEES, TOTAL DISABLED VETERANS, AND 30% OR MORE DISABLED VETERANS, AS OF SEPTEMBER 30, 1993 AND 1994

AGENCY	TOTAL EMPLOYEES *		TOTAL DISABLED VETERANS					30% OR MORE DISABLED VETERANS				
	# 1993	# 1994	# 1993	% 1993	# 1994	% 1994	Chg in %	# 1993	% 1993	# 1994	% 1994	Chg in %
TOTAL:	370,997	315,429	17,152	4.6	13,296	4.2	-0.4	5,166	1.4	4,536	1.4	0.0
ACTION	49	28	1	2.0	0	0.0	-2.0	0	0.0	0	0.0	0.0
AID	513	333	2	0.4	6	1.8	1.4	0	0.0	2	0.6	0.6
AG	16,232	14,745	242	1.5	234	1.6	0.1	65	0.4	72	0.5	0.1
USAF	19,698	19,434	1,360	6.9	1,335	6.9	0.0	440	2.2	460	2.4	0.2
ABMC	5	2	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
ARC	1	0	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
ACDA	19	34	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
ARMY	31,016	32,377	1,814	5.8	2,042	6.3	0.5	712	2.3	741	2.3	0.0
CM	7,011	7,206	117	1.7	138	1.9	0.2	48	0.7	44	0.6	-0.1
CCR	8	21	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
CFTC	62	59	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
CPSC	59	61	1	1.7	2	3.3	1.6	0	0.0	0	0.0	0.0
DCAA	543	240	7	1.3	7	2.9	1.6	3	0.6	2	0.8	0.2
DIS	132	125	1	0.8	3	2.4	1.6	0	0.0	0	0.0	0.0
DLA	6,473	6,041	276	4.3	310	5.1	0.8	93	1.4	115	1.9	0.5
DMA	1,623	1,488	44	2.7	31	2.1	-0.6	15	0.9	9	0.6	-0.3
DNA	93	72	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
DOEd	780	741	8	1.0	6	0.8	-0.2	2	0.3	2	0.3	0.0
DOE	3,813	3,547	74	1.9	83	2.3	0.4	24	0.6	34	1.0	0.4
EPA	4,297	3,483	31	0.7	26	0.7	0.0	11	0.3	7	0.2	-0.1
EEOC	467	476	18	3.9	11	2.3	-1.6	2	0.4	3	0.6	0.2
EX-IM	93	128	1	1.1	1	0.8	-0.3	0	0.0	0	0.0	0.0
FCA	68	36	1	1.5	1	2.8	1.3	1	1.5	1	2.8	1.3
FCC	429	374	6	1.4	1	0.3	-1.1	2	0.5	0	0.0	-0.5
FEC	49	58	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FEMA	361	217	17	4.7	3	1.4	-3.3	3	0.8	0	0.0	-0.8
FDIC	3,052	2,571	23	0.8	23	0.9	0.1	10	0.3	9	0.4	0.1
FLRA	32	24	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FMC	24	16	1	4.2	0	0.0	-4.2	1	4.2	0	0.0	-4.2
FMCS	45	30	1	2.2	3	10.0	7.8	0	0.0	2	6.7	6.7
FMSHRC	3	5	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
FTC	69	97	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
GSA	2,895	1,980	124	4.3	62	3.1	-1.2	46	1.6	22	1.1	-0.5
HHS	27,808	19,438	334	1.2	223	1.1	-0.1	100	0.4	63	0.3	-0.1
HUD	2,006	2,189	47	2.3	51	2.3	0.1	15	0.7	23	1.1	0.4
IAF	6	11	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
DOI	11,337	12,979	302	2.7	378	2.9	0.2	84	0.7	112	0.9	0.2
ITC	55	46	0	0.0	0	0.0	1.7	0	0.0	0	0.0	1.0
ICC	97	76	2	2.1	1	1.3	-0.8	0	0.0	0	0.0	0.0

Table 5: PROMOTIONS OF TOTAL EMPLOYEES, TOTAL DISABLED VETERANS, AND 30% OR MORE DISABLED VETERANS, AS OF SEPTEMBER 30, 1993 AND 1994

AGENCY	TOTAL EMPLOYEES *		TOTAL DISABLED VETERANS					30% OR MORE DISABLED VETERANS				
	# 1993	# 1994	# 1993	% 1993	# 1994	% 1994	Chg in %	# 1993	% 1993	# 1994	% 1994	Chg in %
DOJ	16,219	15,686	354	2.2	421	2.7	0.5	73	0.5	111	0.7	0.2
DOL	2,228	2,085	70	3.1	67	3.2	0.1	21	0.9	24	1.2	0.3
MSPB	42	54	0	0.0	1	1.9	1.9	0	0.0	1	1.9	1.9
NASA	4,350	3,496	35	0.8	37	1.1	0.3	8	0.2	7	0.2	0.0
NCPC	5	3	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
NCUA	179	120	3	1.7	5	4.2	2.5	2	1.1	1	0.8	-0.3
NEA	68	42	1	1.5	1	2.4	0.9	1	1.5	1	2.4	0.9
NEH	56	38	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
NGB	78	50	3	3.8	5	10.1	6.3	3	3.8	4	8.0	4.2
NLRB	244	225	2	0.8	1	0.9	0.1	0	0.0	0	0.0	0.0
NMB	8	5	0	0.0	1	20.0	20.0	0	0.0	1	20.0	20.0
NSF	205	187	1	0.5	2	1.1	0.6	0	0.0	2	1.1	1.1
NTSB	68	47	0	0.0	1	2.1	2.1	0	0.0	0	0.0	0.0
USN	37,914	29,506	1,750	4.6	1,392	4.7	0.1	522	1.4	426	1.4	0.0
NRC	446	325	3	0.7	3	0.9	0.2	2	0.4	0	0.0	-0.4
OSHR	7	4	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
CHAMPUS	30	30	3	10.1	1	3.3	6.8	1	3.3	1	3.3	0.0
ODS	397	381	15	3.8	10	2.6	-1.2	7	1.8	7	1.8	0.0
OPM	782	431	17	2.2	11	2.6	0.4	7	0.9	7	1.6	0.7
OSD	92	195	3	3.1	11	5.6	2.5	1	1.1	1	0.5	0.6
OSC	13	7	1	7.7	0	0.0	-7.7	0	0.0	0	0.0	0.0
OPIC	39	40	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
PCC	301	263	14	4.7	13	4.9	0.2	8	2.7	5	1.9	0.8
PEACE	167	187	1	0.6	0	0.0	-0.6	1	0.6	0	0.0	-0.6
PBGC	141	141	3	2.1	2	1.4	-0.7	0	0.0	1	0.7	0.7
PRC	0	3	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.0
RRB	277	162	4	1.4	5	3.1	1.7	2	0.7	2	1.2	0.5
SEC	664	605	3	0.5	2	0.3	-0.2	0	0.0	0	0.0	0.0
SSS	40	27	0	0.0	0	0.0	0.0	0	0.0	0	0.0	0.9
SBA	784	710	16	2.0	12	1.7	-0.3	5	0.6	5	0.7	0.1
SM	667	718	13	1.9	14	1.9	0.0	2	0.3	8	1.1	0.8
SAH	39	47	3	7.7	3	6.4	-1.3	0	0.0	1	2.1	2.1
STATE	2,538	2,353	17	0.7	23	1.0	0.3	3	0.1	7	0.3	0.2
TVA	2,410	2,596	83	3.2	78	3.2	0.0	75	0.1	25	1.0	0.9
DOT	17,992	14,635	520	3.0	440	3.0	0.0	139	0.8	128	0.9	0.1
TREAS	35,869	32,196	583	1.6	446	1.4	-0.2	196	0.5	153	0.5	0.0
USUHS	70	79	1	1.4	3	3.8	2.4	1	1.4	2	2.5	1.1
USIA	782	634	11	1.4	5	0.8	-0.6	1	0.1	0	0.0	0.0
USPS	58,923	30,092	6,340	10.8	2,689	8.9	-1.9	1,451	2.5	830	2.8	0.3
VA	37,196	37,412	2,093	5.6	2,220	5.9	0.3	834	2.2	897	2.4	0.2

* Total includes agencies reporting to the Central Personnel Data File and the Postal Rate Commission, the Tennessee Valley Authority, and the U.S. Postal Service.

Table 6: SPECIAL NONCOMPETITIVE APPOINTMENTS OF 30% OR MORE DISABLED VETERANS BY AGENCY, AS OF SEPTEMBER 30, 1993

Agency	Accessions		Conversions		Separations	
	#	%	#	%	#	%
Total, All Agencies	1,670	100.0	1,593	100.0	1,412	100.0
Agriculture	18	1.1	16	1.0	22	1.6
Commerce	9	0.5	4	0.3	6	0.4
Defense	970	58.1	1162	72.9	940	66.6
Air Force	273	16.3	240	15.1	232	16.4
Army	396	23.7	532	33.4	399	28.3
Navy	113	6.8	187	11.7	149	10.6
Other Defense Activities	188	11.3	203	12.7	160	11.3
Education	0	0.0	0	0.0	0	0.0
Energy	2	0.1	5	0.3	2	0.1
Health and Human Services	8	0.5	8	0.5	18	0.6
Housing and Urban Development	15	0.9	8	0.5	6	0.4
Interior	84	5.0	49	3.1	63	4.5
Justice	8	0.5	7	0.4	11	0.8
Labor	2	0.1	0	0.0	1	0.1
State	1	0.1	1	0.1	1	0.1
Transportation	6	0.4	23	1.4	10	0.7
Treasury	39	2.3	16	1.0	26	1.8
Veterans Affairs	486	29.6	278	17.5	299	21.2
Total, Executive Departments	1,648	98.7	1,577	99.0	1,395	98.8
Environmental Protection Agency	2	0.1	0	0.0	2	0.1
Export-Import Bank	2	0.1	1	0.1	1	0.1
Federal Deposit Insurance Corporation	4	0.2	2	0.1	1	0.1
Federal Emergency Management Agency	0	0.0	1	0.1	0	0.0
General Services Administration	7	0.4	6	0.4	5	0.4
Int'l. Boundary and Water Commission	0	0.0	0	0.0	1	0.1
Merit Systems Protection Board	1	0.1	0	1.0	0	0.0
Nat'l. Aeronautics & Space Administration	1	0.1	0	0.0	0	0.0
Nat'l. Archives and Records Admin.	0	0.0	0	0.0	1	0.1
Occup. Safety and Health Review Comm.	1	0.1	0	0.0	1	0.1
Pension Benefit Guaranty Corporation	1	0.1	0	0.0	0	0.0
Small Business Administration	2	0.1	6	0.4	4	0.3
Smithsonian Institution	1	0.1	0	0.0	1	0.1
Total, Independent Agencies	22	1.3	16	1.0	17	1.2

Source: U.S. Office of Personnel Management's Central Personnel Data File (CPDF).

