

AFRICAN-AMERICAN VETERANS: VETERANS' READJUSTMENT BENEFITS AND RELATED ISSUES

HEARING
BEFORE THE
SUBCOMMITTEE ON
OVERSIGHT AND INVESTIGATIONS
OF THE
COMMITTEE ON VETERANS' AFFAIRS
HOUSE OF REPRESENTATIVES
ONE HUNDRED THIRD CONGRESS

SECOND SESSION

SEPTEMBER 14, 1994

Printed for the use of the Committee on Veterans' Affairs

Serial No. 103-58



U.S. GOVERNMENT PRINTING OFFICE

91-082 CC

WASHINGTON : 1995

For sale by the U.S. Government Printing Office
Superintendent of Documents, Congressional Sales Office, Washington, DC 20402
ISBN 0-16-047560-0

COMMITTEE ON VETERANS' AFFAIRS

G.V. (SONNY) MONTGOMERY, Mississippi, *Chairman*

DON EDWARDS, California	BOB STUMP, Arizona
DOUGLAS APPLGATE, Ohio	CHRISTOPHER H. SMITH, New Jersey
LANE EVANS, Illinois	DAN BURTON, Indiana
TIMOTHY J. PENNY, Minnesota	MICHAEL BILIRAKIS, Florida
J. ROY ROWLAND, Georgia	THOMAS J. RIDGE, Pennsylvania
JIM SLATTERY, Kansas	FLOYD SPENCE, South Carolina
JOSEPH P. KENNEDY, II, Massachusetts	TIM HUTCHINSON, Arkansas
GEORGE E. SANGMEISTER, Illinois	TERRY EVERETT, Alabama
JILL L. LONG, Indiana	STEVE BUYER, Indiana
CHET EDWARDS, Texas	JACK QUINN, New York
MAXINE WATERS, California	SPENCER BACHUS, Alabama
BOB CLEMENT, Tennessee	JOHN LINDER, Georgia
BOB FILNER, California	CLIFF STEARNS, Florida
FRANK TEJEDA, Texas	PETER T. KING, New York
LUIS V. GUTIERREZ, Illinois	
SCOTTY BAESLER, Kentucky	
SANFORD BISHOP, Georgia	
JAMES E. CLYBURN, South Carolina	
MIKE KREIDLER, Washington	
CORRINE BROWN, Florida	

MACK G. FLEMING, *Staff Director and Chief Counsel*

SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

LANE EVANS, Illinois, *Chairman*

MAXINE WATERS, California	THOMAS J. RIDGE, Pennsylvania
BOB FILNER, California	SPENCER BACHUS, Alabama
LUIS V. GUTIERREZ, Illinois	TERRY EVERETT, Alabama
JAMES E. CLYBURN, South Carolina	JACK QUINN, New York
MIKE KREIDLER, Washington	
JILL LONG, Indiana	

CONTENTS

	Page
OPENING STATEMENTS	
Chairman Evans	1
Prepared statement of Chairman Evans	51
Hon. G.V. (Sonny) Montgomery, chairman, full Committee on Veterans' Affairs	2
Hon. Maxine Waters	17
Prepared statement of Congresswoman Waters	53
WITNESSES	
Barham, Arthur, Director, Re-entry/Veterans Upward Bound, Atlanta, GA	6
Prepared statement of Mr. Barham	62
Burge, H. David, Acting Assistant Secretary for Policy and Planning and Acting Chief Minority Affairs Officer, Department of Veterans Affairs, accompanied by Anthony T. Hawkins, Executive Director, VA Minority Affairs Office; Joan Furey, Director, Women Veterans Program Office; Larry S. Lehmann, Associate Director, Psychiatry, Mental Health and Behavioral Sciences Services, Veterans Health Administration; and David Brigham, Director, Eastern Area, Veterans Benefits Administration	23
Prepared statement of Mr. Burge	88
Clendenin, John A., Manager, Strategic Alliances, Xerox Corporation	15
Prepared statement of Mr. Clendenin	75
Ervin, Leroy, Ph.D., President, National Consortium for Educational Access, Atlanta, GA	3
Prepared statement of Mr. Ervin	55
Klein, Leonard R., Associate Director for Career Entry, Office of Personnel Management	40
Prepared statement Mr. Klein	127
Sutton, William E. "Pete", Labor Services Representative, Disabled Veterans Outreach Program, New York State Department of Labor	18
Prepared statement of Mr. Sutton	81
Taylor, Jr, Preston M., Assistant Secretary for Veterans' Employment and Training Service, U.S. Department of Labor	39
Prepared statement Mr. Taylor	121
Williams, JoAnn, Executive Director, Chicago Vietnam Veterans and Family Assistance Program, Chicago, IL	8
Prepared statement of Ms. Williams	69
MATERIAL SUBMITTED FOR THE RECORD	
Fact sheets:	
VA programs for homeless veterans	102
Response to questions from Chairman Evans on Minority Affairs Office ...	106
Response to questions from Chairman Evans on Women Veterans Program Office	109
Facts about African American Veterans, September 1994	116
Statements:	
Horton, Melvin De'Viris, J.D., Founding President and Chief Executive Officer of the Military Justice Clinic, Inc.	129

Statements—Continued

Lawson, William B., M.D., Ph.D., Chief, Chronically Mentally Ill Section, John. L. McClennan Memorial Veterans' Hospital, Department of Vet- erans Affairs	150
Mitchell, Jean, President, Tender Love and Care, Home For The Home- less, Inc.	134
Santillanes, L.A., veteran	145
Vietnam Veterans of America	137
Written committee questions and their responses:	
Chairman Evans to Department of Veterans Affairs	151
Chairman Evans to Department of Labor	157
Chairman Evans to Pete Sutton, New York State Department of Labor	160
Chairman Evans to Arthur Barham, Re-entry/Veterans Upward Bound, Atlanta, GA	163
Chairman Evans to Office of Personnel Management	170
Chairman Evans to JoAnn Williams, Chicago Vietnam Veterans and Family Assistance Program	175
Chairman Evans to Leroy Ervin, National Consortium for Educational Access, Atlanta, GA	196

AFRICAN-AMERICAN VETERANS: VETERANS' READJUSTMENT BENEFITS AND RELATED ISSUES

WEDNESDAY, SEPTEMBER 14, 1994

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS,
COMMITTEE ON VETERANS' AFFAIRS,
Washington, DC.

The subcommittee met, pursuant to call, at 9:15 a.m., in room 334, Cannon House Office Building, Hon. Lane Evans (chairman of the subcommittee) presiding.

Present: Representatives Evans and Waters.

Also Present: Representative Montgomery.

OPENING STATEMENT OF CHAIRMAN EVANS

Mr. EVANS. Good morning. If everyone could be seated in a moment, we would like to begin. The Subcommittee on Oversight and Investigations is very pleased to once again conduct a hearing on the issues of particular importance and relevance to African-American veterans. Like similar hearings in the past, today's proceeding is being held to coincide with this year's Congressional Black Caucus Legislative Weekend.

Just one week ago, on September 7, 1994, ground was finally broken for a memorial in our Nation's Capital to honor the known 178,000 African-Americans who fought during the Civil War. This ground breaking comes some 130 years after these veterans served and sacrificed so courageously to determine whether this Nation or any Nation "conceived in liberty and dedicated to the proposition that all men are created equal" can long endure, as President Lincoln so eloquently said during his address at Gettysburg.

This town is a city of memorials. Many of its monuments honor events and participants in the Civil War, but until now, not even one memorial has been dedicated to honor African-American veterans of the Civil War. This recognition and commemoration are truly long overdue.

While we are duty bound to honor and recall the sacrifice of those who served in the past, we also bear an obligation to provide meaningful assistance to those whose service is more recent. Today, the subcommittee will consider the relevance and responsiveness of current veterans readjustment programs to help African-American veterans.

Are African-American veterans using readjustment benefits and programs to the same extent as other veterans?

What special obstacles do they face using readjustment benefits? After military service are African-American veterans readjusting to civilian life as successfully as other veterans?

Are readjustment programs responsive to veterans' cultural, racial and ethnic differences? How can veterans' readjustment programs be made more responsive to these differences?

Is the Federal Government today providing the readjustment programs and services needed by African-American veterans?

How can readjustment programs and services better meet the needs of African-American veterans?

What special or unique interests of African-American veterans are not being adequately addressed by current programs, and are they as likely as other veterans to benefit from current veterans readjustment programs?

These are issues we will examine today.

Many people have contributed significantly to this hearing and we want to particularly recognize and publicly thank Ron Armstead and the members of the Congressional Black Caucus and the Black Veterans Brain Trust for their help, assistance, and special contributions today.

I understand that Ron has been designated a Congressional Fellow for the next year for the Congressional Black Caucus, so he will be in Washington on a more or less full-time basis. Ron, would you stand up and be recognized. Let's have a round of applause for Ron.

You heard applause and you came in.

Mr. ARMSTEAD. I apologize.

Mr. EVANS. There are many individuals to present testimony. That applause was for you, as you might have imagined. There are many individuals scheduled to present testimony. The subcommittee looks forward to the contribution each witness will make today. Without objection, the complete prepared statements submitted by each witness will be included in its entirety in the printed record of this hearing. Each witness will be recognized for 5 minutes to make an oral presentation and witnesses are again requested to try to limit their statements to 5 minutes.

We are very pleased to be joined today by the Chairman of the full Veterans' Affairs Committee on the House side, the Honorable Sonny Montgomery from the State of Mississippi. Mr. Chairman.

OPENING STATEMENT OF HON. G.V. (SONNY) MONTGOMERY, CHAIRMAN, FULL COMMITTEE ON VETERANS' AFFAIRS

Mr. MONTGOMERY. Thank you, Mr. Chairman. Let me first say the reason there are not Members here today for a very important hearing, as you mentioned to me earlier, we are not in session. The Congress, or the House is out until next Monday, but, Mr. Chairman, I commend you for this hearing on readjustment benefits for African-American veterans which you are having today. I think it is so important to our African-American veterans and we thank you for being here and your loved ones and auxiliaries.

I am glad to see that the Civil War service of African-Americans is being recognized. African-Americans did serve in the Civil War, and before your time, Mr. Chairman, in World War II. I served

with African-Americans and, if any of you were in World War II, hold up your hands.

We should give recognition to the wonderful job that was done in World War II. Actually in the service today African-Americans and other minorities are going to be well over 20 percent of the whole military. So certainly we need to be mindful of this on the Veterans' Committee and be sure that everyone is treated fairly. I commend you again for having this hearing. Thank you.

Mr. EVANS. Before calling the first witness panel, I want to depart from the regular order for a moment. After many years of dedicated service, Pat Donohue has recently announced her decision to retire from our committee at the end of this month. Although not officially retiring until later this month, today's proceeding is the last subcommittee hearing in which she plans to participate as Minority Staff Director for the Subcommittee on Oversight and Investigations.