Table 7: SPECIAL NONCOMPETITIVE APPOINTMENTS OF 30% OR MORE DISABLED VETERANS BY AGENCY, AS OF SEPTEMBER 30, 1994

Agency	Accessions		Conversions		Separations	
	#	%	#	%	#	%
Total, All Agencies	1,647	100.0	1,387	100.0	1,264	100.0
Agriculture	24	1.5	13	0.9	15	1.2
Commerce	7	0.4	4	0.3	3	0.2
Defense	1,046	63.5	988	71.2	791	62.6
Air Force	327	19.9	233	16.8	220	17.4
Army	483	29.3	484	34.9	356	28.2
Navy	119	7.2	151	10.9	110	8.7
Other Defense Activities	117	7.1	120	8.7	105	8.3
Education	1	0.1	0	0.0	1	0.1
Energy	2	0.1	3	0.2	0	0.0
Health and Human Services	7	0.4	4	0.3	3	0.2
Housing and Urban Development	8	0.5	23	1.7	8	0.6
Interior	88	5.3	71	5.1	88	7.0
Justice	8	0.5	3	0.2	5	0.4
Labor	2	0.1	1	0.1	1	0.1
State	0	0.0	0	0.0	0	0.0
Transportation	5	0.3	12	0.9	1	0.1
Treasury	57	3.5	21	1.5	37	2.9
Veterans Affairs	377	22.9	232	16.7	302	23.9
Total, Executive Departments	1,632	99.1	1,375	99.1	1,255	99.3
Armed Forces Retirement Home	1	0.1	0	0.0	0	0.0
Federal Communications Commission	2	0.1	0	0.0	0	0.0
Federal Deposit Insurance Corporation	3	0.2	1	0.1	2	0.2
Federal Emergency Management Agency	1	0.1	1	0.1	0	0.0
General Services Administration	0	0.0	4	0.3	2	0.2
Government Printing Office	0	0.0	1	0.1	0	0.0
Nat'l. Aeronautics & Space Administration	1	0.1	1	0.1	1	0.1
Nat'l. Foundation on Arts and Humanities	2	0.1	0	0.0	1	0.1
Pension Benefit Guaranty Corporation	0	0.0	0	0.0	1	0.1
Securities and Exchange Commission	1	0.1	0	0.0	0	0.0
Small Business Administration	3	0.2	4	0.3	2	0.2
Smithsonian Institution	1	0.1	0	0.0	0	0.0
Total, Independent Agencies	15	0.9	12	0.9	9	0.7

Source: U.S. Office of Personnel Management's Central Personnel Data File (CPDF).

Table 8: VETERANS' READJUSTMENT ACT ACCESSIONS BY PAY PLAN AND GRADE

GROUPS, AS OF SEPTEMBER 30, 1993

	Total Accessions*		New Hires		Conversions to VRA	
	#	%	#	%	#	%
Total, All Pay Systems	14,008	100.0	9,897	70.7	4,111	29.3
General Schedule & Related	9,796	100.0	7,353	75.1	2,443	24.9
GS 1-4	3,899	100.0	2,804	71.9	1,097	28.1
GS 5-8	4,212	100.0	3,264	77.5	948	22.5
GS 9 and above	1,685	100.0	1,285	76.3	400	23.7
Regular Supervisory (WG)	3,871	100.0	2,305	59.5	1,566	40.5
WG 1-4	2,518	100.0	1,614	64.1	904	35.9
WG 5-8	815	100.0	359	44.0	456	56.0
WG 9 and above	538	100.0	332	61.7	206	38.3
All Other Pay Systems	341	100.0	239	70.1	102	29.9

* Total accessions is the sum of new hires and conversions to VRA.

Note: Percentages are rounded independently and not forced to add to 100.0 percent.

Source: U.S. Office of Personnel Management's Central Personnel Data File (CPDF).

Table 9: VETERANS' READJUSTMENT ACT ACCESSIONS BY PAY PLAN AND GRADE GROUPS, AS OF SEPTEMBER 30, 1994

	Total Accessions*		New Hires		Conversions to VRA	
	#	%	#	%	#	%
Total, All Pay Systems	12,468	100.0	8,721	69.9	3,747	30.1
General Schedule & Related	8,994	100.0	6,598	73.4	2,396	26.6
GS 1-4	2,868	100.0	2,062	71.9	806	28.1
GS 5-8	4,376	100.0	3,240	74.0	1,136	26.0
GS 9 and above	1,750	100.0	1,296	74.1	454	25.9
Regular Supervisory (WG)	3,156	100.0	1,896	60.1	1,260	39.9
WG 1-4	1,781	100.0	1,137	63.8	644	36.2
WG 5-8	790	100.0	378	47.8	412	52.2
WG 9 and above	587	100.0	381	64.9	204	35.1
All Other Pay Systems	318	100.0	227	71.4	91	28.6

* Total accessions is the sum of new hires and conversions to VRA.

Note: Percentages are rounded independently and not forced to add to 100.0 percent.

Source: U.S. Office of Personnel Management's Central Personnel Data File (CPDF).

Table 10: VRA CONVERSIONS AND SEPARATIONS BY PAY PLAN AND GRADE GROUPS, AS OF SEPTEMBER 30, 1993

	Total Losses *		Conversions		Voluntary Separations		Involuntary Separations	
	#	%	#	%	#	%	#	%
Total, All Pay Systems	8,625	100.0	6,097	64.4	1,832	16.0	693	8.1
General Schedule & Related	5,522	100.0	3,860	64.9	1,309	23.7	353	6.4
GS 1-4	1,988	100.0	1,168	52.5	609	30.6	211	10.6
GS 5-8	2,436	100.0	1,762	70.7	1,458	59.9	116	4.8
GS 9 and above	1,098	100.0	930	84.0	142	12.9	26	2.4
Regular Supervisory (WG)	2,876	100.0	2,054	62.9	498	17.3	324	11.3
WG 1-4	1,506	100.0	869	50.9	383	25.3	254	16.9
WG 5-8	830	100.0	702	73.0	77	9.3	51	6.1
WG 9 and above	540	100.0	483	80.1	38	7.0	19	3.5
All Other Pay Systems	227	100.0	183	79.8	25	11.0	19	8.4

* Total losses is the sum of conversions and separations. "Losses" means termination from the VRA Program.

Note: Percentages are rounded independently and not forced to add to 100.0 percent.

Source: U.S. Office of Personnel Management's Central Personnel Data File (CPDF).

Table 11: VRA CONVERSIONS AND SEPARATIONS BY PAY PLAN AND GRADE GROUPS, AS OF SEPTEMBER 30, 1994

	Total Losses *		Conversions		Voluntary Separations		Involuntary Separations	
	#	%	#	%	#	%	#	%
Total, All Pay Systems	9,208	100.0	6,321	68.5	2,092	22.7	795	18.4
General Schedule & Related	6,386	100.0	4,475	70.1	1,479	23.2	432	13.1
GS 1-4	1,790	100.0	912	50.9	643	35.9	235	19.1
GS 5-8	2,975	100.0	2,130	71.6	671	22.6	174	9.3
GS 9 and above	1,621	100.0	1,433	88.4	165	10.2	23	6.5
Regular Supervisory (WG)	2,539	100.0	1,614	63.6	586	23.1	339	25.2
WG 1-4	1,432	100.0	667	46.6	480	33.5	285	32.3
WG 5-8	617	100.0	513	83.1	67	10.9	37	20.2
WG 9 and above	490	100.0	434	88.6	39	8.0	17	12.2
All Other Pay Systems	283	100.0	232	82.0	27	9.5	24	13.4

* Total losses is the sum of conversions and separations. "Losses" means termination from the VRA Program.

Note: Percentages are rounded independently and not forced to add to 100.0 percent.

Source: U.S. Office of Personnel Management's Central Personnel Data File (CPDF).

**Table 12: TYPES OF LOSSES FROM THE VRA PROGRAM, AS OF
SEPTEMBER 30, 1993 AND 1994**

Voluntary Separations	2,443
Resignation (during probation/trial period)	2,068
Termination (appointment in other agency)	314
Termination (military)	17
Termination (spouse relocating)	18
Removal (employee abandoned position)	5
Retirement (disability)	17
Retirement (other voluntary)	4
Involuntary Separations	2,603
Removal	89
Death	48
Termination (disability)	7
Termination (expiration of appointment)	714
Termination (RIF, displacement, lack of work/funds)	540
Termination (function moves to other agency)	625
Termination (other involuntary)	14
Resignation (in lieu of involuntary action)	38
Discharge (during probation/trial period)	393
Discharge (other)	135

APPENDIX

LIST OF AGENCIES AND ABBREVIATIONS

ABBREVIATION	AGENCY
ABMC	American Battle Monuments Commission
ACDA	Arms Control and Disarmament Agency
AG	Agriculture, Department of
AID	Agency for International Development
ARC	Appalachian Regional Commission
ARMY	Army, Department of the
CCR	Commission on Civil Rights, U.S.
CFTC	Commodity Futures Trading Commission
CHAMPUS	DOD, Office of Civilian Health and Medical Programs for the Uniformed Services
CIA	Central Intelligence Agency
CM	Commerce, Department of
CPSC	Consumer Product Safety Commission
CNCS	Corporation for National and Community Service
DCAA	Defense Contract Audit Agency
DFAS	Defense Finance and Accounting Service
DIA	Defense Intelligence Agency
DIG	Defense Inspector General
DIS	Defense Investigative Service
DISA	Defense Information Systems Agency
DLA	Defense Logistics Agency

ABBREVIATION	AGENCY
DMA	Defense Mapping Agency
DNA	Defense Nuclear Agency
DOD	Defense, Department of
DOE	Energy, Department of
DOEd	Education, Department of
DOI	Interior, Department of the
DOJ	Justice, Department of
DOL	Labor, Department of
DOT	Transportation, Department of
EPA	Environmental Protection Agency
EEOC	Equal Employment Opportunity Commission
EXEC	Executive Office of the President
EX-IM	Export-Import Bank of the United States
FCA	Farm Credit Administration
FCC	Federal Communications Commission
FDIC	Federal Deposit Insurance Corporation
FEC	Federal Election Commission
FEMA	Federal Emergency Management Agency
FLRA	Federal Labor Relations Authority
FMC	Federal Maritime Commission
FMCS	Federal Mediation and Conciliation Service
FMSHRC	Federal Mine Safety and Health Review Commission
FTC	Federal Trade Commission
GSA	General Services Administration

ABBREVIATION	AGENCY
GSA (Ext)	General Services Administration (External Services)
GPO	Government Printing Office
HHS	Health and Human Services, Department of
HUD	Housing and Urban Development, Department of
IAF	Inter-American Foundation
ICC	Interstate Commerce Commission
ITC	International Trade Commission
MSPB	Merit Systems Protection Board
NARA	National Archives and Records Administration
NASA	National Aeronautics and Space Administration
NCPC	National Capital Planning Commission
NCUA	National Credit Union Administration
NEA	National Endowment for the Arts
NEH	National Endowment for the Humanities
NGA	National Gallery of Art
NGB	National Guard Bureau
NLRB	National Labor Relations Board
NMB	National Mediation Board
NRC	Nuclear Regulatory Commission
NSA	National Security Agency
NSF	National Science Foundation
NTSB	National Transportation Safety Board
ODS	DOD, Office of Dependent Schools
OPIC	Overseas Private Investment Corporation

ABBREVIATION	AGENCY
OPM	Office of Personnel Management
OSC	Office of the Special Council
OSD	DOD, Office of the Secretary of Defense
OSHRC	Occupational Safety and Health Review Commission
PBGC	Pension Benefit Guaranty Corporation
PCC	Panama Canal Commission
PEACE	Peace Corps
PRC	Postal Rate Commission
RRB	Railroad Retirement Board
SAH	Soldiers' and Airmen's Home
SBA	Small Business Administration
SEC	Securities and Exchange Commission
SM	Smithsonian Institution
SSS	Selective Service System
STATE	State, Department of
TREAS	Treasury, Department of
TVA	Tennessee Valley Authority
USAF	Air Force, Department of the
USIA	United States Information Agency
USN	Navy, Department of the
USPS	United States Postal Service
USUHS	DOD, Uniformed Services University of the Health Sciences
VA	Veterans Affairs, Department of

STATEMENT OF
LENNOX E. GILMER
ASSOCIATE NATIONAL LEGISLATIVE DIRECTOR
DISABLED AMERICAN VETERANS
BEFORE THE
SUBCOMMITTEE ON CIVIL SERVICE
OF THE
COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT
U.S. HOUSE OF REPRESENTATIVES
OCTOBER 13, 1995

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

On behalf of the American G.I. Forum; the American Legion; American Veterans of World War II, Korea, and Vietnam; Non-commissioned Officers Association; Paralyzed Veterans of America; Veterans of Foreign Wars; Vietnam Veterans of America; and the Disabled American Veterans and our Auxiliaries, I wish to express our genuine appreciation for the invitation to testify regarding the views of our combined membership exceeding 7.6 million members. This statement represents a consensus view regarding the Civil Service Reform Act of 1978. While no one organization can speak for any other, we have found our separate organizational positions to be so much in agreement on this issue that a consensus view exists.