During my tenure as Chairman of this subcommittee, I have had numerous opportunities to work directly with Pat. On each and every occasion, Pat, it has been a pleasure to work with you. We all, I speak for the entire committee, appreciate the professionalism, the cooperation, and the courtesy you have always demonstrated. These are the hallmarks of your service to our Nation's veterans and this subcommittee. I hope whoever is given the opportunity to fill your shoes will bring with them the same qualities you have possessed during your tenure here in Congress, and the members of the staff of the subcommittee and full committee will certainly miss you.

We know just how much you will miss subcommittee hearings that begin at 8:30 in the morning. I thank you very much for your dedicated service to us.

Ms. DONOHUE. Thank you, Mr. Chairman.

Mr. EVANS. The members of our first witness panel this morning are Dr. Leroy Ervin, Jean Mitchell, Arthur Barham, and JoAnn Williams. If they would come forward now and take chairs at the witness table, we would appreciate it. Dr. Ervin is President, National Consortium for Educational Access in Atlanta, GA. Jean is President, Tender Love and Care, Columbus, GA. Arthur is Director Reentry/Veterans Upward Bound Program in Atlanta, GA. JoAnn is Executive Director, Chicago Vietnam Veterans and Family Assistance Program in my home State of Illinois. It is a pleasure to have you before us again. Dr. Ervin, once you are situated, you may proceed.

STATEMENTS OF LEROY ERVIN, Ph.D., PRESIDENT, NATIONAL CONSORTIUM FOR EDUCATIONAL ACCESS, ATLANTA, GA; ARTHUR BARHAM, DIRECTOR, RE-ENTRY/VETERANS UPWARD BOUND, ATLANTA, GA; AND JOANN WILLIAMS, EXECUTIVE DIRECTOR, CHICAGO VIETNAM VETERANS AND FAMILY ASSISTANCE PROGRAM, CHICAGO, IL

STATEMENT OF LEROY ERVIN

Mr. ERVIN. Good morning, Mr. Chairman and members of the Subcommittee on Oversight and Investigations. My name is Leroy

Ervin. I am associate professor at the University of Georgia, the School of Education.

Mr. EVANS. Doctor, could we ask you to pull one of those microphones directly in front of you.

Mr. ERVIN. Sure. Is that better? Again, my name is Leroy Ervin and I am an associate professor at University of Georgia, in the College of Education. I am also President of the National Consortium for Educational Access. The National Consortium for Educational Access is a consortium of universities that is dedicated or has been dedicated for the past 10 years to increasing the number of minorities with Ph.D.s who are interested in teaching at the college and university.

We have since that time began to expand to include all minority groups recognizing the need for that in our colleges and universities. Recently, we have begun to work with the military personnel who are transitioning out of the military who are interested in teaching as a second career.

We recognize that this program requires a coordinated approach and a systematic one in bringing together colleges of education, secondary school personnel, and appropriate support agencies either within or connected to the Department of Defense, Department of Labor, and Veterans Affairs. From the outset, we view the problem of transitioning minority veterans from the military to the classroom from a very practical perspective.

We determined that early identification, a sound credentialing process, and a solid follow-through were essential to our effort. For these reasons, NCEA consulted with State and local school administrators and enlisted the support of the American Association of Colleges of Education in developing what we believe was a solid program.

The American Association of Colleges and Teacher Education is a national organization to which all accredited colleges of education belong. As background, when we began recognizing several years ago what was happening with the downsizing, we saw the need to inaugurate a program that would establish a nexus between separating military service personnel and those urban and rural school districts who were in search of qualified minority candidates, male candidates, because we recognize in our school system that they were all crying for more males within the school system, and so out of this transitioning effort we saw an opportunity to marry the need of the school system with the supply that was coming out of the service.

One of the problems we found is that although well intended, the Federal assistance provided by one program, in particular, just as an example, Troops to Teachers, is simply not available to one of the largest populations of transitioning military personnel, that is enlisted African-American men.

Although the Troops to Teachers Program approaches the transition problem within statutory limitations, but those limitations prevent the program from achieving what is considered desirable public policy. However, we have the opportunity for those veterans seeking a second career to coincide directly with the dire need of our public school systems, as I mentioned before, and their need for males, especially African-American males, because of the less than

20 percent of the teachers who are minorities, only one in five are male, yet the Nation's teaching staff is approximately 28 percent male and 85 percent white. Yet the Department of Labor report indicated that by the year 2000 minorities will represent more than one-third of the work force.

But if we examine the Troops to Teachers Program, it is abundantly clear that it is accomplishing the limited goals established by authorizing legislation. It identifies and places former military personnel who already possess a baccalaureate degree. Unfortunately, a larger and equally laudable goal eludes this program, and that is the pool of those who do not hold a degree, but who are males who are coming out who are capable of moving into this arena where there are jobs going lacking and jobs in the educational arena that are stable over time.

Now, as a result of this, of those people coming out of the military who do not qualify and are not being actively recruited, we feel that we need to devise some way of catching those, of providing these benefits. Now, how do we solve this problem?

There are several important concerns, and if the Department of Defense, the Department of Veterans Affairs and the Department of Labor and Education are to mount a successful program for transitioning military personnel into certified instructional positions in the Nation's public schools, the critical elements of a successful program would include pre-separation, early identification of interested participants and comprehensive pre and post separation counseling assistance with respect to enrollment and financial assistance. It would include the establishment of a high quality credentialing procedure leading to permanent certification for instruction and the creation of an employment opportunity database.

It would also include career counseling and advisement regarding employment and placement opportunities. What happens is that most of these people coming out are not aware of how to enter or where the point of entry is into this whole process of how do I become a teacher, so they need that kind of guidance into that process because credentialing is a different process from State to State. It is different, and so it is an administrative overload to try and even explain and get it clear to some of the veterans so there must be programs that are set up so that they are not forced to deal with it in an ad hoc way.

In conclusion, if I could make several joint recommendations from NCEA and the American Association of Colleges of Teacher Education, first I think a memorandum of understanding and coordination should be signed between the Department of Defense, the Department of Veterans Affairs, and possibly the Department of Education and Labor. Each could play a meaningful role in the transition of minority veterans.

Cooperation and coordination would greatly simplify the establishment of a more effective transition program for veterans. Second, either the Troops to Teachers Program should be amended to provide for the kind of pre and post separation counseling, academic advisement and information assistance that we suggest or the Department of Veterans Affairs should provide post separation assistance through third party contracts with nonprofit organizations or colleges or universities.

Early identification is extremely important. It should be done at least a year before these people get to separation. It is at that point in time that they can be counseled into academic programs and how you get enrolled in those particular programs, where do you want to go, where do you think you want to teach, are there jobs available given your skills. Those kinds of things must be done.

I think that we can sell education. If some people can sell bottled water or beverages which has no life-giving or self-sustaining value, we ought to be able to sell education to these military people coming out because they are in dire need, the school system wants them, they are drug free, they are disciplined, and they make ideal classroom instructors.

We have seen results from some of the comparison of existing teachers and military people coming in, and they do just as well on standardized measures and in some cases better than existing teachers.

Third, I would say finally in closing that the Montgomery bill should be reviewed to determine whether or not sufficient benefits are being provided to induce interest, interest in terms of moving into education. Are there the same kinds of inducements that was there in the G.I. Bill in post World War II?

I think we need to make sure that there are sufficient resources there which we find is often times not the case, so we think that we would recommend that that be revisited. Thank you for your time and attention. I would be pleased to answer any questions.

[The prepared statement of Mr. Ervin appears on p. 55.]

Mr. EVANS. I do have a few questions, but we will first recognize the rest of the panel and come back to you.

Mr. Barham.

STATEMENT OF ARTHUR BARHAM

Mr. BARHAM. Good morning, Congressman Evans. It is indeed a pleasure for me to be here and to speak to you this morning. I would like to talk just briefly about combining resources to develop a viable project for the education, training and employment and housing of disenfranchised and underrepresented veterans. Basically, I am talking about a holistic approach, an approach that will take into consideration the factors that have impacted on us for the last 50 plus years.

As we all know, 50 years ago, this country, like the rest of the world, was engaged in a great war, a war to end all wars, as we so euphemistically like to state, but in reality maybe that was not the war to end all wars because since then we have been engaged in several conflicts, and other little wars, either directly or indirectly, and our soldiers have been affected either directly or indirectly from their participation in those conflicts and wars, and even on our home front we are engaged in what we call a great war, the war on poverty.

I have three questions that come to mind as a result of these conflicts and wars. First of all, were we victorious in these conflicts? Or do we still have some unfinished business? Was the victor swallowed up by the victory? And if we had had a loyal and holistic sense of purpose toward our warriors, where would we be today?

Now, answer these questions reviewing several factors. Those factors have to deal with, as Marc Gilbert pointed out in his recent paper, *Lost Warriors*, the impact of war on its combatants become more apparent when one person returns to their home ground. If that war was fought on your home ground, when do you return, and if the remnants of that war are brought back with you, when do you return?

Maybe it is for that reason that we see among African-American veterans a disproportionate number who survived our more recent conflicts that many suffer from high rates of alcoholism, divorce, suicide, lower incomes, high unemployment, and as time has progressed we have seen them enter into the ranks of the homeless at an alarming rate. Mr. Gilbert identified the lack of holistic programs of recovery as a prime reason so many minority veterans experience these difficulties.

I think that goes without saying. I think all we have to do is visit any of our cities on any given evening and we can clearly see the results of that activity.

Joan Alker's report on "Heroes Today, Homeless Tomorrow?" focuses on our homeless veterans and what the Federal Government has and has not done. However, I think the report leaves some issues unaddressed. Those issue points are complex in that they require a change in the thinking of leaders about the transition to civilian life by military personnel.

It is not easy to say that it was an easy thing to do 50 years ago. It is not easy to say it is an easy thing to do today. Maybe that is why we have not made the hard decisions to realize the transition begins long before a person separates from the military, that the skills needed in civilian life are far different than those required in the military, that transition to civilian life begins long before separation or retirement. Therefore those programs should be implemented at that time. That this transition must include as a premise, as a foundation better education opportunities and greater emphasis on skill assessment and then training, not the assumption that the military trains us for the rest of our lives; that the individual must be viewed as such and that an anticipatory process must be undertaken to find solutions and give many veterans a clear sense of purpose and the tools to overcome future problems before they become catastrophic in nature.

Even after separation, programs that are created to serve veterans which primarily have been reactionary programs must be holistic in nature. These projects must operate on the premise that to serve veterans means to provide assistance that is beneficial for the long-term, goals in these programs must be measurable, and that a continuum of care must be established through a solid assessment program that produces a strategy of service on an individual basis.

We have a tendency to look collectively at individuals and come up with collective solutions for individual problems. The staff of these projects must have a sense of purpose in line with this philosophy. The staff, at least to some degree, must have experienced some of the difficulties in life as many of the potential project participants. The project must focus most of its resources on direct

services. They must establish a sense of readiness to assume the role of advocate for the participants at all times.

At every turn, the projects must display a sense of loyalty to the participant by refraining from acting judgmental. The projects should create an environment that stimulates individual and societal collective growth. And in these times, projects must enhance the return to civic responsibility. All the projects have to be a beacon that highlight and personify the need for continued education and personal growth, not just to survive the night.

Funding sources, whether public or private, must seek opportunities to fund such projects and monitor these projects and services to ensure project focus is in line with those mentioned above. These funding sources must also ensure that projects have active staff development components and play a key role in their community from a perspective beyond just servicing veterans.

In conclusion, there are numerous programs around the country that advocate, there are numerous programs that set up programs to address specific needs, but none tend to hold a holistic perspective on servicing the needs of veterans. It is not inclusive. It is more exclusive, and we need to refrain from funding and enhancing those exclusive type programs. We need to look at the transition process beginning long before separation. We must prepare for civilian life as we prepare people for war. The same approach must be in place. Thank you.

[The prepared statement of Mr. Barham appears on p. 62.]

Mr. EVANS. Thank you, Arthur.

Ms. Williams.

STATEMENT OF JOANN WILLIAMS

Ms. WILLIAMS. I would like to take this opportunity to thank the Honorable Congressman Lane Evans for inviting me to speak here. Also, even though he isn't here, I would like to thank Congressman Gutierrez from Chicago. His staff member, Ray Valdez, has been very helpful in helping me provide or at least develop a continuum of care and housing program for Chicago veterans. A very special thanks to Congresswoman Maxine Waters, who came out to Chicago to visit our women veterans.

We enjoyed her visit and she gave us inspiration. After all, women are veterans too. We have several members here today from Chicago. My discussion today is a follow-up on the Homelessness Among Veterans Summit here in DC this past February, and a follow-up on my testimony from November 6th at your hearing held in Chicago.

The energy expressed after the Homeless Veterans Summit was inspiring. Several Illinois veteran service providers met during the summit, along with Ray Boland, Director of the State of Wisconsin Department of Veterans Affairs and Tom Wynn, President of the National Association of Black Veterans in Wisconsin. We outlined a program for Illinois, a strategy to address the issue of homeless veterans. The Illinois delegates voted on several key areas to improve the plight of Illinois veterans, and we decided to use the adaptation of what was called the Wisconsin plan for Illinois.

We participated in several meetings to discuss the Veterans Rehabilitation Program of Illinois, as we now call it. Ms. Annie Pope,

Chief of Social Work at Hines VA Hospital, has spearheaded several meetings to generate interest and awareness on the need to coordinate city and Statewide programs to the VA medical centers. She has sponsored a meeting to explain to various homeless providers and Statewide VA medical center personnel, the concept of assisting homeless veterans Statewide. Ray Boland and Tom Wynn also attended that meeting along with our State Department of Veterans Affairs, Mr. Poshard.

Representatives who attended the meeting who represented veterans' organizations were given charge to inform the veteran community and local governments of the need for a veterans rehabilitation program for Illinois. We met with several veteran leaders. We also met in Chicago with the Mayor's Advisory Council on Veterans Affairs. The topic was homeless veterans. The veteran community is very open to this issue in Chicago. I believe they are finally getting on board with the rest of the country.

At the last meeting that we attended, August 31, a representative from the Chicago Department of Human Services (DHS) was there. We asked them why there wasn't a homeless veterans program in Illinois and why wasn't there any funding for community-based veterans' organizations for homeless programs. Their response was that they (DHS) provide services for all homeless. Veterans are, of course, represented in their services provided to the homeless population. Therefore, we (DHS) can't provide funding exclusively for homeless veterans; to fund a program specifically for homeless vets would be exclusionary.

Well, the delegate agencies who receive CDBG and other Federal funds issued to them by the city represent other exclusionary populations, such as youth, women, HIV+. Why not a program funded for homeless veterans? We are to have a follow-up meeting with the Department of Human Services next week to address that issue.

On another issue, at least the city has granted, or will be granting CVVFAP, Chicago Vietnam Veterans and Family Assistance Program a property to begin a homeless program in Chicago. We are starting out with a small six-flat building, and we have in the making title transfer to us for a 30-unit building for homeless veterans. So it seems we are finally getting on board. We will also be meeting with City Council Aldermen, county commissioners and our State representatives.

We attended our second annual stand down in Chicago and was told that twice as many veterans participated this year as opposed to last, so I can assume that things are not getting better in Chicago, they are getting worse. Chicago is a tough nut to crack. We all knew that upon our return from the summit that enlightening the Chicago veteran community, city, county and State governments to the plight of homeless veterans would be challenging. It has been both arduous, frustrating and a snail-like process. However, we have made some progress.

I do have a couple of questions that were not addressed by those individuals during my November 6th testimony to you in Chicago. One was I have not received a response from Mr. Bill Elmore, RTC veterans housing project on RTC property in Illinois. I do have another question pertaining to RTC. How many RTC-owned apart-

ment buildings have been donated to veteran organizations throughout the entire Nation, specifically to veteran community-based organizations? I tend to feel that not many RTC properties have been donated to veterans.

The other issue has to do with the tax exempt status of veterans' organizations. In Chicago, you must have IRS 501(c)(3) tax exempt status in order to receive property. Most veterans' organizations have a 501(c)(19) tax status. Has anyone discussed this issue at all with regard to having veterans' organizations classified to receive properties?

Housing and urban development. We discovered that there is no preference for veterans at the Chicago housing authority, and we also discovered that U.S. citizenship is not a requirement. We found this to be surprising. There is no requirement that anyone assigned to a public housing apartment be a U.S. citizen. Therefore, many apartments that could be made available to homeless veterans may well be going to people who are not citizens of the United States.

Job training and economic development. We cannot discuss ending the homeless veterans cycle and providing a continuum of care program without addressing the issues of job training, employment, economic development, entrepreneurship and self-employment programs. If assisting a veteran to get back into the mainstream of society does not include a method for financial independence or stability, we are wasting our time.

I feel that the Small Business Administration should be involved with designing a program to help talented individuals start their own businesses and that the CRA should become a major issue in helping generate financial resources for people to open their own businesses. I also think that as a not-for-profit organization there needs to be greater coordination between the VA, HUD, Department of Labor, Health and Human Services to better coordinate their funding cycles for veteran service providers to better design a continuum of care program.

If one piece of funding is out, then we must scramble to get money to recover the cost of that loss. A housing project could take up to 2 years to develop on a step by step with regard to getting tax credit syndication, first and second mortgages, etc. It is a real challenge and a juggling act.

We do need to have better coordination with the government in order to get these funds available to us to rehab property for homeless veterans, and, lastly, I would like to ask what happened after the summit? There was all of this energy after the VA Homeless Summit, and it seemed everything was dropped by the VA. What has been the follow-up? What type of follow-up will be the end result that we can feel out here in the field?

So that concludes my testimony. Once again, I would like to thank you for inviting me here to speak before you today and I am open to any questions.

[The prepared statement of Ms. Williams appears on p. 69.]

Mr. EVANS. I would like to thank this entire panel for their testimony.

JoAnn, I will start with you. You used the bigger number of people at the stand down to be an indicator that things are getting

worse. Could it be that maybe our average is a little better or a combination of both?

Ms. WILLIAMS. I think what is happening, I saw many veterans at the stand down who were at last year's stand down, so when I said things seem to be getting worse, it would appear to me that these veterans who attended last year should not be attending a second year in a row.

The veterans themselves who were there seemed to feel that there is an increasing number. They are seeing more people they may have served with in the military, so in my assessment, this is without any quantitative or statistical backup, just my own observations, it appears that it is getting worse and not any better.

Mr. EVANS. So in this chamber we should not be so taken with all the statistics indicating that the economy is improving because it hasn't reached a segment of the population then?

Ms. WILLIAMS. I don't believe so.

Mr. EVANS. Let me ask Dr. Barham, I am a beneficiary not only of the G.I. Bill, but also a University of Maryland program that was established. At the time I was in the military, you could take a course or two while you were still in the service. The military paid about two-thirds of the tuition costs. I think sometimes even some of the books. Does that program or does some affiliation with universities exist today and is it being utilized by veterans?

I notice, doctor, in your testimony about 38,000 enlisted personnel have an associate degree or equivalent, and if it is not being utilized particularly by African-American Armed Forces personnel, what might we do to get more people into that program?

Mr. ERVIN. I think that what has happened, when you look at those 38,000 with the associate degree—by the way, there are more. These are just with technical degrees—that are working in technical areas, but when you look at those associate degrees, the courses are scattered all over the place.

What happens is in the military you are evaluated for your next promotion based upon the amount of credits you have or a degree, it can be in anything. And so it is not channeled, it is not focused. What we are proposing is that we identify these people early on and say there is life after the military, and how do we—we are talking about now educational counseling as opposed to labor counseling, and that is the distinction here, so if you look at the associate degrees again, they are just to make the next promotional step, and so even though a person may have almost enough hours for a bachelor's degree, when you start trying to focus that and try and say how close are you to a degree in a particular area, it doesn't compute really because you have maybe, your courses are spread over seven or eight disciplines.

Mr. BARHAM. Congressman Evans, I would like to address that question from two perspectives. One as a commander in a forward-deployed European environment and as a commander oftentimes we would be deployed to the field and I would have to take soldiers who may have been enrolled through some of those extension university courses, take them to the field, cause them to miss critical exams, and yet find out that they have satisfied the requirement for the course, and I have encountered some of those same soldiers,

not the same ones, but soldiers who experienced the same things in civilian life.

Now, as the administrator of several veterans programs, and evaluated their education and found that those that say I have an associate degree, they have merely satisfied the hour count, the clock credit hours that says I have accumulated enough, but are those courses actually transferrable? Absolutely not. Many find that they can't return to school because they don't have the resources to support a family and go back and take courses they have already taken, so it is a two-edged sword.

As Dr. Ervin mentioned, many take the courses while in the military to address the promotional needs, and especially when we are scaling down the military in such a fashion, it is so competitive to get promoted while on the other hand they are not planning beyond that period after the service.

Mr. EVANS. What can we do to get them to look at their educational goals in a more holistic approach while they are still in the military? It is compounded by the fact that I know some people didn't sign up for the G.I. Bill when they were going through boot camp, thinking that the military was going to be their career, and now are being discharged and I am sure some of them, because of the downsizing, said I wish I would have signed up. I know you are talking about early identification for your program, doctor, but how early should we start? Should we be starting—

Mr. BARHAM. We should start the moment a person enters the reception center because we have to set a tone that lets the person know even if they remain for 20 years and retire, there is life after the military, that there must be some focus of purpose beyond that point, so we have to start a counseling program that addresses one's perception of themselves beyond that first enlistment period, that second enlistment period.