Mr. Chairman, the reason our organizations can develop a consensus is the strong commitment we all hold to the principle of veterans' preference in federal civil service. We believe this principle must be a paramount consideration in these deliberations.

VETERANS' PREFERENCE IN CONTEXT

Historically, veterans' preference has been inherent to the concept that those who defended the nation would share in its prosperity. The idea was simple, a matter of equity for those who defended our homes, colonies, states, nation, and, ultimately, way of life. Simply put, without those who risk their lives in our defense, our great nation would not exist. The Plymouth Colony reflected this sentiment in a 1636 statute stipulating "that any man 'sent forth as a souldier' who returned to the colony maimed would thereafter be 'maintained competently' for the rest of his life at the expense of the public treasury." (Federal Research Division of the Library of Congress, Veterans' Benefits and Judicial Review, Historical Antecedents and the Development of the American System (Washington, D.C.: GPO, March 1992), 21.)

As the nation moved from a collection of colonies to a Republic, the pool of citizens from which the citizen-soldier

was drawn was the relatively small number of young, healthy men who subsequently offered special skills to a young nation.

From the beginning of the government, Army officers had been appointed to such positions as collectors of customs, Naval officers and surveyors, Internal Revenue Officers, and Commissioner of Loans, but the rank and file carried no preference with them. As the revolutionary patriots grew old, their places were taken by officers serving in the war of 1812. This policy, was, however, not written in statute. (Leonard D. White, The Jeffersonians)

While the practice of providing veterans' preference was established in civil service "since early colonial times," and later augmented by executive orders, no federal statutory provision existed until immediately following the Civil War.

The rapid disbanding of the Union Army threw so many veterans into the labor market that those with disabilities found great difficulty in securing employment. The Act of March 3, 1865 (13 Stat. 571) was designed to meet this situation. (Ilona Nemesnyik, Veterans' Preference in the Federal Civil Service (Washington, D.C.: Congressional Research Service, Library of Congress, December 6, 1974), CRS-3)

In 1919, following WWI, veterans' preference was extended to non-disabled veterans and widows. veterans' preference, virtually as we know it today, was enacted into law in 1944 (The Veterans' Preference Act of 1944) just prior to the end of WWII.

The 1944 Veterans' Preference Act was based upon recognition of the fact that millions of young men have been called upon to give up their usual occupations, often at a great economic sacrifice, had been put through vigorous (sic rigorous) training, with many of them being exposed to personal danger and hardships. It was felt that the readjustment to civilian life would be difficult for many; that those who remained at home had acquired a tremendous headstart financially over the servicemen and that, therefore, some assistance should be given to the veterans readjusting and regaining lost ground. Veterans' preference in the Civil Service is only one phase of the total program. The Federal Government as the largest single employer in the country undertook to provide employment opportunities for as many veterans as possible.

When the Veterans' Preference Act of 1944

was debated, Congressman Starnes of Alabama, in urging adoption of the bill, commented in part as follows (Evelyn H. Tager, Veterans' Preference in the Federal Civil Service (Washington, D.C.: Library of Commerce, February 10, 1983), CRS-12):

...The biggest problem in the post-war is providing jobs for able-bodied American citizens who have served in the Armed Forces -- jobs by which they can support themselves and their families, jobs which will permit them to retain their self-respect and feel that the country for which they have offered their all has not failed them.

When this war is over and our boys come home, they should not be forced to tramp the streets looking for jobs nor to live on charity. There should be a job ready and waiting in private enterprise or with the Government, Federal, State and local, for every American fighting man when he comes home.... (Congressional Record, Vol. 90, pt. 3, April 17, 1944: 3502)

Joint Committee Print No. 1 (October 7, 1993) of the House and Senate Committees on Veterans Affairs (pages IX - X) indicates that 40.6 million men and women have participated in America's wars resulting in over a million deaths in service. Additionally, there are uncounted numbers who were disabled as a result of service.

Five point veterans' preference has been closely associated with periods of war concomitant with military conscription. A federal civil service commission pamphlet entitled "History of Veterans' Preference in Federal Employment: 1865 - 1955" points out that the Veterans' Preference Act of 1944 "...was originally given to those non-disabled veterans who served on active duty in the Armed Forces in wartime or in peace time campaigns or expeditions for which campaign badges or service medals have been authorized." Thus, Korean War veterans did not receive veterans' preference until the passage of Public Law 536 in the 82nd Congress. The passage of the Act was justified by the use of the military draft which continued until 1976.

Veterans' preference became politically controversial during the 1970's. As public opposition to the Vietnam War increased, politically, the stigma of the war spilled over to those who served in the Armed Forces.

In 1971, at their fourth annual convention, the National Organization for Women passed the following resolution:

The National Organization for Women oppose(s) any state, federal, or municipal employment law

program giving special preference to veterans.

In that year, in Vietnam, there were 10,317 American casualties of which 1,381 were deaths.

The Carter Administration proposed the Civil Service Reform Act of 1978, which would have decimated veterans' preference if it had been adopted as proposed. A September 25, 1978, Federal Times article quoted the Special Assistant to President Carter promoting a Senate provision that "...essentially negates veterans' preference and opens government jobs to more women and minorities...." The Administration rhetoric promoted the notion that veterans' preference conflicted with Affirmative Action.

A September 29, 1977, Government Accounting Office (GAO) report entitled "Conflicting Congressional Policies: Veterans' Preference and Apportionment vs. Equal Employment Opportunity" added fuel to the Presidential flame by charging that their findings "...strongly indicates that veterans' preference is a formidable barrier to employment of qualified women who do appear on many registers." (Page 15.) In essence, virtually every problem regarding women's Federal civil service appointment was attributable to veterans' preference. Not surprising to veterans' service organizations, a March 1992, GAO report entitled "Federal Hiring: Does Veterans' Preference Need Updating?" (page 26) found the dire consequences of veterans' preference predicted in the 1977 GAO Veterans' Preference Study had not occurred.

...It appears that the impact of veterans' preference on the applicants has been minimal. The situation differs from what we found in 1977 when we found that veterans' preference severely limited job opportunities for non-veterans.

The GAO 1992 veterans' reference study justified its change in findings by indicating, "In our opinion, a number of factors contributed to this change over the years, including the aging of the veteran population and the lower number of veterans entering the workforce." This of course, was what was predicted by veterans' service organization testimony opposing the Carter Administration proposals in 1977.

In 1993, a Merit System Protection Board study warned against over-reaction to anticipated "Work Force 2000" projections that the civilian workforce demographics would dramatically change. The report indicates:

A majority of the agencies we queried expressed a general acceptance of the (Work Force 2000) demographic predictions...but did not describe the situations in their own workforces that serve as compelling evidence that major changes have begun to -- or are about to -- occur.

Still, after their publication and wide dissemination, the predictions of demographic change did gain acceptance as the conventional wisdom in many agencies. This has prompted some concern about the government's support of programs that respond to projections that may never materialize.

U.S. Merit Systems Protection Board,
Evolving Work force Demographics: Federal Agency Action and Reaction, (Washington, D.C.: GPO, 1993), 37.) (Emphasis added.)

In further contradiction to the 1977 Carter Administration and GAO predictions, the Office of Personnel Management (OPM) indicated that for Fiscal Year 1993, women's labor force participation in the federal government had increased to 42.4 percent which compared to 45.6 percent in the civilian labor force. While African Americans made up 10.5 percent of the civilian labor force, they make up 16.8 percent of the federal workforce. These gains were made while veterans' preference, as we know it, was still intact. However, Hispanics are under-represented when their federal workforce participation rate of 5.6 percent is compared to their 9.0 civilian labor force participation rate. (United States OPM, Annual Report to Congress on the Federal Equal Opportunity Recruitment Program, October 1, 1992 - September 30, 1993, (Washington, D.C.: OPM, January 1994), 4). The previously cited 1993 MSPB study (page 22) also found that the overall representation of minorities in the Federal Workforce exceeded that of the U.S. civilian workforce; and "Hispanic men and women are the only minority group who remain under-represented in the Federal workforce." Thus, the Carter administration's efforts to scapegoat veterans' preference were beat back without the predicted dire consequences to non-veterans.

However, even GAO testimony, in contradiction to its general thesis, indicated that veterans' preference was an assistance to minorities in obtaining federal employment. Deputy Director Clifford I. Gould of the General Accounting Office testified before the Subcommittee on Civil Service, Committee on Post Office of the Civil Service on October 4 and 5 of 1977, indicating:

In eight out of the 44 registers we examined, the potential for minority job candidates to be certified increased when the veterans' preference was excluded. On 15 registers there was a decrease. Twenty-one registered (sic) showed no change in minority representation when preference was excluded. In 32 of the registers, the change involved only one individual. (Emphasis added.)

In essence, his testimony showed that in 82 percent of the cases, veterans' preference either improved or had no affect on a minority's chance of being certified on the register and if it

was removed, nearly doubled the chance, that a minority would not be certified off of the register. Clearly, veterans' preference enhanced a minority candidate's chance of being selected.

OPM data shows for Fiscal Year 1977, veterans made up 28 percent of the federal hires and 48 percent of the federal workforce. By 1994, veterans made up 18 percent of the federal hires, and 20.7 percent of the federal workforce. Veterans make up approximately 14 percent of the civilian labor force.

At least in part, veteran demographics explain why veterans' participation in the federal workforce dropped by over half. For example, in 1977, significant numbers of the federal workforce were WWII veterans, who are now average age 73 years. Korean War and Vietnam War veterans are average 64 and 48 years old respectively. Thus, because five point veterans' preference is limited to those who served before October 15, 1976, or received a campaign badge or expeditionary medal, the pool of five point eligibles is rapidly diminishing.