We will encounter a number of veterans, and we are already starting to see them, who don't even qualify for the SMOCTA Program because of their MOSs in the military. First, DOD is classifying them as saying, yes, they are transferrable skills, but in reality they are not transferrable skills. They are transferrable in a broader sense in that a person who may have operated a tracked vehicle in the military may very well find work as a crane operator with additional training, and if someone would allow them the resource to get that training, but the reality is it is not there, and we need to start that counseling process through the Army education centers early on at the reception center and make it a part of that person's personnel record throughout the military career so that we are not just counseling them about reenlisting we are counseling them about their options.

Mr. EVANS. Let me yield to the gentleman from Mississippi.

Mr. MONTGOMERY. Thank you, Mr. Chairman. To follow up on what you said, Mr. Barham, the Army has discharged, and I was told this figure last night, about 10,000 a month from the military. That is a lot of folks we are putting out in the civilian sector, and we certainly need to be sure in these processing centers and these discharge centers that they do what you say they do. All of shouldn't necessarily go to Harvard or Yale after getting out on their G.I. Bill benefits.

They should be advised, I guess is what I am saying, better, even though they have been 4 years or 3 years in the service. They need some help. We really need to watch that, Mr. Chairman, as we discharge these young Americans that they know where they are going and what would be best for them. And, doctor, you mentioned the G.I. Bill. Mr. Evans and I sponsored this bill back in 1984, and he made the motion that gave the G.I. Bill my name of which I am very proud of. One problem with the Montgomery G.I. Bill is that the benefits should be raised. I don't think the \$300 a month is in line at all with today's costs.

The American Legion said it should be \$700 a month to really help an individual when they come out of the service. We really need some help in the U.S. Senate. We have indexed the G.I. Bill. Whatever inflation is, it would go up that much. But we had to freeze it for about 2 years working with the Senate, so there has been no increase for a year and a half on the educational benefits, and there should have been.

If these young men and women are going to make it, they are going to have to get some vocational education or they are going to have to get some 4-year college work. We need to give them adequate funds where they can get a proper education.

Mr. ERVIN. Mr. Montgomery, I think that if we look at the G.I. Bill, post World War II, it did a tremendous thing in terms of educating people coming out of the military. In fact, basically all of my contemporaries, the way I got through college was through the G.I. Bill. Currently, we look at the cost of education today, and the current G.I. Bill and compare it to cost of education post World War II, and the benefits, there is a vast discrepancy, and so what I am suggesting is we need to have something there that will allow the veteran who has the desire to better themselves through getting advanced training, the resources so that he or she can do that.

What I am suggesting is not there. We are fast becoming a world where education is becoming our first line of defense. Education and information. We do not train our people. I don't think that we can look at what the cost is now of doing it. I think what we have got to be concerned with is what are the costs later of not doing it now.

Mr. MONTGOMERY. I would certainly buy that.

Thank you, Mr. Chairman.

Mr. EVANS. Do you have any comments?

Mr. BARHAM. I guess I am sort of in a precarious situation, because I too took a break in the military and acquired my degree under the old G.I. Bill. But I saw so many of my counterparts when I reentered the service taking the acquisition of education lightly and not feeling responsible for those that they led in terms of planning for their future.

And I agree with Congressman Montgomery, that it is vital to convince the Senate that \$300 is but a drop in the bucket. I am putting a child through school now. If it was only \$300 a month, I would be a happy camper. Realistically that is not so.

I think we send mixed messages to our young soldiers and expect them to come out into a very competitive environment, unprepared. We would definitely not send them into war that way. I think it is incumbent upon us to speak out as their advocate that we must

prepare them for civilian life as we prepare them for war. And a failure to do so on our part says that we are willing to send our best and our brightest off to battle unprepared.

And when I work in the environment that JoAnn and I are in, you see the results of that unprepared soldier. You see the results. You live with the results day in and day out. And it is very disheartening.

Ms. WILLIAMS. May I also add, in rehab programs, of course you need the skilled trades people. We had a black female Navy veteran, 8 years trained in the Navy, as an electrician. A union in Chicago would not accept her education at a journeyman and skilled trades person. They wanted her to reenter an apprenticeship training program all over again. We eventually fought with the union and got her accepted.

But these are the types of things that minority people, even though they have a skilled trade, have to fight with the unions just to be recognized regardless.

With regard to military education, they don't even pay any attention to that. They want them to come into their own apprenticeship training program. After 8 years of experience, there shouldn't be a question about her skill level.

Mr. EVANS. One final question. Mr. Chairman, are you finished?

Mr. MONTGOMERY. I am done.

Mr. EVANS. One of our witnesses later will talk about the need to offer more on-the-job training programs under the G.I. Bill. Would that be a significant help to veterans? The emphasis could be placed on OJT.

Mr. BARHAM. Congressman, I think we need to have a mixture. But I think we need to approach it from an individualized perspective.

I think one of the problems today is that we hear programs and they really sound great, but we don't look at the individuals. One of the first things they teach in OCS is you look at your soldiers as individuals. You understand what their weaknesses are and what their strengths are. And you use them as best you can to accomplish the mission.

Somewhere along the line we forget that very basic kind of training when it comes to preparing people for the rest of their lives. I think on-the-job training programs are fantastic programs for individuals who need that type of assistance. But we need to have a clear and a level playing field for everyone to start.

Today we are in a very competitive, information-driven world. So if we are going to narrow the perspective of the thinking of the people we are trying to prepare for the future, then we are sort of missing the mark, because they can't transport that information to someone else or to the next generation. And that is incumbent upon us to do as well.

Mr. MONTGOMERY. Mr. Chairman, may I make one more comment? About funding for education benefits, the G.I. Bill really hasn't cost the taxpayers any money. These young men and women have put up \$1,200 out of their pay, and only 55 or 60 percent are using the program. It has brought in over a billion dollars, and it hasn't cost the taxpayers any money. Yet, we are having a hard time to get additional benefits in education. But under the Pell

grants and under student loans you don't even have to serve your country and you can almost get a better deal.

That is not right. That ought to be changed. Those who receive student loans, ought to pay them back. They are doing a better job collecting now, but we beg and get on our knees for the guy that goes out there and sacrifices himself to get better education benefits. It is not only this administration, many other administrations too have not helped us like they should in getting the veterans' decent educational funding.

Mr. EVANS. Thank you all very much for your testimony. We are going to call on to our second panel. Thank you very much.

The members of our second witness panel are Dr. Melvin Horton, John Clendenin, Joseph Anderson and William "Pete" Sutton. Dr. Horton is Chief Executive Officer of Military Justice Clinic, Incorporated. John is Manager, Strategic Alliances, Xerox Corporation, New York. Joseph is with General Motors Corporation, Troy, Michigan. Pete is with the State of New York, Department of Labor.

Mr. Clendenin, once you are situated, we will begin with you.

STATEMENTS OF JOHN A. CLENDENIN, MANAGER, STRATEGIC ALLIANCES, XEROX CORPORATION; AND WILLIAM E. "PETE" SUTTON, LABOR SERVICES REPRESENTATIVE, DISABLED VETERANS OUTREACH PROGRAM, NEW YORK STATE DEPARTMENT OF LABOR

STATEMENT OF JOHN A. CLENDENIN

Mr. CLENDENIN. Good morning, Mr. Chairman, members of the subcommittee. My name is John Clendenin. I am the Manager of Strategic Alliances for Xerox Corporation. I am a Lieutenant Marine Colonel in the Reserve. I am proud to acknowledge myself as an African-American veteran, I am currently a candidate for the United States Congress in the New York 28th district. It is a distinct pleasure to again be given the opportunity to address this distinguished body and offer testimony regarding African-American veterans.

Xerox Corporation is proud of its commitment to veterans. We have given preferential status to hiring and have long been supporters of the Guard Reserve. While I served on the New York State committee, we received an award from the Secretary of Defense after Operation Desert Storm and we were recognized in Rochester, New York, by the Secretary of Labor for participation in Operation Transition, relating to the current military downsizing.

Today I would like to focus on four issues: the changing work force; changing models of employee relations; empowerment; individual skills and leadership attributes; veterans support groups; continuing education and training.

The changing work force: We have all been introduced to the concepts and opportunities presented in the Work Force 2000 and Opportunities 2000 studies. Although I believe the public sector lags behind in many ways, the military progress that has been made with regard to equal opportunity, private sector business has now begun to address the glass ceiling and other challenges faced by African-Americans.

I serve on the diversity interests group for the Commandant of the Marine Corps. Despite many problems African-Americans continue to face today in the Marines, it is a far more sinister environment in Xerox Corporation and other companies in the private sector, although Xerox has still been consistently voted as one of the top companies for African-Americans to work in the workplace.

The business needs of our companies are forcing the inclusion of all people of difference. The challenge has been met through the private sector with training and awareness seminars for management and others on how to incorporate the dynamics of a changing work force. We take this commitment seriously at Xerox, and I believe the overall environment is not as receptive to change. Transition training needs to include these changing work force initiatives as our young men and women leave the military.

Changing models of employee relations and empowerment: The private sector continues to improve the way management and employees interact. The quality revolution that finally took root in America has continuing impact on industry. Xerox Corporation is now engaged in the continuing process of improvement in employee involvement as we continue our commitment to total quality management.

Empowerment training is the next step we have taken. We believe enabling employees to take responsibility for their decisions produces better quality outputs. I believe this is significant to this body due to the radical difference this presents to the long-established authoritarian model used in today's military. This will be a difficult transformation at best without transition training in this area.

Individual skills and leadership attributes: I believe that the strongest skills that today's veteran offers to the work force of the future is in the area of leadership. The reason Xerox and other leading companies are seeking veterans and offering preferential status is due to the excellent training the military provides in personal investment.

Today's work force is suffering from a general deterioration of personal habits. Discipline, attention to duty, attendance and absenteeism problems and basic decision making skills are lacking in today's youth.

This state allows today's veteran to displace workers who lack these traits. In the current downsizing environment, the strong veteran's leadership and training will be a beneficial factor in both obtaining employment and retraining for job positions.

I am including 23 leadership traits which reflect today's corporate environment and culture, such things as strategic leadership, strategic thinking, strategic implementation, the customer driven approach, inspiring a shared vision, decision making, being a quick study.

In the organizational leadership, managing, operational performance, staffing for high performance, developing organizational talent, delegation and empowerment, cross-functional teamwork, leading innovation, driving for business results, the use of leadership for quality programs, imagining yourself and others who are striving for openness to change for personal empathy and understand-

ing, personal drive, personal strength and maturity and personal consistency.

Also, strengthening the knowledge base and environment and industry perspectives, business and financial perspectives, and all technical knowledge of the market and business environment.

I know the African-American veterans are well trained, educated and disciplined and drug-free. Today's business environment needs these men and women for the work force. Effective transition counseling which includes the customer requirements of employees is essential.

Veterans training support groups, continuing education and training: Pivotal to relating the civilian environment to the military will be the continuing training and skills development of persons engaged in veterans outreach. Maintaining productivity in this area is necessary due to an increasing number of counselors involved in veterans affairs who do not have the experience of military service themselves. This, when coupled with the massive changes that are occurring in the work force, total quality management, empowerment, downsizing, right-sizing, the information highway and other new approaches, will leave prove ill-prepared without increases in in-service staff training and development, issues of productivity and issues of race and cultural diversity.