The Veterans' Administration projects that from the year 1990 to 2005, the veterans' population will decline by approximately 25 percent. It should also be noted that the military is being downsized and, without another major conflict, the veterans' preference eligible population will continue to decline in number for many years. These realities are reflected in OPM data in the following table.

PERCENTAGE OF EMPLOYEES WITH VETERANS' PREFERENCE
IN EACH AGE GROUP

<u>AGE</u>	<u>NUMBER</u>	<u>WITH PREFERENCE PERCENT OF TOTAL</u>	<u>TOTAL NUMBER</u>
Less Than 30	5,164	4	130,013
30 - 39	45,101	10.1	445,822
40 - 49	233,627	35.19	665,920
50 - 59	158,890	41.02	385,197
60 And Up	46,108	52	88,672
TOTAL	488,890	28.5	1,715,351

Thus, it should be no surprise that veterans' preference eligibles make up four percent of the federal workforce less than 30 years old but about half of the federal workforce 60 years and older.

VETERANS' PREFERENCE IN RIF

Downsizing of the federal workforce has generated a whole new set of charges. Now the thesis is that veterans' preference in reduction-in-force (RIF) will undo the results of years of Affirmative Action for women and minorities. In essence, the argument is veterans are white males in senior positions in the federal workforce. Thus, any protection afforded these individuals will necessarily have an overwhelming impact on women and minorities who are more recent entrants to the federal workforce.

These largely anecdotal, unsubstantiated claims have been used to justify federal agency efforts to avoid RIF procedures dictated by title 5, United States Code. In addition, federal agencies, such as United States Postal Service (USPS), evoke Vice President Gore's National Performance Review reinvention rhetoric to justify their agencies' creative RIF processes designed to avoid veterans' preference requirements. For example, in March 18, 1993, testimony regarding the USPS 1992 reorganization before the Senate Governmental Affairs Subcommittee, Postmaster General Marvin Runyon indicated that, under his leadership, USPS was "...on the leading edge of reinventing government, already doing many of the things that the Administration, the Congress and this Committee want to do for the Federal government as a whole."

A March 30, 1993 memorandum from Mary S. Elcano, Vice President, General Counsel, USPS, laid out a strategy for "Why Postal Service decided not to run a RIF." The purpose of the memo was to develop a strategy for the agency to defend its failure to provide veterans' preference in RIF by calling the Agency actions a reorganization. In part, her memorandum states:

It has also been found that women and minorities comprise a large portion of the non-veteran group and RIF procedures can affect those employees in a way that seriously impairs the affirmative action accomplishments of an organization.

An August 11, 1993, Washington Post article by Bill McAllister indicated "No less a figure than Vice President Gore has praised Post Master General Marvin T. Runyon for shrinking the Postal Services Management."

To the consternation of the USPS, the Merit System Protection Board ruled that the much touted USPS reorganization was a RIF and that veterans had been denied their veterans' preference rights. The USPS continued to argue that it was simply a reorganization and exhausted its appeal rights. For the USPS to obtain a reconsideration before the Merit System Protection Board or appeal its case to the Federal District Court, the law required OPM to intervene in its behalf. The OPM did just that.

At the same time, the OPM circulated draft rules which would have, after the fact, adopted the USPS procedures which the MSPB had just decided violated the law. Ultimately, the White House interceded with the Justice Department to block the OPM appeal on behalf of the USPS.

The Government Accounting Office (GAO) has also resorted to creative data analysis to argue that RIF procedures, including veterans' preference would decimate its affirmative action efforts and therefore should be granted the authority to write its own RIF personnel rules. A March 27, 1995 Washington Post article by Mike Causey indicates that:

Comptroller General Charles A. Bowsher said the agency would lose two-thirds of its women and half of its minority evaluators, undoing a decade of efforts to diversify and professionalize its workforce. Many of the workers Bowsher wants to retain lack the protection of longevity and have no military service to give them veterans' preference.

When the Associate National Employment Director for the Disabled American Veterans contacted the Assistant Comptroller General for Operations Joan Dodaro, she explained that the GAO projected reduction in force figures had been provided to the Washington Post for "dramatic effect" and did not reflect RIF impact on the whole agency. The Causey article went on to indicate "under current rules, short-service non-veterans -- many of them women and minorities -- are most likely to be fired."

I am attaching copies of OPM data which tracks the effects of RIF on twenty-five federal entities Appendix No. 1. This data shows that for the twenty-five agencies monitored by OPM, minorities and females suffered RIF less frequently than their percentage in the workforce in eleven agencies. Disabled employees fared better in six agencies, and, veterans did better in only seventeen agencies. Veterans were disproportionately RIFed in eight of the twenty-five agencies.

On February 1, 1994, the GAO testified before the Subcommittee on Civil Service and Subcommittee on Compensation and Employee Benefits, Committee on Post Office and Civil Service of the House of Representatives on the EEO implications of RIF. Not once did the testimony indicate the effects of the RIF on veterans. The agency selections were based on large female and minority population numbers. This selection criteria ensured the data would show a veterans' preference impact, particularly on women. "We selected the location that had the largest percentage of women and minorities before the RIF to maximize our chances of having sufficient data for statistical analysis." The GAO ignored important affirmative action considerations by not reporting whether or

not the proportion of women and minorities in the federal workforce at the sites studied were the same, more or less than the frequency of minority and women's participation in the civilian labor-force. The GAO conclusions were based on hypothetical RIFs. Thus, their conclusions are not borne out by the real world experience reflected in the previously cited OPM data.

However, even with these potential shortcomings in their testimony, the GAO did acknowledge that while minorities were disproportionately separated from the federal workforce at three locations reviewed, women were only separated disproportionately at two locations. The author then justified the disproportionate impact on minorities by indicating "In other cases, the disproportionate separations occurred because minorities occupied a large proportion of the positions abolished." (Emphasis added.) Thus, the disproportionate separation of minorities is rationalized by the study design, ignores the bias regarding women, and makes no mention of the effects of RIF on veterans.

THE DEMOGRAPHICS OF VETERANS' PREFERENCE ELIGIBLES

Central to the justification of veterans' preference in federal civil service is a recognition of who serves and the subsequent impact on their lives. Because of the crush of time, we are providing data that was developed for prior statements, but the implications of the information are just as relevant today.

According to the Bureau of Labor Statistics (BLS), as of September 1989, male veterans made up less than fourteen percent of the national labor forces. Non-veteran males and females made up approximately forty-two percent and forty-five percent, respectively.

A significant number of the 17.1 million male veterans in the labor force have characteristics that reduce their ability to compete in the labor market: six percent (1,034,000) disabled, seven percent (1,189,000) over age 65, nine percent (1,482,000) black, three percent (584,000) Hispanic, and seventy-two percent (12,333,000) subject to the draft during war time.

As of December 1989, there were over one million female veterans in the civilian non-institutional population of whom 595,000 were in the labor force. Almost forty-seven percent (509,000) are over fifty years of age. (BLS unpublished data, December 1989, Veterans tables, matrix: b100, page .41).

Since 1973, when the law was changed eliminating the draft, the demographics of the armed services have changed significantly. For example, before 1973, the minority

participation rate in the armed services was virtually the same as their percentage of the U.S. population. By 1990, a lack of opportunity in the civilian labor force and the promise of opportunity in an all-volunteer military encouraged minorities of both sexes to enlist and reenlist in the military at disproportionately high rates. The result? A military whose minority participation rate is more than double their percentage of the U.S. population.

<u>MILITARY DEMOGRAPHICS</u>	<u>1972</u>	<u>1990</u>
White	83.6%	70.4%
Black	11.1%	20.8%
Hispanic	3.6%	4.6%
Other/Unknown	1.7%	4.2%
Women	1.9%	11.0%

("Military Personnel, Composition of the Active Armed Forces By Race or National Origin Identification and By Gender," GAO/INS IAD -- 91-134 FS, February, 1991)

June 1990 data from the Department of Defense (DoD) shows that minorities are disproportionately assigned to combat duties at a high 29 percent rate. These occupations generally receive the least training and the greatest number of battle and training casualties.

An October 1989 Congressional Budget Office (CBO) study, Social Representation in the U.S. Military (Table 1), indicated that in accession year 1987, blacks made up 27.8 percent of the female recruits and 18.5 percent of the male recruits. This study also computed indicators of the family incomes of accessions by comparing the addresses of the new recruits to family income data available by zip code area and found: "About 55 percent of male active-duty recruits in 1987 came from areas with family-income levels placing them in the bottom half of the [income] distribution across all these zip-code areas."

A combination of draft exemptions, programs like "Project 100,000" (to be described later), DoD marketing strategies, the threat of judicial action for draft evasion, public relations programs touting the value of military training, and limited opportunities in the civilian economy have encouraged a disproportionate number of enlistments and reenlistments of the socio-economically disadvantaged.

For example, during the Vietnam era, the draft deferment system was a major factor in (1) increased student enrollment in college (student deferments) by those who could afford to attend an institution of higher learning; (2) an extremely low representation of minorities in the National Guard and Reserves

(deferments from active duty); and (3) a military force in Vietnam that was approximately race-proportional but disproportionate in battle casualties suffered by minorities.

THE DRAFT AND SOCIAL-CULTURAL IMPACT ON GENDER REPRESENTATION IN THE MILITARY

One of the most frequent justifications for reducing or eliminating veterans' preference is based on the often over-stated and assumed impact of veterans' preference on women. However, rarely do these justifications incorporate the effect of the draft on the gender makeup of the military.

The impact of the military draft on the gender makeup of the veteran population cannot be overstated. On the one hand, the sex discriminatory draft mandated males would serve. On the other hand, few women chose to serve. Women, who had a choice as to whether or not to serve, found the prospect of military services undesirable as did most men, were under considerable social and cultural pressure not to serve and were not subject to the draft, so few served.

The military draft was first implemented during the Civil War and reimplemented during conflicts ending in 1976. The draft was necessary because the government could not depend on enough volunteers, even when the nation was at greatest risk. During the Civil War, for example, the Union could not obtain enough volunteers to continue the war. Accordingly, without a draft, the United States, as we know it, would not exist.

Efforts to reduce the political fallout from the draft during the Vietnam era led to programs like "Project 100,000", which modified draft standards to conscript young males who were otherwise not draft-eligible because of low IQ levels and educational attainment. The impact was felt predominately by the disadvantaged -- and disproportionately by minorities -- who had the least political influence. The "100,000" refers to the numbers of conscripts in training at one time who met the revised draft standards.

A study by the human resources research organization, Effects of Military Experience in the Post-Service Lives of Low-Aptitude Recruits: Project 100,000 and the A.S.V.A.B. Misnorming, December 1989, indicated the following for Project 100,000 conscripts:

- * 56 percent served in Vietnam (Page 162) (compared to 34.8 percent for all veterans, Department of Veterans Affairs, "1987, Survey of Veterans")
- * "...A higher proportion of Project 100,000 veterans were unemployed as compared to non-veterans with similar characteristics." (Page 163) (Emphasis added.)