In summary, with the fastest-growing population in the workplace being minorities and women, workplace training has to occur in the Veterans Administration itself in order to effectively incorporate the changing workplace realities into the counseling of our veterans.

Together with the private sector, comprehensive strategies needs to be developed on an ongoing basis to ensure readjusting benefits continue to reflect the needs which our young men and women require in the marketplace of civilian jobs. These needs are no different than those of American companies who continually strive to stay in touch with their customers or from the need for veterans to be aware and knowledgeable of the needs of their customers.

The same requirement that a counselor be conversant with the issues of homelessness, post-traumatic stress disorder, and Desert Storm syndrome are necessary as well as the environment existing in the civilian workplace with its continuing trend towards multi-cultural diversity.

Thank you, Mr. Chairman, for the opportunity to testify.

[The prepared statement of Mr. Clendenin appears on p. 75.]

Mr. EVANS. Thank you very much.

I want to recognize the Congresswoman from California who has just joined us. Congresswoman Waters has been a real dynamo on this committee.

You have already been noted by two of our witnesses as being of great help to them. We will recognize you now for any statement you want to make.

OPENING STATEMENT OF HON. MAXINE WATERS

Ms. WATERS. Thank you very much, Mr. Chairman. I don't have a formal statement.

I would first like to thank you for the care and attention you give to the veterans of this Nation. And I would like to thank you for

giving special recognition to the work of the Congressional Black Caucus by always holding a hearing to hear the concerns of African-American veterans.

I am here today at this hearing, as I have been, I suppose, for the past 2 years, to listen and to learn the concerns of our African-American veterans in particular.

Let me just say, as I travel around the country, I hear the complaints, I hear the pain. And if I had to conclude whether or not African-American veterans are benefiting from our readjustment programs, I could easily conclude no, because of the complaints and the concerns that I hear week in and week out.

I wish more of our African-American veterans were more involved in our service organizations so that we could get a chance to interact with them as we do with the other veterans' service organizations as they come to Capitol Hill.

I know that there are a number of reasons why there is not as much involvement as I would like there to be. I am appreciative for the presence here today, but as I have done in past hearings, I am going to ask our veterans who are here today to find ways by which they can interact with us on an ongoing basis so that we can truly include in the legislative agenda those concerns which I hear when I am out in various places in the country.

Again, let me just thank you, Mr. Chairman, for bringing us all together again this year, and let us move forward with our legislative agenda that will include some of the issues we will hear today.

Thank you very much.

Mr. EVANS. Thank you.

Mr. Sutton.

STATEMENT OF WILLIAM E. "PETE" SUTTON

Mr. SUTTON. Good morning, Mr. Chairman. My name is William Sutton. I work for the New York State Department of Labor. I am a labor service representative and a DVOP, Disabled Veterans' Outreach Program specialist.

I wish to extend our thanks to you and your committee for holding this hearing as part of the Black Caucus weekend on African-American veterans issues, readjustment benefits.

For several years I served as a DVOP in the New York City area of Far Rockaway in Queens, NY. I served veterans in this area, which is predominately of African-American heritage. I am proud to say that being assigned to these areas I have placed veterans in numerous jobs.

The purpose of this hearing is to determine the impact this activity has on African-Americans and their need for service then successfully assist them to readjust to society.

As a result of my experience, I believe that the ability to obtain and sustain meaningful employment, at a decent living wage, is the crux of the readjustment process.

Median wage for African-American veterans is three-fourths that of their white counterparts, according to recent studies by the Department of Veterans Affairs, African-American male veterans have a significant lower labor market participation rate and a significant higher unemployment rate, with certain other factors that produce a disparity in income between black and white.

The disparity which is an objective measurement to the economic well-being of African-American veterans versus their white, non-Hispanic veteran counterparts is one of a long-standing nature and has not lessened appreciably over the last 20 years.

Funding for programs such as JTPA, Title IV-C, Title III and Title IIA, could be used to make some changes in many lives of veterans, especially African-American veterans, whose self-esteem has dropped very low. More funding is needed for VA Vet Centers, counselors, DVOP and LVER programs, job training for veterans, for both Vietnam era veterans and recently separated veterans.

We must focus on the steps Congress and others can take to address and hopefully reverse this disparity in the ability of African-American veterans to secure vitally needed service, to enable them to obtain and sustain meaningful employment, strengthen the fabric of our economic life and our community.

While we are not prepared to offer a prescriptive solution, we are here to offer recommendations or areas of discussion and/or action.

In New York State, since 1987 we have lost more than one-half of the positions funded under the Wagner-Peyser Act to operate a basic public labor exchange. While reduction in veteran staff has not been dramatic, it has diminished the overall resources available, creating negative impacts on veterans as well as non-veterans.

While we have made significant progress over the last 6 years in securing gains in New York State in both quality and quantity of services available to veterans pursuant to the JTPA, Job Partnership Training Act, under Title III EDWAA, Economically Dislocated Workers Adjustment Association Assistance Act, this has only been possible because the Honorable Mario Cuomo, the Governor of New York State, initiated the Veterans Bill of Rights service for veterans. There is no Federal requirement for this program, but it does give special treatment and special priority to veterans, especially minority veterans in New York.

In Governor Cuomo's "Coordination and Special Service Plan" submitted to the Secretary of Labor, to secure JTPA funding for New York State, Governor Cuomo has designed veterans, particularly Vietnam theater veterans, combat theater veterans, minority veterans, disabled veterans and recently separated veterans, as a "special emphasis priority group," and special attention has been delivered—service has been improved at all levels. Action by Congress will make it possible for veterans in other States to receive this kind of service.

Mr. Chairman, thank you for this opportunity to present suggestions to you and your committee today on behalf of the Honorable John H. Hudacs, Commissioner of the Department of Labor of New York State, myself, and my colleagues. I wish to thank you for leading this hearing today.

[The prepared statement of Mr. Sutton appears on p. 81.]

Mr. EVANS. Thank you.

The hearing can't be completed without at least one Marine on the panel. We appreciate your being here.

Xerox offers some kind of veterans preference. Can you describe that to us?

Mr. CLENDENIN. Yes. In the overall employment—the forms that are filled out, what I am referring to, what we are fighting for is to indicate whether or not you are a veteran, how you served on the employment application, and then we give different points as far as similar to civil service test, where being a veteran in the hiring practices.

We also have done for the employer, and this is a result mostly of some of the changes we did to our personnel structure during Desert Storm, we gave a \$2500 bonus to every person from Xerox that had gone to Desert Storm, plus an extra week of vacation.

We have increased the number of days that Reservists are allowed to go away without jeopardy in jobs. But mostly on the small changes on the application procedure, so that if a veteran comes to get a job, particularly one recently released from active duty. So within the first year of release from active duty, you will get preferential treatment and will be put in status, recognizing some of the things the gentleman talked about this morning, the transition being able to incorporate what that means, and if you are a non-commissioned officer, you get credit for supervisory experience.

Mr. EVANS. That is pretty broad based. Are veterans aware that it is actually helpful to claim veteran status? I have heard some veterans who are reluctant to say yes to that question.

Mr. CLENDENIN. I think that the program in Xerox today is a good program on paper, it is a good program within the human resources, the personnel management division within Xerox. I would not say that the average employer is receptive to preferential treatment, when you ask to look at the hiring manager. So I would say this isn't pervasive.

The military personnel and the veterans counselors in the area of Rochester are aware of the issues that Xerox and the Eastman-Kodak Company make. But I would say that in general, there is a lack of military experience in young employers. So the hiring manager tends to be, let's say, somewhere between 25 and 30. Those people in general don't have a military experience and can't relate to the veterans' experience. That was the same thing that was referred to in my remarks.

What I find is that when I deal with the veterans counselors from the VA, they also don't have, many of them, military experience. So they don't have military experience, and they don't know what is happening in the Xerox marketplace, yet they are the ones that are doing the counseling. So that is why I talked about the in-service training that is needed.

Mr. EVANS. We thank you very much for your testimony. Xerox is a New York-based corporation. Your program in New York seems to be one of the premiere programs in helping veterans with employment problems. Is this a New York initiative, or do we have any other programs like this elsewhere that you have been able to help move along?

Mr. SUTTON. As he was saying about Xerox, we deal—we have staff in Rockland County and up in Rochester to deal with what he was saying, priority service, special treatment for veterans on this. And we do have a liaison between the Labor Department and Xerox, Eastman-Kodak and all the other companies, to give this

kind of priority of service to veterans, preferential treatment as far as jobs are concerned.

There isn't enough being done, but it is a start. Since the layoffs that Xerox is having, a lot of veterans are reluctant to go there to start a career. They look for other avenues. But Xerox and Eastman-Kodak are two of the companies that offer veterans a wider range of job opportunities.

Mr. CLENDENIN. Mr. Chairman, I would like to add that I would not like to have the impression be that either all major companies or that the job environment is conducive to veterans. I hold Xerox up as an example of a company that has received some awards recently because of their activities. I don't think it is enough on behalf of Xerox Corporation. And I also think that it would be improper to have the illusion that in Rochester in general or within the overall downsizing or right-sizing moves and initiatives that are happening, particularly in Rochester and around New York State, reflect a good atmosphere for veterans or any other people seeking employment.

Mr. EVANS. While Wall Street economists are saying it is a boom, I think we have to ask a boom for whom, particularly for veterans. Your State is similar in its economy, as mine is, with some good things happening in Illinois, for example, some bad things happening to the prime employers of veterans in particular.

Would you characterize the economy as being not very good for veterans Statewide?

Mr. CLENDENIN. No. I think the environment of the workplace is going to be good for veterans because of what I would call a transition. Today's veterans have what I would call the habits of the heart. They have the discipline. They show up on time. They are drug free. They have all the skills that the workplace needs.

I think what is going to happen is, as the downsizing occurs and we get the 10,000 veterans per month out, those African-Americans are better equipped to meet Xerox's needs in the marketplace. So as we downsize and rehire, there is going to be a transition period. Ultimately the veterans will have an advantage because of their discipline and skills. The problem is, how do they do that transition? That is where the in-service people need the transition skills to make easier the transition that will occur.

Mr. EVANS. Mr. Sutton, you indicated that Governor Cuomo has designated veterans, particularly Vietnam theater and other combat theater veterans, minority veterans, disabled veterans, and recently separated veterans as a special priority group. Do you have any experience to give us the results of that special designation?

Mr. SUTTON. For one thing, Governor Cuomo has created a program called the 55(b)/55(c) for disabled veterans, combat, recently separated. Anyone that has a disability, give them basically carte blanche as far as getting into civil service, for civil service status, for jobs in the State service.

It has been fruitful so far, and we are looking for more from Governor Cuomo, which he has indicated that more jobs will be created for veterans, especially the recently separated veterans that are getting out now.