- * "Three income measures were examined (hourly pay, total household income, and yearly earnings), and in each case, the non-veterans were found to be making significantly more than their veteran counterparts." (Page 163) (Emphasis added.)
- * "Significant differences were found in regard to education and training, with those who never served in the military somewhat better educated and more likely to have participated in a training program of some kind." (Page 163)

The impact of the draft was also described by a National Journal article, "Defense Report: Draftees Shoulder Burden of Fighting and Dying in Vietnam," (August 15, 1970). That article states, "Army draftees were killed in Vietnam last year at nearly double the rate of non-draftee enlisted men." The article continues:

...a draftee's chances of going to Vietnam have fluctuated between 50 and 80 percent. (Currently, draft calls are running at a rate of 10,000 men a month, and draftee replacements are being flown to Vietnam at a rate of 8,000 men a month.) (Emphasis added.)

Service in the military during the Vietnam conflict led to 109,000 dead and many are still missing or unaccounted for in Southeast Asia.

As late as 1967 -- when a two percent cap limiting women's participation in the armed services was removed -- women made up one percent of the armed forces. It was not until 1973 -- six years after the two percent cap was removed and the United States ground troops were removed from Vietnam -- that women reached a two percent level of participation in the armed forces.

A Brookings Institute study, Women in the Military, published in 1977, pointed out that:

During the early 1950s, an abortive attempt was made to recruit some 100,000 women to meet the personnel demands imposed by the Korean war. But general lack of interest and the war's unpopularity doomed the effort to early failure.

The Brookings Institute also cited a 1972 Army commissioned survey of young civilian women which found that "...only 17 percent regarded such a career with favor."

This gender-based attitude prevails today. The Wall Street Journal, reported on December 14, 1990:

A surprisingly high 38 percent of those aged 18-26 say they would be unwilling to serve if drafted. The reason: although 71 percent of all voters would favor drafting women as well as men, a majority of young women -- 57 percent -- say they wouldn't be willing to serve. By contrast, 64 percent of young men would be willing.

One of the factors commonly cited which affects the decision not to draft women is existing legislation and policy that prohibits women's assignment to military combat roles. The cited Brookings Institute study referenced a survey of military personnel that found:

...a majority of both men and women seem to favor [permitting women to serve in the combat roles]...in principle, but there is less support among men. Moreover, many of the women who endorse a combat role for women do not appear to want such a role for themselves. (Emphasis added.)

However, the invasion of Panama and the Persian Gulf War highlight the changing roles of women in the military and their increasing likelihood of being assigned duties on the front lines.

In 1978, women and the draft became a national issue. President Carter asked Congress for appropriations to draft women, should the draft be reinstated. Testimony was received both for and against the proposal by women's groups. Congress refused to fund Carter's proposal.

Historically, the drafting of men has been accepted but as wars became unpopular, men and women are less likely to enlist. Consequently, the nation has resorted to an all-male draft. Even today, with a successful volunteer military, men must still register for the stand-by draft in the event the draft is reinstated.

Men who refuse to register for the draft or serve when drafted potentially place their country at risk and are subject to criminal prosecution which may result in large fines and imprisonment. Women, of course, are not subject to such laws or punishment.

COURT ACTIONS REGARDING THE ALL MALE DRAFT AND VETERANS' PREFERENCE

During the Vietnam war era, the concerns of U.S. citizens, Congress, courts and the government for individual civil rights reached unparalleled heights. Not only did it become illegal to discriminate against individuals on the basis of sex, race, handicap and age, but it was also recognized that prior

discrimination had severely reduced the opportunities, and subsequently the station in life of minorities, women, and handicapped individuals. The concept of affirmative action, then, grew out of the idea that once classes of individuals (minorities, females, and handicapped) were adversely affected by discriminatory societal norms and government actions, there was an obligation to take affirmative steps to overcome the resulting loss of opportunity.

The arguments in support of veterans' preference are strikingly similar, especially when the impact of the draft, and socio-economic status from which the military draws its conscripts and volunteers are examined.

Additional arguments for veterans' preference was the veteran's obligation to accept the loss of numerous constitutionally protected freedoms, the extraordinary hardships -- until the volunteer force -- of impoverishingly low wages and the hazard of being sent into life-threatening circumstances. The government, by its overt acts, created a unique class of citizens -- veterans -- who exist only as a result of special service to the government. These burdens resulting from military service, especially when coupled with the draft or threat of draft, create a tremendous obligation on society and the government to take steps to overcome the socio-economic impact of military service.

Others who choose not to serve argue that because veterans voluntarily enlisted after 1976, and chose the burden of military service, they should suffer the consequences. This argument denies the threats to our country, trivializes the hardships and willingness of volunteers to potentially be placed in harm's way, arrogantly seeks to deny society's obligation to those who served, and ignores the socio-economic strata from which most recruits are drawn.

During the Vietnam era, men filed court actions opposing the male-only draft. They claimed it violated their Fifth Amendment rights to equal protection under the law. The Supreme Court disagreed, "...the fact that individual rights are infringed in a draft has already been found to be constitutional." The court continued by indicating, "induction can be justified as necessary to the compelling government interest in defending the nation." (Goldberg v. Rostker, civ. A No. 71-1480) (E.D. PA July 18, 1980). Thus, the rights of individual males were balanced against the security interests of the nation in ways not required of females.

Ironically, then, veterans' preference in employment was contested by some women's groups at least as early as September, 1971, when the National Organization for Women (NOW) passed a resolution opposing any veteran employment preference. That same year, there were 10,317 casualties in Vietnam, each of the casualties had been ordered there by the government.

The Supreme Court has looked at the discriminatory impact of veterans' employment preference on females and males who did not serve in the military. In the Supreme Court decision regarding the case of Personnel Administration of Massachusetts, et. al. v. Feeney (No. 78-233) decided June 5, 1979, the Court ruled that Massachusetts did not violate the Equal Protection clause of the Fourteenth Amendment by providing absolute veteran's preference in filling state civil service jobs -- a much higher standard of veterans' preference than provided in Federal civil service appointments.

The Court recognized the limited access to military by women and attributed the subsequent predominately male veteran population to the male-only draft. Even so, the Court found in favor of the state of Massachusetts, upholding its veterans' preference laws.

In part, the Court recognized the rights of states to pass laws that may have unequal results, provided it does not have a discriminatory purpose. (Washington v. Davis, 426 U.S. 229 and Village of Arlington Heights v. Metropolitan Housing Development Corporation., 429 U.S. 252)

The Supreme Court held that,

When a statute gender-neutral on its face is challenged on the ground that its effects upon women are disproportionately adverse, a two-fold inquiry is thus appropriate. The first question is whether the statutory classification is indeed neutral in the sense it is not gender-based. If a classification itself, covert or overt, is not based on gender, the second question is whether the adverse effect reflects invidious gender-based discrimination.

The Supreme Court ruled that,

Veteran status is not uniquely male. Although few women may benefit from the preference, the non-veterans class is not substantially all female. To the contrary, significant numbers of non-veterans are men, and all non-veterans -- male as well as female -- are placed at a disadvantage.

The Supreme Court concluded that the veterans' preference law in Massachusetts made a distinction, "...between veterans and non-veterans, not between men and women." And "...that benefit (veterans' preference) has been extended to women under a very broad statutory definition of the term."

SOCIO-ECONOMIC IMPACT OF MILITARY SERVICE

Those who oppose veterans' preference often trivialize the difficulty of transitioning from military to civilian careers and overstate the transferability of military training to civilian careers. The Congress intended that benefits such as veterans' preference would help ameliorate the economically stigmatizing effects of military service by providing a hiring edge that would advance veterans to the positions in life they would have enjoyed were it not for their time in the military, and provided that hiring edge, veterans' preference, for certain veterans, without a time limit.

The unemployment rates of those who served have commonly exceeded the unemployment rates of their non-veteran counterparts for over ten years following separation. In 1970, 1,043,000 were released from active duty at an average age of 23 years. When they reached the 30-35 age group, their unemployment rate finally dropped to comparable unemployment rates of similarly aged non-veterans.

However, during the recession including 1991, fifteen years after the Vietnam conflict, BLS employment data ("The Employment Situation: February 1991") showed that the unemployment rate for Vietnam era veterans in the age group 35-39 exceeded their non-veteran counterparts by 4.7 percent (10.7 percent vs. 6.0 percent). During each recession following the Vietnam conflict, the lower labor market penetration of the newer veteran has been reflected in a disproportionately higher unemployment rate than non-veterans of the same age group.

A BLS article in Monthly Labor Review, "Employment Status of Vietnam Era Veterans" published April 1990, reported on a 1987 survey. That article indicated that 14 years after ground troops were removed from Vietnam in 1973, "...those who actually served in the Southeast Asian theater, and especially those with service-connected disabilities continue to experience greater employment-related difficulties than their peers." The data also revealed disproportionately high unemployment rates for female veterans.

This report also indicated that for disabled veterans with service-connected disabilities rated by the Department of Veterans Affairs (VA), fewer than three quarters rated between 30-50 percent were in the labor force. "...among the most severely disabled (rating of 60 percent or greater), only one-third were in the labor force." (Page 24). This compares to a 92 percent labor force participation rate of veterans in the non-institutional civilian population.

A popular myth is that the training veterans received in the military gives them an advantage in the civilian labor market. A June 1969 study, Labor Market Activity of Veterans:

Some Aspects of Military Spillover, conducted by Paul A. Weinstein, Director for the University of Maryland, Department of Economics, concluded:

...15.9 percent of Army veterans use their military training while 28 percent of the Navy veterans did. Not only was there a relatively low rate of utilization of the skills, but we found that the market did not work effectively in aiding those veterans who were interested in using their service experience. For veterans who did look and find jobs related to their military experience, we inquired about the benefits received and whether, in fact, these were attributable to the military experience. We found half the Army veterans received no benefit at all as a result of the military experience. (Emphasis added.) (Page 142-143)

A VA study, Readjustment Profile for Recently Separated Vietnam Veterans, (June, 1973) indicated:

Only about 49.3 percent (of the veterans polled) received some academic or technical training in the armed forces. Of these veterans, only 29.6 percent (about 15 percent of the total) indicated that their training was helpful in obtaining a job when they returned to civilian life. (Emphasis added.)

A November 1986 DoD study of the all-volunteer Armed Forces, (The Economic Return to Military Service; Daymont, Thomas N. and Andrisani, Paul J.) points to veterans earnings that dropped significantly below their civilian counterparts upon leaving the military. This study also refers to disproportionately higher rates of unemployment for recently discharged veterans. It concluded, however, that the unemployment rate for veterans discharged in the 1980s would reach comparable levels for the non-veteran peers in 2-4 years. As previously indicated, BLS data suggests ten years as a more reasonable expectation with continuing employment problems because of marginal labor market attachment for years to come (higher job turnover, longer periods of unemployment, lower paying jobs).

An unexplained anomaly pointed out by the study was that, "...on the average, young Army veterans earned between \$1,700 and \$3,500 less than veterans from the other armed services at the same point in their life cycle." Marine veterans earned even less, on the average, than the Army veterans. "...the basic pattern of these [service] branch effects on civilian earnings may persist for several years into their careers."

A more recent publication, Military Occupational and Training Data (MOTD), Vol. 2 (Department of Defense; Defense Manpower Data Center; 1988) indicates that about 30

percent of the enlisted and 25 percent of the officer military occupations could not be assigned corresponding civilian Dictionary of Occupational Titles (DOT) Codes. (The DOT code system assigns a numerical reference to virtually all civilian job titles.)

The MOTD indicated, "First, there was the obvious situation of infantrymen, tank crew members, and other purely combat specialties for which no civilian counterpart would be expected." The MOTD fails to note that military personnel will be assigned and serve in disproportionate numbers in the military occupations for which there is no civilian counterpart. The report does not refer to the many men and women who may be trained in a transferable occupation to later be assigned to work in an occupation which has no transferability. Thus, when they entered the civilian labor force, they will have no experience in the occupation for which they have been trained.

For those who wish to justify reducing or eliminating veterans' preference in federal civil service based on merit considerations, claiming that veterans' preference violates merit principles, we refer to the previously cited February 10, 1983 Congressional Research Service Report entitled Veterans' Preference in the Federal Civil Service, (CRS-12) which indicates:

In 1976 testimony before Congress...Mr. Arch Ramsay, Director of the Bureau for Recruitment and Examining for the Office of Personnel Management stated that, '...the condition of our labor market is such that, with the possible exception of compensably disabled veterans, only the very best qualified, whether veteran or non-veteran, have any real hope of being appointed. In other words, veterans' preference has not meant that the government must appoint a minimally qualified veteran over a well-qualified non-veteran.'

RECOMMENDATIONS AND CONCERNS

While the details of a veterans' preference procedure may change, we urge the Congress to maintain veterans' preference principles and ensure that the system can provide meaningful monitoring and oversight for uniform implementation of the law.

We also wish to acknowledge OPM's frequent meetings with veterans' service organizations and the many briefings by this administration regarding their draft civil service reform proposals.

We are concerned that the reduction of OPM staff, decentralization of personnel functions, and contracting for previously provided OPM services, will reduce the development of

adequate veterans' preference policy oversight and monitoring. For example, we have been informed that the OPM Career Entry Group unit will be virtually done away with. Housed within that unit are personnel who decide whether or not federal agencies may pass over veterans in hiring and whether or not an agency has inappropriately found a veteran rated at 30 percent medically unsuitable for a position.

Historically, OPM has stringently applied veterans' preference laws, disallowing the vast majority of passover of veterans and finding in favor of the veteran in the case of medical unsuitability. In these cases, the agencies have already made a decision that they do not want to hire the veteran. If OPM gives up its authority in this area, the agency will make its own decision. Why should the agency reverse itself? We believe the agency will find its reasons for not hiring the veteran fully justified.

We urge the Congress to require OPM to maintain passover and medical unsuitability decision making at the OPM level.

We believe that one of the greatest detractors from veterans' preference is the tremendous number of non-competitive and excepted appointing authorities. We believe that as agencies increased control over the maintenance of registers, utilization of more subjective ranking tools, and appointing authorities which do not require rating and ranking of candidates, veterans' preference has suffered. Special hiring authorities, such as that agreed to in the settlement of the Luevano lawsuit, have been created which do not require veterans' preference in appointment. We encourage this Congress to reduce the number of non-competitive and accepted appointing authorities.

RIF is probably one of the most demoralizing personnel actions to affect an agency's workforce. Even those who continue in employment are adversely affected emotionally. As was previously cited in this testimony, federal agencies have attempted to creatively avoid veterans' preference in reduction. Most notably, the USPS in 1992 conducted what it referred to as a reorganization. Ultimately, the Merit System Protection Board (MSPB) ruled that the reorganization was a RIF and that the USPS had violated veterans' preference eligibles' rights. The USPS exhausted its legal remedies when it appealed to the MSPB Board for a final decision. Because the USPS disagreed with that adverse decision as well, it appealed to OPM, which under the law, would have to request reconsideration at the Board and failing in that effort, appeal the decision to the federal court. OPM interceded on behalf of the USPS.

Finally, the President, at the request of veterans' service organizations and VA officials, prevailed on the Justice Department to drop the appeal filed in Federal District Court.

However, in the meantime, OPM was circulating draft rules, which if they had been adopted, would have incorporated the disputed illegal practices of the USPS in RIF rules. In effect, this would have authorized the USPS to do what it had just been ordered by MSPB not to do. Veterans' service organizations were successful in opposing these rule changes inside OPM.

It is interesting to note that the U.S. Court of Appeals District of Columbia Circuit decided on June 29, 1983 that a USPS "Reorganization" in 1975 had been found similarly in violation of RIF procedures, but did not require the agency to reverse its actions because there was no loss of pay. Benjamin Franklin American Legion Post No. 66, et. al. v. United States Postal Service, 732 F.2 945 (DC, 1983). Thus, the USPS did not learn from its first mistake, or some might argue, did learn from its first mistake and assumed it could get away with it again.

The Foreign Relations Authorization Act, Fiscal Years 1994 and 1995 (Public Law 103-236) at Section 611 authorizes the State Department to write its own RIF rules. "AFSA News" flier dated April 7, 1995 outlines State Department proposed rules to implement their new RIF personnel policies.

As outlined in 94 S.T.A.T.E. 263920, the Department's proposed regulations first provide for review of those members in a given competition group (i.e., a group defined by class and skill code, whose members are competing against each other for retention) of employees who are untenured or serving on L.C.E.s. These employees will be rank-ordered according to merit. Next, the remaining employees in the competition group are ranked according to merit, and the resulting order of merit list is divided into three parts: bottom 25 percent, middle 50 percent, and top 25 percent. Employees will then be riffed according to reverse order of merit in the following sequence: non-military preference employees in the group of untenured members or those serving on LCEs, military preference employees in the group of untenured employees or those serving on LCEs, non-military preference employees in the bottom 25 percent military preference employees in the bottom 25 percent, non-military preference employees in the middle 50 percent, military preference employees in the middle 50 percent, non-military preference employees in the top 25 percent, military preference employees in the top 25 percent. Within each military preference subgroup, veterans with a compensable service-connected disability of 30 percent or more will be riffed only after all other military preference employees in the subgroup.

Thus, the State Department undoes veterans' preference as accorded all other Executive Branch employees who are covered by Title 5 U.S.C. Unlike the RIF provisions covering Title 5 personnel, the State Department RIF rules RIF veteran career employees before non-veteran career employees rated in a higher merit group.

The U.S. Geological Survey (USGS) may have found an interesting method of reducing RIF preference by creating numerous one-person competitive levels. If an agency abuses the assignment of personnel to competitive levels, it impacts veterans' rights to bump in or retreat to positions in their competitive level. We believe that federal agencies sometimes adopt this technique to protect certain employees from bumping by veterans' preference eligibles.

We are very concerned about the creativity of federal agencies as they attempt to avoid the effects of veterans' preference in RIF. We encourage that this area of the law be strengthened, making it clear that for veterans' preference eligibles, an assignment to a reduced grade, although they continue to be paid and maintained at their old grade level, constitutes a RIF from which they would derive veterans' preference RIF protections. Veterans should have the right to appeal veterans' preference RIF violations to the MSPB. We believe that all federal agencies should be subject to these requirements. We see no need to exempt any federal entity from these obligations.

We have noted that Administration proposed civil service reform includes unlimited personnel research programs and demonstration projects. We are concerned that the adoption of what is described as the Administration proposal would allow an agency as large as DoD to declare its whole personnel system a research or demonstration project which ultimately OPM could approve, all without approval of the Congress. We believe this authority is much too broad and would seriously impact the need for uniformity in the application of personnel rules to federal employees. We agree that there should be a mechanism for the federal government to conduct personnel research and through demonstration projects, however, we think there should be a limit in the size of the project and that OPM not have the right to waive veterans' preference principles. We believe that final adoption of personnel practices should include the oversight of the Congress with adoption into law where necessary.

The Administration has proposed the creation of an appointing authority which would allow term appointments for up to five years. After a period of time, employees hired under this authority could be non-competitively converted to permanent employees. Although the Administration proposal provides for the initial hiring to incorporate veterans' preference, the Administration language does not limit the final appointment to

the job in which the person was temporarily hired. Thus, the appearance is that the Administration, while providing veterans' preference in the initial term appointment, might convert such person to any career position without regard to veteran status. This undoes veterans' preference in appointment to career positions. At the minimum, such authority should require that a person hired under this authority only be converted into a career appointment in that position.

We frequently receive calls from veterans alleging that their veterans' preference rights have been violated by federal agencies. At this time, they have no administrative recourse which will ensure a prompt, in-depth investigation or response to their concerns. Additionally, even when the agency admits they created an error, denying the veterans their preferential rights, the remedies are generally benign.

For example, a veteran might be improperly passed over by a federal agency in initial appointment. If the agency's errors are discovered, the agency simply offers the veteran a priority placement the next time they fill such a position. Thus, the veteran is denied employment illegally and may or may not ever be placed in a federal job. We recommend amendments to current law providing veterans a complaint process which, in its initial stages, would be informal but would allow for appeals ultimately to the federal courts. This legal language should incorporate remedies which would provide the veteran all benefits of employment as though the original error had not been committed. Thus, they should receive a job with seniority pay and all of the benefits as though they had been properly hired initially.

Title 38 U.S.C. Section 4214 requires federal agencies to write a disabled veteran's affirmative action plan for compensably disabled veterans. OPM has implemented their obligation under this law by simply certifying agency plans that meet the regulatory requirements. OPM rules do not require oversight, monitoring or a process ensuring affirmative action is applied in hiring or promotion. Thus, most of the agency plans are so benign as to have no effect.

For disabled veterans' affirmative action to be treated seriously, we believe the law must require a process which will define the intent of Congress. We urge this Subcommittee to amend current law consistent with court rulings to provide for affirmative action to be taken among the top equally qualified candidates and requiring that disabled veterans be selected for promotion. In this scenario, if a compensably disabled veteran is competing for a merit promotion, and the disabled veteran is rated as qualified as the most qualified candidate, then the disabled veteran must be selected for the position.

We believe that efforts beginning with the Carter Administration to modify veterans' preference has created a

culture which is resistant to veterans' preferences as a concept in federal civil service. We believe that without centralized enforcement and oversight ensuring uniform application of veterans' preference, the various separate agencies are likely to undermine any veterans' preference law passed by the Congress. If there is not a centralized monitoring and oversight responsibility maintained in an agency, such as OPM, we believe that uniform application of veterans' preference will be lost. The Administration plans to streamline and downsize federal agencies, including the Office of Personnel Management, along with fiscal restraint imposed by this Congress, will result in the loss of a central adjudication of passover and medical unsuitability veterans protections. We urge the adoption of legislative language which will require the maintenance of veterans' preference monitoring and oversight as well as passover and medical unsuitability responsibilities to assigned personnel in OPM.

This concludes our statement, Mr. Chairman. I have advised the organizations whose views are expressed in this statement that the Committee will allow them to submit additional testimony if they so desire. I would be happy to respond to any questions you may have.