Under the new program that the VA has, SMOCTA, Serviceman Occupation Conversionary Training, New York State is using this

also to put veterans into jobs as far as State troopers, the ones who are in infantry, military, stuff like that, they are using them for State troopers, highway personnel.

Also, we are trying to start something with the DOD with regard to giving veterans who are coming out of the military certificate for their service. We have one veteran that got out from 14 years in the military as an operating room technician. He came out in civilian life and they tell him he has to go back to school to get a certificate.

So we are trying to implement something that as far as when they get out of the service, they will have the certificate they can go right into the work force without having to go back to school for training that they already have.

Mr. EVANS. That certificate might be enforceable in the State of New York if it said operating room technician? It has to have these qualifications?

Mr. SUTTON. Yes. It is the same as the journeyman, electrician, anyone that was skilled like that should have some kind of certificate stating that they are qualified and they don't have to go back to school to get—to apply this in civilian life. We are trying to bring that forth.

Mr. EVANS. Thank you.
Congresswoman Waters?

Ms. WATERS. Mr. Chairman, I am struck by the lack of involvement of veterans in the utilization of the JTPA program. The Job Training Partnership Act literally funds service delivery areas, cities, counties, et cetera, to contract with job training organizations, both nonprofit, as I understand it, and profit, for-profit.

And it seems to me that this potential is under-utilized in most jurisdictions, and that while I do not think that JTPA should have replaced SIDA, and that SIDA was much more effective, I do think we ought to take advantage of JTPA, and to do that we have to have veterans' organizations responding to requests for a proposal with the cities and counties of whatever the jurisdictions are who are contracting for the services.

Let me just ask, how many veterans' service organizations and/or other organizations who interact with work on behalf of veterans are utilizing the JTPA training monies in the New York area?

Mr. SUTTON. Well, American Legion, for one, veterans' organization, VVA, and DAV. They are using this. The State—the service organizations have their own employment entity, part of it, and they do interact with us as far as getting out there, posting jobs for veterans, even finding other veterans who have businesses and trying to get other veterans involved into it.

So the veterans' organizations in New York State are working with the Labor Department, with the DVOP, with every veteran services they have, to get other veterans involved in work. And they do go around looking for other jobs—for jobs through veterans, through other veterans who have businesses, and just overall. Their main objective is to assist veterans in jobs.

Now, as far as them using JTPA, I have no figures on that. But as far as what I see from interacting with the organization, it is very fruitful. It is pretty good.

Mr. EVANS. I want to thank you both for your testimony today. I appreciate it very much.

[The prepared statement of Mr. Horton appears on p. 129.]

Mr. EVANS. The next witness is David Burge, Acting Assistant Secretary for Policy and Planning, Department of Veterans Affairs. We will ask him to come forward and introduce those accompanying him this morning, and then take his statement.

STATEMENT OF H. DAVID BURGE, ACTING ASSISTANT SECRETARY FOR POLICY AND PLANNING AND ACTING CHIEF MINORITY AFFAIRS OFFICER, DEPARTMENT OF VETERANS AFFAIRS, ACCOMPANIED BY ANTHONY T. HAWKINS, EXECUTIVE DIRECTOR, VA MINORITY AFFAIRS OFFICE; JOAN FUREY, DIRECTOR, WOMEN VETERANS PROGRAM OFFICE; LARRY S. LEHMANN, ASSOCIATE DIRECTOR, PSYCHIATRY, MENTAL HEALTH AND BEHAVIORAL SCIENCES SERVICES, VETERANS HEALTH ADMINISTRATION; AND DAVID BRIGHAM, DIRECTOR, EASTERN AREA, VETERANS BENEFITS ADMINISTRATION

Mr. BURGE. Good morning, Mr. Chairman and members of the subcommittee.

It is an honor to appear before you and the subcommittee to describe VA's efforts to meet the readjustment and related needs of African-American veterans. I would like to introduce, Ms. Joan Furey, Director of VA's Women Veterans Program Office; Mr. Anthony Hawkins, Executive Director of the VA Minority Affairs Office; Mr. David Brigham, Director of the Veterans Benefits Administration's Eastern Area; and Dr. Larry Lehmann, Associate Director for Psychiatry, Veterans Health Administration.

As you know, Mr. Chairman, Secretary Jesse Brown and Deputy Secretary Hershel Gober have taken a strong stand on meeting the needs of minority and female veterans. Their push for diversity in the work force and recognition of diversity in the work force and the people we serve are also shared by the President and reflected in the Vice President's effort to create a more customer-driven government.

Last year, Secretary Brown asked our office, the Office of Policy and Planning, to serve as the VA's Chief Minority Affairs Office and to get that program under way—to get it energized. In response to his direction, two brand new offices were established—the VA Women Veterans Program Office under Ms. Furey, and the Minority Affairs Office under Mr. Hawkins.

Next, we crafted a strategy to accomplish successful implementation of the CMAO functions. That strategy we developed and are implementing includes establishing ongoing communications with the various groups interested in minority and women veterans issues; developing cooperative relationships with a host of other Federal, State, and community organizations also engaged in providing services to these groups of veterans; determining what type of network we would put in place within VA to support the Chief Minority Affairs Officer function; and planning for a way to reach out on a continuing basis to minority and female veterans.

Because today's hearing is focused on African-American veterans, I would like to address the rest of my remarks specifically to this

group. African-American veterans number 2.3 million and account for 9 percent of the total veteran population. In terms of the Chief Minority Affairs Officer's activities, one of our first initiatives, on behalf of African-American veterans was to meet with the Congressional Black Caucus Veterans Brain Trust, the Black Veterans of All Wars, the National Association for Black Veterans, and the National Association for the Advancement of Colored People.

The purpose of these meetings was to enlist their help in identifying what they thought were the most pressing issues for African-American veterans. As a result of these and other meetings, Secretary Brown identified post-traumatic stress disorder, the need for more African-American employees in VA ranks, and homelessness to be included in his top priority agenda.

Homelessness, as was pointed out by some of the earlier witnesses, is a problem that affects many African-American veterans. Forty percent of homeless veterans are African-American or Hispanic.

VA has been aggressive in reaching out in this area. A National Summit on Homelessness Among Veterans was held last February. One of the witnesses wanted to know what is being done as a result of that summit. Working groups, under the VA's "Homelessness Czar," Mr. Renaud, are following through on summit recommendations. We have found that the homeless issues are cross cutting. We wish homelessness was an easy problem to solve, but it involves a host of Federal departments and agencies.

We have, with the help of Congress, directed more money into the veterans' homeless assistance program—\$70 million, this year, which is an increase of \$20 million over last year. There are numerous standdowns that we have held across the country. And again, like the earlier witness pointed out, we also do not like to see some of the same people showing up in following years.

There is a new grant program that Congress provided us to award \$5 million to public and nonprofit providers to assist homeless veterans. We are in the process of getting those awards finalized.

I said earlier that VA recognizes that the homeless problem is much bigger than VA. In this regard, Secretary Brown now serves as co-vice chairman of the Interagency Council on the Homeless, a White House group to coordinate Federal homeless efforts. This is a change for VA. In the past, we were closeted on a lot of domestic issues, but today there is a recognition that veterans are important and that we need to be at the table as the Administration comes up with plans and coordinates efforts between the Federal Government and other external providers.

I want to speak briefly about the next area of concern, PTSD. As was pointed out, this is an area that heavily impacts African-American veterans.

We recognize that the services provided to these veterans are extensive, but this alone is not enough, unless these services are responsive to their needs. We are in the process of working this week with the Congressional Black Caucus on finding strategies for being more responsive to such needs.

I would like to close, Mr. Chairman, with what we are doing in the employment area. VA is not happy with our employment num-

bers, especially at the upper levels. We have made great strides in the Vet Center program with 24 percent minority representation for African-Americans. But again, we need to do much more at the top.

Mr. Chairman, we appreciate this opportunity to appear before you this morning, and my colleagues and I would be more than happy to answer any questions that you or the other subcommittee members may have.

Thank you very much.

[The prepared statement of Mr. Burge appears on p. 88.]

Mr. EVANS. Thank you very much.

In fiscal year 1993, VA reported the average grade for African-American employees as 6.5. Can you describe the actions the VA has taken to increase the number of African-American employees in higher-grade positions and the results of those actions?

Mr. BURGE. Yes, sir. When we look at Vet Center employment, the numbers look good, 24 percent for African-Americans. When we move to the senior levels in VA overall, the numbers drop off precipitously. Currently, as of August 31, 1994, there is 6.5 percent representation for African-Americans at the SES and equivalent levels. At the GS-15 level, the numbers are even lower, only 3 percent.

Secretary Brown has met with all our top managers on this matter. Currently we have over 100 positions that are open at the assistant chief and assistant service director levels and above. Our Assistant Secretary for Human Resources and Administration is charged with working with the administrations and offices to make sure we reach out, take a look at diversity, ensure that we find qualified people to fill these jobs, and change these numbers.

Mr. EVANS. VA has reported minorities and women are under represented in 21 of the VA major occupations. Again, can you describe the actions the VA has taken to increase the number of women and minorities, particularly African-Americans who are employed in these 21 occupations?

Mr. BURGE. With regard to the specific areas, sir, I would have to get the numbers for you. I can speak, however, to our approach. We cannot fix the numbers internally unless our work force understands diversity. The Secretary has mandated diversity training for all employees. This has been accomplished. We will be pressing our managers, under the leadership of Mr. Brickhouse, Assistant Secretary for Human Resources and Administration, to change the numbers.

Mr. EVANS. We will be watching closely on that and on all these issues on employment.

Another issue, of the 293 VA employees who participated in the upward mobility training program during fiscal year 1993, 56 were African-Americans. Can you again describe your efforts to increase the number of African-Americans in this particular program?

Mr. BURGE. Yes, sir. The problem with the programs designed to get people to our senior ranks is that at the same time we are also trying to thin out our senior ranks. Our objective is to get these people placed. To be quite frank, it is going to take a special push on the part of the Secretary because the opportunities at the upper levels are disappearing as we streamline positions.

Mr. EVANS. Earlier this year, in St. Louis there was a conference on post-traumatic stress disorder affecting African-American veterans. And next winter I understand people in the Pacific Northwest will be holding a similar conference.

Has the VA participated in these conferences? Have you found them to be useful? Will you participate in the future?

Mr. HAWKINS. I will take that question. One of the first events that I participated in, once I took over the job as Executive Director, was at the Seattle conference. We found it to be very, very effective. As a matter of fact, our Seattle hospital had several members of their staff attend the conference. Our regional office director assisted with some of the financial support for the conference.

I also attended the conference in St. Louis, and as a result of the St. Louis conference, we have an initiative that we are currently working on to work with Howard University and then some other historically black universities to develop diversity training for our mental health professionals who will be treating our minority veterans.

Mr. EVANS. Would this regional approach be useful in other areas of the country, in terms of having similar conferences, in your opinion?