APPENDIX 1

Percentage Employment of Minority, Female, and Handicapped Compared to Percentages RIF'ed in the Same Three Populations during Fiscal Year 1993 (Subelements with, at least, 100 RIF's)														
Agency	Total Employment							RIF Information						
	Total	Minority	% Female	% Female	% Handi-capped	% Handi-capped		Total	Minority	% Female	% Female	% Handi-capped	% Handi-capped	
Air Training Command	9713	2933	30.2	4163	42.8	155	1.6	348	58	16.6	188	54.0	7	2.0
Air Combat Command	8907	1561	17.5	3701	41.5	162	1.8	468	98	20.9	261	55.7	13	2.8
Air Mobility Command	4409	1098	24.8	1715	38.8	92	2.1	107	39	36.4	37	34.5	2	1.9
Forest Service	17822	2598	14.5	6945	38.9	214	1.2	108	16	14.8	35	32.4	2	1.9
Army Forces Command	31463	8037	25.5	10874	34.5	280	0.9	424	180	42.4	208	49.0	10	2.4
Army Health Serv. Command	7926	3896	49.1	4662	58.8	91	1.1	102	44	43.1	68	66.6	2	2.0
Army Training & Doctrine Command	21377	5768	26.9	8809	41.2	246	1.2	197	79	40.1	75	38.0	2	1.0
Army Depot Systems Command	17877	4695	26.2	3839	21.4	295	1.7	306	49	16.0	107	34.9	3	1.0
Census Bureau	6863	1736	25.2	4536	66.0	111	1.6	70	19	27.1	51	72.8	0	0.0
Commissary Command	6592	3284	49.8	3415	51.8	91	1.4	228	112	49.1	107	46.9	10	4.4
INS	19365	7966	41.1	6957	35.9	113	0.6	128	49	38.2	79	61.7	2	1.6
Bureau of Indian Affairs	12987	11267	86.7	6123	47.1	22	0.2	202	166	82.1	140	69.3	1	0.5
Navy Sea Systems Command	63756	14277	22.3	13990	21.9	701	1.1	237	41	17.2	47	19.8	5	2.1
Total	229057	69116	30.1	79729	34.8	2573	1.1	2925	950	32.4	1403	47.9	59	2.0

**Percentage Employment of Personnel with Veterans Preference Compared to Percentages RIF'ed
with Veterans Preference during Fiscal Year 1993 (Subelements with, at least, 100 RIF's)**

Agency	Total Employment			RIF Information		
	Total	Veterans Preference	%	Total	Veterans Preference	%
Air Training Command	9713	4745	48.8	348	159	45.7
Air Combat Command	8907	4855	54.5	468	186	39.7
Air Mobility Command	4409	2522	57.2	107	62	57.9
Forest Service	17822	3469	19.5	108	30	27.8
Army Forces Command	31463	16595	52.7	424	127	30.0
Army Health Serv. Command	7926	2879	36.3	102	16	15.7
Army Training & Doctrine Command	21377	11012	51.5	197	100	50.8
Army Depot Systems Command	17877	10863	60.8	306	142	46.4
Census Bureau	6863	644	9.4	70	8	11.4
Commissary Command	6592	1278	19.4	228	81	35.5
INS	19365	5457	28.2	128	32	25.0
Bureau of Indian Affairs	12987	2416	18.6	202	23	11.4
Navy Sea Systems Command	63756	24419	38.3	237	82	34.6
Total	229057	91155	39.8	2925	1048	35.8

**Percentage Employment of Minority, Female, and Handicapped Compared to Percentages RIF'ed in the Same
Three Populations during Fiscal Year 1994 (Subelements with, at least, 100 RIF's)**

Agency	Total Employment							RIF Information						
	Total	Minority	%	Female	%	Handi-	%	Total	Minority	%	Female	%	Handi-	%
						capped							capped	
Air Combat Command	15263	2877	18.8	6507	42.6	2275	14.9	125	7	5.6	36	28.8	30	24.0
Air Mobility Command	10443	2556	24.4	4526	43.3	1512	14.5	114	35	30.7	54	47.3	21	18.4
Air Force Materiel Command	80993	20847	25.7	26290	32.4	9050	11.2	535	255	47.6	163	30.4	62	11.6
Forest Service	44003	6566	14.9	17032	38.7	3231	7.3	154	21	13.6	36	23.3	21	13.6
Army Forces Command	32666	8032	24.5	11231	34.3	2964	9.1	326	168	51.5	108	33.1	34	10.4
Army Health Serv. Command	25131	9892	39.3	16515	65.7	2072	8.2	151	67	44.3	94	62.2	16	10.6
Army Depot Systems Command	19119	4351	22.7	3773	19.7	1821	9.5	334	96	28.7	89	26.6	51	15.3
Patent & Trademark Office	5085	2589	50.9	2437	47.9	198	3.9	123	52	42.2	47	38.2	7	5.7
Defense Logistics Agency	57606	18109	31.4	23466	40.7	5632	9.8	670	521	77.7	544	81.1	33	4.9
Federal Deposit Insurance Corp.	20278	4334	21.3	10695	52.7	1068	5.3	859	217	25.2	589	68.5	40	4.7
Indian Affairs	13673	11812	86.3	6466	47.2	331	2.4	196	148	75.5	117	59.6	5	2.6
Office of Personnel Management	6274	1977	31.5	3876	61.7	365	5.8	493	171	34.6	308	62.4	30	6.1
Total	330534	93942	28.4	132814	40.1	30519	9.2	4080	1758	43.0	2185	53.5	350	8.6

**Percentage Employment of Personnel with Veterans Preference Compared to Percentages RIF'ed
with Veterans Preference during Fiscal Year 1994 (Subelements with, at least, 100 RIF's)**

Agency	Total Employment			RIF Information		
	Total	Veterans Preference	%	Total	Veterans Preference	%
Air Combat Command	15263	7322	48.0	125	70	56.0
Air Mobility Command	10443	4897	46.9	114	53	46.5
Air Force Materiel Command	80993	32316	39.9	535	55	10.3
Forest Service	44003	7999	18.2	154	51	33.1
Army Forces Command	32666	16557	50.7	326	147	45.1
Army Health Serv. Command	25131	7436	29.6	151	45	29.8
Army Depot Systems Command	19119	10881	56.9	334	140	41.9
Patent & Trademark Office	5085	354	7.0	123	30	24.4
Defense Logistics Agency	57606	22943	39.8	670	56	8.4
Federal Deposit Insurance Corp.	20278	2683	13.2	859	80	9.3
Indian Affairs	13673	2433	17.8	196	25	12.8
Office of Personnel Management	6274	1075	17.1	493	41	8.3
Total	330534	116896	35.4	4080	793	19.4

Veteran Preference for Federal Jobs



By law, veterans who are disabled or who served on active duty in the United States Armed Forces during certain specified time periods or in military campaigns are entitled to preference over nonveterans both in hiring into the Federal civil service and in retention during reductions in force. Preference does not apply when a job is filled from within the service by promotion, transfer, or other appropriate means.

★ **Hiring Preference in Civil Service Examinations:**

- Candidates who pass an examination are ranked by their scores. Veterans eligible for preference are entitled to have 5 or 10 extra points (explained below) included in their scores if they pass an examination. A passing score is 70 or higher.
- Regardless of their scores, qualified veterans with a compensable service-connected disability of 10 percent or more are placed at the top of most civil service examination lists of eligibles, except for scientific and professional jobs at GS 9 or higher.
- A Federal agency hiring candidates from an examination list must consider the top three available candidates for each vacancy.
- An agency may not pass over a candidate with preference and select an individual without preference who has the same or lower score, unless the Office of Personnel Management approves the agency's reasons.
- Veterans may apply within 120 days before or after separation for any examination open during their military service.

★ **5-Point Hiring Preference**

Five points are added to the passing examination score of a veteran who served:

- During the period December 7, 1941, to July 1, 1955; or
- For more than 180 consecutive days, any part of which occurred after January 31, 1955, and before October 15, 1976; or

- In a campaign or expedition for which a campaign medal has been authorized, including Lebanon, Grenada, Panama, and Southwest Asia (Desert Shield/Storm).

Medal holders who enlisted after September 7, 1980, or entered on active duty on or after October 14, 1982, must have served continuously for 24 months or the full period called or ordered to active duty. This service requirement does not apply to veterans with compensable service-connected disabilities, or to veterans separated for disability in the line of duty, or for hardship.

★ **10-Point Hiring Preference**

Ten points are added to the passing examination score of:

- A veteran who served at any time and who (1) has a present service-connected disability or (2) is receiving compensation, disability retirement benefits, or pension from the military or the Department of Veterans Affairs. Individuals who received a Purple Heart qualify as disabled veterans.
- An unmarried spouse of certain deceased veterans, a spouse of a veteran unable to work because of a service-connected disability, and a mother of a veteran who died in service or who is permanently and totally disabled.

Ten-point preference eligibles may apply for any job for which (1) a list of examination eligibles is (or is about to be) established, or (2) a non-temporary appointment was made in the last 3 years.

(continued)

★ **General Requirements for Preference:**

- Preference applies in hiring from civil service examinations, for most excepted service jobs, and when agencies make temporary appointments, or use direct hire and delegated examining authorities from OPM.
- An honorable or general discharge is necessary.
- Military retirees at the rank of major, lieutenant commander, or higher are not eligible for preference unless they are disabled veterans.
- Guard or Reserve active duty for training purposes does not qualify for preference.
- When applying for Federal jobs, eligible veterans should claim preference on their job applications. (Applicants claiming 10-point preference must complete form SF 15, *Application for 10-Point Veteran Preference*.)

★ **Thirty Percent or More Disabled Veterans**

Veterans with 30 percent or higher compensable service-connected disability ratings are eligible for direct appointments without examination, which may lead to conversions to career appointments. Veterans should contact the Federal agencies where they would like to work for job opportunity information.

If rejected for employment or retention because of disability or if passed over for hiring, these veterans are entitled to be notified by the agency, to respond to the agency's action, and to receive a copy of OPM's final determination. Once hired, disabled veterans can participate in the Disabled Veterans Affirmative Action Program and receive assistance in development and advancement opportunities.

★ **Credit for Military Service**

When a candidate's work experience is evaluated in an examination, full credit is given for military service. Such service is either considered as an extension of the work the veteran did before entering the Armed Forces, or it is rated on the basis of the actual duties per-

formed in the Armed Forces, whichever is more beneficial to the veteran. Also, military time may count toward civil service retirement and vacations.

★ **Retention Preference**

Generally, employees who have preference in examinations and appointments also have preference over other employees in retaining their jobs in a reduction in force (RIF). However, certain employees who retired from military service are not eligible for preference for job retention purposes.

When layoffs are necessary, each nontemporary employee competes for retention with other employees who do similar work at the same pay grade and who serve under similar conditions. Among competing employees, the order of separation is determined by type of appointment, veterans' preference, length of service, and performance ratings.

Veterans have preference in retention over nonveterans. Veterans with disability ratings of 30 percent or higher and whose performance has been rated acceptable have preference over nonveterans and other veterans.

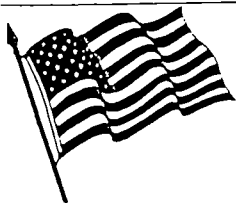
★ **For More Information**

- Publication CE-100 covers Veterans Readjustment Appointments (VRA).

Using the VRA, Federal agencies may hire certain Vietnam-era and most post-Vietnam-era veterans for jobs up to GS 11 without competitive examination. Veterans should contact the personnel offices in agencies where they would like to work.

- Publication CE-5 covers reduction in force (RIF).
- Publication CE-62 covers the rights of Federal employees who perform military duty.

Veterans may call or visit the Federal Job Information Center (FJIC) at the local OPM office. Check your local phone directory under U.S. Government. ♦



V R A

Veterans' Readjustment Appointments

Employment Opportunities to Help Veterans

By law, Federal agencies may hire qualified veterans of the Armed Forces directly under the Veterans' Readjustment Appointment (VRA) program. VRA appointees initially are hired for a 2-year period in the excepted service. Successful completion of the VRA leads to a permanent civil service appointment in the competitive service.

★ *Am I Eligible?*

You are eligible for a VRA if you served for a period of more than 180 days active duty, all or part of which occurred after August 4, 1964, and have other than a dishonorable discharge.

★ *How long am I eligible?*

If you served on active duty between August 5, 1964, and May 7, 1975, you have either 10 years after the date of your last separation from active duty, or until December 31, 1995, whichever is later.

If you first entered active duty after May 7, 1975, you have 10 years after the date of your last separation from active duty, or until December 31, 1999, whichever is later.

If you have a service-connected disability of 30 percent or more, you have no time limit.

★ *What kind of jobs are available?*

Agencies can use the VRA authority to fill jobs up through GS-11 and equivalent jobs under other pay systems. The agency you apply to decides whether you meet the experience and education requirements for the job it wants to fill. Agencies may require passing a test for some jobs.

★ *How do I apply?*

Contact the personnel office at the Federal agency where you want to work to find out what jobs are available. Agencies can recruit candidates and make VRA's directly without using OPM examination lists. If you want a list of local agency personnel offices, contact your

local OPM veterans' representative listed on the back of this sheet. If you need career development help, contact your local State Employment Service or Department of Veterans Affairs office.

★ *Is the VRA program mandatory?*

NO, it is an optional program. VRA eligibles are not guaranteed appointment. When agencies have vacancies to fill, they can choose candidates from civil service examination lists, agency employees, or current and former Federal employees with civil service status. The VRA program gives agencies another source to consider for selecting quality candidates. An agency picks the candidate it believes can do the job best.

★ *Do disabled veterans get special consideration?*

Yes. When hiring under the VRA program, agencies must give preference consideration to disabled veterans and others with veterans' preference over veterans who are not eligible for preference.

★ *Will I receive training?*

If you have less than 15 years of formal education, agencies are required to provide a training program for you. If you have 15 years or more, you may participate in training programs on the same basis as other employees. A training program could include on-the-job assignments or classroom training.

★ *What if I did not serve long enough?*

The requirement for more than 180 days active service does not apply to (1) veterans separated from active duty because of a service-connected disability, or (2) reserve and guard members who served on active duty (under 10 U.S.C. 672 a, d, or g; 673 or 673 b) during a period of war, such as the Persian Gulf War, or in a military operation for which a campaign or expeditionary medal is authorized.



U.S. Office of Personnel Management

Local Veterans Representatives for VRA Inquiries

Alabama

Lee Hockenberry
Huntsville Service Center
(205) 544-5130

Alaska

John Busteed
Anchorage Service Center
(907) 271-5823

Arizona

(See New Mexico)

Arkansas

(See Oklahoma)

California

John Andre
Los Angeles Service Center
(818) 575-6507

Susan Fong-Young

San Francisco Service Center
(916) 551-3270

Marc Gunby

San Francisco Service Center
(415) 744-7217

Colorado

Doris Veden
Denver Service Center
(303) 969-7036

Connecticut

(See Massachusetts)

Delaware

(See Pennsylvania-Philadelphia Service Center)

District of Columbia

William Robinson
Washington Area Service Ctr.
(202) 606-1848

Florida

Barbara Winnetta
Orlando Service Center
(407) 648-6146

Georgia

Charles Howard
Atlanta Service Center
(404) 331-4531

Hawaii

Aleen Gates
Honolulu Service Center
(808) 541-2781

Idaho

(See Washington State)

Illinois

Richard Scholl
Chicago Service Center
(312) 353-6234

Indiana

Lisa Phelps
Indianapolis Service Center
(317) 226-6245

Iowa

(See Kansas City, MO)

Kansas

Laura Toth
Wichita Service Center
(316) 269-0693

Kentucky

(See Ohio)

Louisiana

(See San Antonio, TX)

Maine

(See Massachusetts)

Maryland

Thomas Platt
Baltimore Service Center
(410) 962-3222

Massachusetts

Donald MacGee
Boston Service Center
(617) 565-5926

Michigan

Taddy Johnstone
Detroit Service Center
(313) 226-2095

Minnesota

Steve Dopkins
Twin Cities Service Center
(612) 725-3633

Mississippi

(See Alabama)

Missouri

Richard Krueger
Kansas City Service Center
(816) 426-5705

Kirk Hawkins

St. Louis Service Center
(314) 539-2341

Montana

(See Colorado)

Nebraska

(See Kansas)

Nevada

(Contact Los Angeles Service Center for counties of Clark, Lincoln, and Nye. Remaining counties should contact Susan Fong-Young in California-San Francisco Service Center.)

New Hampshire

(See Massachusetts)

New Jersey

(For Northern New Jersey, see New York-New York City Service Center)

(For Southern New Jersey, see Pennsylvania-Philadelphia Service Center)

New Mexico

Janice Lybarger
Albuquerque Service Center
(505) 766-2906

New York

Elizabeth Mautner
New York City Service Center
(212) 264-0040

Larry Burkett

Syracuse Service Center
(315) 423-5660, ext. 3021

North Carolina

Ayn Clayborne
Raleigh Service Center
(919) 790-2817

North Dakota

(See Minnesota)

Ohio

(For Southern Ohio)
George Helm
Dayton Service Center
(513) 225-2529

(For Northern Ohio, see Michigan)

Oklahoma

(See Texas-San Antonio Service Center)

Oregon

(See Washington State)

Pennsylvania

Ellie Smith
Harrisburg Field Office
(717) 782-4495

Gene Hyden

Philadelphia Service Center
(215) 597-7670

Nate Singletary
Pittsburgh Representative Office
(412) 644-4353

Puerto Rico

Vivien Fernandez
San Juan Service Center
(809) 766-5620

Rhode Island

(See Massachusetts)

South Carolina

(See North Carolina)

South Dakota

(See Minnesota)

Tennessee

(See Alabama)

Texas

Fayvet Wesley
Dallas Service Center
(214) 767-9135

Jose Borrero

San Antonio Service Center
(512) 229-6613

Utah

(See Colorado)

Vermont

(See Massachusetts)

Virgin Islands

(See Puerto Rico)

Virginia

Betty Fulford
Norfolk Service Center
(804) 441-3364

Washington (State)

Robert Coleman
Seattle Service Center
(206) 553-4691

West Virginia

(See Ohio)

Wisconsin

(For Northern Wisconsin, see Minnesota; for Southern Wisconsin, see Illinois)

Wyoming

(See Colorado)



United States
**Office of
Personnel Management**

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1900 E Street, NW, Room 5F12
Washington, DC 20415-0001

December 15, 1994

MEMORANDUM FOR INTERAGENCY VETERANS POLICY GROUP

FROM: Janice R. Lachance *Janice R. Lachance*
Director, Office of Communications

SUBJECT: Veterans' Preference

Attached is a status report on OPM's outreach efforts to Veterans' Service Organizations and discussions concerning veterans' preference.

OUTREACH EFFORTS TO VETERANS' SERVICE ORGANIZATIONS
AND
DISCUSSIONS CONCERNING STATUS OF VETERANS PREFERENCE

- OPM holds quarterly veterans' meetings with members of the major veterans service organizations. We have been holding these meetings for over ten years.
- Organizations participating in the quarterly meetings include: The American Legion, Blinded Veterans, Disabled American Veterans, Veterans of Foreign Wars, Vietnam Veterans of America, AMVETS, and the Paralyzed Veterans of America. A list of individual representatives is attached. The next meeting is scheduled for January 18, 1995.
- During the quarterly meetings, we cover all personnel policy issues so that the veterans' groups are aware of upcoming administrative and regulatory changes.
- We communicated frequently with the VSOs during the U.S. Postal Service/Merit Systems Protection Board appeals. They did experience considerable discomfort with OPM's position during the appeal process period, but the issues seem to have been resolved to their satisfaction.
- We have been working closely with the VSOs on the Agriculture Demonstration Project and thus far the groups have been supportive.

The Demonstration Project tests a streamlined hiring system, with a variation in veterans' preference. Instead of using numerical ratings and the "rule of three," Agriculture places candidates in quality groups based on the level of their qualifications. Within each group, veterans have preference over non veterans. Managers may select anyone in the top group, while observing veterans' preference, and are not restricted to only the top three candidates.

- We continue to receive a significant number of questions from veterans organizations on veterans' preference issues in downsizing and restructuring, most recently concerning layoffs in the Federal Deposit Insurance Corporation.
- We understand that the VSOs are concerned generally about any National Performance Review proposals that will reduce veterans preference.
- We discussed three proposed regulatory employment changes with the VSOs at the October 18, 1994, quarterly veterans meeting. The proposals are:

- **Dropping the 3-year limit on reinstatement eligibility for former career-conditional employees.** The VSOs have expressed concern that the proposal would minimize their reinstatement rights since a larger number of non veterans would enjoy the same privilege.
- **Modifying the appointment system to enable all employees to acquire career tenure on completion of probation, which currently is 1 year, instead of after serving 3 continuous years.** This change would enable veterans to more quickly acquire higher standing in a reduction in force.
- **Extending the probationary period from the current 1 year to up to 3 years.** (This is an NPR recommendation.) VSOs might be concerned about this proposal inasmuch as veterans could be vulnerable to discharge without appeal rights for a longer period than at present. The longer probation would be tied to the requirements of the position and would not distinguish between veterans and non veterans or other personal characteristics.

Attachment

VETERANS SERVICE ORGANIZATIONS

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(Emil Naschinski)	

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Washington DC 20001	

Mr. Ronald Drach	202-554-3501
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Mr. Sidney Daniels	202-543-2239
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Veterans of Foreign Wars	
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Mr. William Crandell	202-628-2700
Legislative Assistant	FAX 628-5880
Vietnam Veterans of America	
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Mr. Noel Woosley	301-459-9600
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Mr. Russell Mank	202-872-1300
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Paralyzed Veterans of America	
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(Terry Grandison)	

Updated 11-18-94

1/17/95

Elaine Kayne + VA Emp + Training Groups
Veterans' Preference: Mike Mary Ellen } NPR leads
#632 - 0150 X131 NPR } on spec.
GAO report on Veterans' Preference has been ready
but not released. See about getting it.

Dept of Ag experiment on hiring vets:
Need to see data before deciding whether it's
really beneficial to vets

HHS doesn't have good record on hiring vets
No good applicant flow data to determine how good &
job agencies are doing.

Mary Ellen

No As to Preference system - 10 points, etc. - under
decentralized system in NPR

Groups

Title I management tools aren't being used
& they should be. E.g. providing qualifications
for going around high priority hires or getting
rid of people following probation period

Groups

Don't extend probation period to 3 yrs.

Enforcement/complaint mech. doesn't exist. Can a
mech be put in law? Since OPM doesn't want it, should
it go to EEOC?

RIF Regs:

Elaine:

Unions don't want to allow mgrs to bump into bargaining
units. We're inclined to leave as in current law.

Groups:

Groups should work w/each other on this.

8

OS: 10/30
X 10/30
X 10/30

10/30/20
10/30/20

Emp + Training Service:

Asterisk in report states that VA program is preserved.
Elaine will send letter.