Mr. HAWKINS. I think it would be very useful, if for no other reason that it makes it easier for people to attend these conferences so they don't have to travel long distances to get to them.

Mr. EVANS. Having been in Seattle recently and having talked to Arthur Wright, in many ways what African-American veterans need in rural areas is what the people need in my district need, and that is perhaps either small PTSD contracting centers or programs contracting out. Have you examined those issues?

Mr. HAWKINS. We have not not in our office looked at those issues but there is an advisory council on readjustment. We have participated in the last meeting that they had, and our office will be working closely with that group to assess what needs there are for these veterans.

Mr. EVANS. While 24 percent of the Vet Center employees are African-American employees, that corresponds to the number of veterans of African-American descent who are coming into our Vet Centers. That gets back to the concept of peer-to-peer counseling. Given the fact that 20 percent of veterans are Armed Forces personnel, 20 percent are African-American veterans, and in a war-time situation, of course, many more people are affected by combat PTSD, it is not an extraordinarily high number given the fact of the clientele that you are serving. So I do salute you for making those efforts.

I have additional questions, but I yield to Congresswoman Waters for any questions she has.

Ms. WATERS. Thank you very much, Mr. Chairman.

Mr. Burge, have you developed a database of African-American organizations, veterans' organizations and individuals who are trying desperately to be a part of the VA in some way?

Mr. BURGE. We have found that one of our problems identified in our dealings with national organizations is that as we move to the community levels, a lot of the people who are really engaged in doing that work do not have an opportunity to network with us.

The point Mr. Hawkins was trying to make is that as we reach out, we realize a lot of the players that we are going to have to interact with are out in those areas.

Ms. WATERS. I guess what I am asking is, have you developed a database?

Mr. HAWKINS. There is not a formal computer database that we have put on line.

Ms. WATERS. Why not?

Mr. HAWKINS. We just haven't done it yet.

Ms. WATERS. I beg your pardon?

Mr. HAWKINS. We just have not done it yet.

Ms. WATERS. Are you going to do it?

Mr. HAWKINS. I hope to be able to do that.

Ms. WATERS. When you tell me that—and I—this is an area that bothers me a lot because serving on this committee, you know, and having served on it for 2 years and I think at that time I was the only African-American, we have a couple more, we have our districts to manage and run, but veterans from all over the country call us, and we don't have enough staff to accommodate them. And they oftentimes, African-Americans, can't get services in the places they live because their Members of Congress come from different parties and they don't give them service.

So we get hit pretty hard. And I need some help. And I want you to know who these people are, not just the ones calling for service about people who want to organize something who are asking about putting together service organizations and centers. And some who are just active out there doing it on their own, and you don't even know who they are.

So when are you going to develop this database?

Mr. BURGE. We will make that a priority and develop that database. But one thing I wanted to add is, as part of our initial outreach when we put together our CMAO report that we submitted to the Congress, we went outside of Washington and talked to groups from coast to coast in terms of what their perceptions were of the needs out there.

Ms. WATERS. Let me just say this. I don't want to sound impatient, but I am getting old and I don't have a lot of time. You don't need any more information. What you need to do is just do something.

When you meet with the Congressional Black Caucus Brain Trust to get their input about concerns, I mean, really, you know what they are. They are the same that you hear every year. So you have got to do something now.

As a matter of fact, instead of meeting with the brain trust to talk about concerns, you should have brought over the information on those 100 positions, and you should bring those managers over that you want to do some diversity training with them, and you should let them know and tell the Congressional Black Caucus, bring me 300 names so we can fill these informations.

I mean, I have got to do something concrete now. I am also at the point of not wanting to do many more hearings, because we know what the deal is. Now you have got to do something.

So, you know, you can't network without a database. You can't fill positions if you are not actively bringing in the names of potential employees and getting it done.

PTSD, we know what that is. Let me tell what you I think is happening. We have a lot of African-American veterans out there who need help and who need service. But when you go into many of these inner cities, you won't find any service organizations. There are just too many gaps in this network because it is not a planned network.

I bet you have not taken a map and pinpointed where you have gaps, have you? Have you done that?

Mr. HAWKINS. No, ma'am.

Ms. WATERS. Why don't you and I do that? Why don't you come and bring a map and bring me all the names that you know, and let's start to do something. Otherwise this problem is not going to get taken care of.

You are not going to get to the veterans who need services if they don't know where to go. If they are in some pocket in an inner city and they have got to go 20 miles to get service, it is not going to get done.

So you need to come up with—and maybe we need to mandate this in some legislation, Mr. Chairman—that we do a review and we find out where everything is located that you know about, and then we take a look at how we fill the gaps.

Now that I have given you the idea, can you work it up and bring it back to me?

Mr. HAWKINS. We can do that, Congresswoman Waters. But not to leave the impression that we don't have a database of minority organizations. The Congressional Black Caucus's brain trust has a database I have access to. I have a Rolodex on my desk. It may not be computerized, but it is loaded with organizations from around the country that I have been in touch with or have been in touch with me as we assist veterans around the country.

Ms. WATERS. Well, something is wrong. Something is wrong because I find that veterans don't know how to access the services after all of these years. Veterans don't know where their JTPA programs are.

Do you know how many veterans' organizations have contracts with cities or counties to do employment services?

Mr. HAWKINS. No, I do not.

Ms. WATERS. Where are you going to find out that? Wouldn't that be helpful to you and your employment stuff you want to do?

This is a resource. We send the money from the Federal Government to the State down into the cities and the counties and the service delivery areas. Everybody can compete for it.

I think we may even have some special titles in JTPA for veterans. And we need to have a training program where we get the veterans' service organizations in and we say, Here is where the pot of money is, and this is how you respond to a request for proposal and get some technical assistance, and let them go after the money, let them get some job developers, and let them do some training and get some veterans services, in addition to that which we have in-house.

When are we just going to do some of this? I am not beating you up, but I am telling you, we can't keep talking about this. You know what I am saying? And I think you are all nice persons. I am sure you are. And you want to do say good job. But there are some very concrete things that can be done.

You know, if your Rolodex on your desk is not computerized, it is no good. You have got to put it on computer. You have got to have—I don't know how well the Congressional Black Caucus's brain trust network is. But you shouldn't rely on that. You have the authority. You have the money. You have the official capacity and the responsibility to do this kind of stuff.

You know, with the Congressional Black Caucus, we have these brain trusts, but oftentimes we don't do anything with those brain trusts until Congressional Black Caucus weekend. We don't get a chance to travel out into the country and get with those organizations.

I don't know that I have ever been to a national African-American veterans conference on anything. Has there been one? Where was it, that I missed?

Mr. HAWKINS. St. Louis.

Ms. WATERS. St. Louis was the national conference?

Mr. HAWKINS. Yes, ma'am.

Ms. WATERS. And you were at that national conference and they told you what their concerns were?

Mr. HAWKINS. Yes, ma'am.

Ms. WATERS. Were they any different than what you hear today?

Mr. HAWKINS. Some were.

Ms. WATERS. Tell me one concrete thing that you have done—"you" meaning collective, not you, but collective you—have done as a result of what you have heard over the last year. Tell me something that I can depend on. I know about standdowns. Standdowns didn't start with you. Standdowns have been going on. They are good and I like them.

Homelessness, we can describe the problem. That is good, that you know it is 40 percent. What specifically have you done, aside from what we have done in law, to help us get rid of this problem? Tell me just one concrete thing so I can go away from here today feeling I didn't just come to another hearing.

Mr. HAWKINS. This week, starting on Monday, we had a group of VA employees and some representatives from other universities meeting at Howard University with one of their professors to develop a proposal to address training requirements and needs in the area of diversity for our veterans suffering with PTSD.

Ms. FUREY. Congresswoman Waters, I would like to respond to that just a little also with an example of some of the things that we are working on. I think you have made some excellent points about our reaching into the inner city. One of the things that we have done is that we have two initiatives we have incorporated into the women's program that I think we have just begun to explore and can be expanded upon.

And that is, in our national training program and it has been picked up in our local and regional programs as well, we are presenting cultural diversity panels which include, and I really want to underscore this, information, suggestions and recommendations

from representatives from the various minority communities, on how to get into the minority community. I think your point about us holding workshops at a local facility not necessarily reach into the inner cities is well taken. So that we are working on trying to do outreach into the local black community, churches, et cetera.

Ms. WATERS. That is good. How many African-American women veterans are there in the country?

You probably don't know.

Ms. FUREY. I know the percentages.

Ms. WATERS. There is not a criticism. You just probably don't know. Let me tell you why you don't know. Because nobody has cared enough to say, we have got to get a handle on what is happening with African-American women veterans.

Secondly, let me tell you how easy this stuff is. I am sure that based on the records that are available to you, you could put together the database of all of the African-American women veterans in the Nation, really there are not that many, and guess what? You could break it down by State, you could break it down by city, you could even break it down further than that. You could almost break it down to the precinct level.

And you could have——

Ms. FUREY. We do have that data. I am not going to sit here and tell you that I can state the numbers exactly. I do know we have access to that data.

Mr. BURGE. We have the numbers.

Ms. WATERS. What do you do with it? What do you do with it?

Ms. FUREY. This is one of the things I am trying to explain, okay? We recognize that this is a problem, and we are beginning to address it. I think the other thing that we are doing through our collaboration, one of the things the VA has not done well in the past is collaborate greatly with other Federal agencies. We do have an initiative now where we are working with HHS. As a result, we have developed a Federal agency working group that is discussing outreach activities.

For example, we were at a meeting last week. One of the things we identified was that as Federal agencies, we do not all necessarily know all the benefits that each other may have, and HUD and some of the other agencies that work in the housing projects and areas like that have special programs to outreach. We are preparing materials to give to them.

Ms. WATERS. Let me just say this, let me back you up, because if it is one thing I do well, it is organize. I really do understand how to organize better than legislate. It is much more frustrating to do that. But the reason I started out about the database is this, the first thing you do is understand who your population is, your constituency that you are serving, and you have got to know who they are and how to put your hands on them. If you did this with African-American women veterans and you went in to a city, you could send a mailing to all of them and say on this particular date we are meeting in this city to do these things, and even if you could not break those meetings down to smaller meetings, if everybody knew you were coming, they would have a chance to try and get there. African-American women veterans haven't received invitations to anything.

Ms. FUREY. I don't want to be argumentative, Congresswoman Waters, but we have done that across the country. I am not going to say that we have done it specifically for African-American women veterans. We have held local and regional health forums. I personally have attended eight of them where the mailings have gone out to all of the women veterans in the community, including African-American.

Ms. WATERS. I want to tell you that African-American women veterans in my city, in my area just haven't received anything, and listen, they call me. What I am telling you is this, as much as Members of Congress and I would like to be able to serve all of these needs, we can't, but that is what we have you there for, that is what you all are paid to do, to organize this constituency. So I am saying to you, even if you don't use it, if I come to you and say I will host a meeting of some kind for African-American women in Los Angeles or Chicago or in New York City, you should be able to help me do that because I want to tell you, until you do it that way, you are hitting and missing, and you are not getting to your constituency to find out how you can best serve them, and really this will make your job a lot easier, I am telling you, and so I engage you in this kind of conversation not to beat you up, but because I want to get it done.

Mr. BURGE. One thing I wanted to state, Congresswoman Waters, is that one of the reasons that these functions were placed in the Office of Policy and Planning was a request from key Members of Congress that the alignment be there because of the National Center for Veterans Analysis and Statistics, and we do know what the numbers are. I have them in front of me here. In 1990, 1.1 million veterans were women, and of that number 132,000 were black female veterans. We have that data. We have a lot more data in terms of breakouts by age for employment, for—

Ms. WATERS. One hundred thirty-two thousand African-Americans. Because while we talk about all veterans, today we are kind of centering on African-American veterans, and while we are talking about it, we now are talking about African-American women veterans. And if you only have 132,000, it is quite manageable to be able to do more than we are doing with them. That is all that I am saying.

So what I am saying to you is, if we know who they are and we know where they are, we need to find ways by which to convene them and have programs that we can plug them into. They really don't use the services, and many of them want to use the services.

When I go out, the stuff is hitting me, you know, somebody is telling me that, Ms. Waters, as a woman veteran, if I marry, I lose some kind of benefits. You probably know this better than I do. But if a man marries, he does not lose the same benefit. Are you familiar with what I am talking about?

Ms. FUREY. No, I actually would like to know the example because I am not familiar with that.

Ms. WATERS. They hit me with all this, but they need to be telling you, and you need to be organizing this information, and converting it to possible legislation if we need to or, if it does not need legislation, plugging it into the system so that it can be handled and, you know, hopefully our Women's Bureau will help to do some

of this stuff, but all I am telling you is this, I am not impressed about meetings with the NAACP or even with the Congressional Black Caucus Weekend because that is good stuff, but it is kind of—you know, that is the show-and-tell stuff, that is the, you know, we had a nice weekend and we met with civil rights organizations, but NAACP nor the Congressional Black Caucus has any money to provide any services for African-American veterans.

Veterans Affairs got that, and you have the responsibility to see that they get it. So when you get through with these meetings and the nicey-niceys, bring us some hard-core stuff that you have done to deal with these problems so that we won't have to keep pulling our little hair out trying to figure out how to service these constituents, okay?

Mr. BURGE. Yes.

Ms. WATERS. I will work with you. Thank you.

Mr. EVANS. Congresswoman Waters has raised a broad agenda. I think we do have to follow through on this subcommittee and the full committee. Mr. Hawkins, you indicated you could get together with us in the near future about the 100 positions that are open. Could that be done perhaps before we adjourn?

I don't know the adjournment date as of yet, but if we could have an informal get-together, I suppose, in the next month or so, it would be very helpful to us. I can tell you there are resumes right here in this room that could be a real help to you. There are people here today that could apply for those positions as well as beyond the Brain Trust that is assembled here this weekend. If we could set up an informal meeting to learn where you are going with this, I think it would be very useful.

Mr. HAWKINS. We have gone out to the minority community for input for appointments to special advisory committees that advise the Secretary and also for some of the political offices that are vacant, but the other civil service jobs that have to be filled competitively must come through the regular competitive system.

Ms. WATERS. Of the 100 positions, what are you talking about? How do they divide in terms of—are these civil service positions?

Mr. BURGE. Yes, they are career positions within VA.

Ms. WATERS. So these vacancies cannot be filled? I mean, what is the problem?

Mr. BURGE. Our point is that because these positions are clustered in the grades that we want to improve the representation, there is a push to take advantage of those vacancies, and, in fact, search out well-qualified minority applicants.

Ms. WATERS. So how many—when did you start recruiting resumes and applications or did you do that or do you just refer people somewhere?

Mr. BURGE. No. These are in process right now.

Ms. WATERS. What is in process?

Mr. BURGE. These are vacancies that we are in the process of trying to fill.

Ms. WATERS. How are you doing it? Are you collecting resumes?

Mr. BURGE. They are being done by the individual organizations that have the vacancies. As I indicated, the Secretary has put out a mandate to each organization as part of filling those vacancies to push to change our diversity numbers.

Ms. WATERS. Okay. So the Secretary put out a mandate, and name me two of the organizations.

Mr. BURGE. VHA and VBA. Our health administration and our benefits administration.

Ms. WATERS. So the Secretary said you really must do this, and they take the mandate in the form of a memorandum or communication from him and then what happens?

Mr. BURGE. Mr. Brigham, do you want to speak to that?

Mr. BRIGHAM. The individual organizations, Congresswoman, are actively looking at the positions, management positions and senior positions, that it has right now, looking at diversity in every case with the possibility of whether we have an appropriate assignment for a woman or a minority member for those positions. A number of those, however, so that this is not misunderstood, involve looking inside the organization for candidates as opposed to recruitment from external sources.

Right now, I am speaking only for the veterans benefits side of the House. But right now we are in the process of filling six or seven Assistant Director positions. I believe that either all seven or six of the seven have candidates being nominated, either nominated right now or being nominated, and each will be filled with a minority member or a woman who may or may not be a minority member. Each of those candidates is an inside selection, someone being moved up from a lower level within Veterans Benefits Administration. So, I think it would be somewhat misleading to say that all these positions are external recruitment.

Ms. WATERS. Mr. Chairman, as we meet with them, if you are going to meet with them about these 100 positions, I would like for us to get a handle on where we are as of the time we meet and then I would like a follow-up to see what actually happens because we never—we just kind of have people say they are reaching out, they are doing this work, and we never really know what happens until we have another hearing and hear that we haven't changed the proportions or the statistics, so I would like us to be able to track that.

Mr. EVANS. I think that is a good suggestion. I think there may be other members of the committee who aren't here today that might be interested in this issue as well, so we will try to include them. I would like to have a meeting in the very near future before we adjourn and return to our various districts. I think otherwise we will be looking at legislation next year to require certain things, so we hope we can do this through the process of working directly with you in the oversight capacity that we have, so we would appreciate working directly with you to set that up.

We are very pleased that Secretary Brown has recently directed VA's administration, the VHA, the VBA, and the National Cemetery System, to establish minority Veterans Affairs positions, but I have a number of questions relating to those positions. Are they to be full-time or collateral duties on the part of these—

Mr. BURGE. We left it up to each of the offices, but I think the intent is except for areas where we have high concentrations of minority and female veterans, they will be collateral duty positions.

Mr. EVANS. Can you provide a written response as to the nature of these positions? I think that would be useful.

Mr. BURGE. Yes.

(See p. 105.)

Mr. EVANS. To whom would these specialists report to and what kind of authority do they have?

Mr. BURGE. To give you some background, we initially wrestled with the concept of whether or not we should have one large central office or a two-tiered organization that also went down into our line organizations. The decision was that decentralization made much more sense because we didn't want to wash the line organizations of responsibility for results.

The minority affairs representatives at the administration and NCS levels, will be part of our network. There will be a steering committee under the Chief Minority Affairs Officer which will include the representatives of these organizations. Within each of these organizations, there will be a network of coordinators at the regional and field levels, who would in effect be their organization representative's eyes and ears. They would do the work that Congresswoman Waters talked about—that is actually networking at the local levels. The idea is to deploy these people throughout the organization.

Mr. EVANS. This Subcommittee is too familiar with the experience of Women Veterans Coordinators who don't have much authority, who have in the past just been given Coordinator responsibilities as a collateral duty without sufficient training, and who are not sure where they fit in in terms of the overall structure of the VA. We are trying to avoid that here. How will minority Veterans Affairs specialists be selected? What training will they receive, and how quickly will these appointments be made?

Mr. HAWKINS. Part of the structure that has just recently been approved for our office includes a steering committee here at central office that will be developing the specifications and requirements for those positions. Initially, we hope to also establish a national training conference for these individuals in addition to a biennial conference for veterans to look at veterans issues. We will be convening our steering committee within the next 2 months at the beginning of the next fiscal year. The structure was just recently approved by the Secretary.

Mr. EVANS. These issues of the structure of this program will be something we will also be raising with you on an ongoing basis as you start to implement it. Finally, I have a question unrelated to anything we have talked about so far. Given this Congress' apparent failure to enact comprehensive health care reform this year, particularly with an infusion of capital and money that would have been included in the infrastructure investment that was part of the President's program and the hope that a lot of communities that have not been served with outpatient clinics in inner cities and elsewhere would be, what impact does the failure of this Congress to enact health care reform have on providing quality medical care to the veterans, and particularly African-American veterans?

Mr. BURGE. VA has found that regardless of which way the administration and Congress decide to take health care, there are reforms that we have to make within our system anyway to stay in the mainstream. Those reforms relate to continuing to move from inpatient to outpatient care, continuing to push for more primary

care, and perhaps most important continuing to network at the local level because various States are already moving out on their own to meet the economic problems they face related to health care. VA will be engaged with several pilots with those States. In sum, many of the reforms that would have occurred within the VA with the comprehensive health care bill we have to do anyway, and we are doing so.

Mr. EVANS. How are you going to do it without the money, particularly since you want to go to a primary care outpatient mode of treatment? I understand you can't really create a number of outpatient clinics that feed the medical centers without the \$4 billion or almost \$5 billion that this committee authorized.

Dr. LEHMANN. There are a number of things that we are doing right now with regard to developing the primary care concept, coordinating inpatient and outpatient care. There have been a lot of things we have been doing already in terms of talking about alternative delivery methods, the mobile vans being one example, and so one of the things that we are doing as an organization down to the local level is looking at ways in which we can access and increase our penetration into other areas of the community within the resources that we have, which may involve—

Mr. EVANS. Excuse me, but it seems to me you are not doing the job right now, and I am not blaming you. I know you are trying to provide the services, but is there a long-range plan with the absence of national health care reform or is that being put together right now? You say you are looking at mobile vans.

I had the benefit of having one of those mobile vans last year in my district during the flood because we couldn't get people to the medical centers, but they cost several million dollars apiece and it is very hard to get one to come into your community.

I think the VA has to be very up front with this committee if the VA is going to survive as a medical care provider for veterans. They can't do it without a major infusion of capital coming into the system. You say you can do it without the money. You are not doing it now. Not to blame you, but that was the whole premise of the Administration's proposal as far as veterans, that they needed the assistance to help bring them up to where the funding should have been absent the cuts in the 1980s under the two previous administrations. We need that message to go forward or else we are dropping the ball, I think, for future reform.

Dr. LEHMANN. There is no question about that, and I agree with you.

Mr. EVANS. Have you had any plans for inner-city outpatient clinics that you can do with the present level of funding or have you planned to use mobile vans in some of these communities going to and from different communities? Do you have any kind of plans which you will do or won't do without the health care funding?

Dr. LEHMANN. These are some of the things that what we are calling our health care reform office is looking at, and that office is now working to develop its staffing and is going to base itself on the VA health care reform plans. I don't have specific information about the inner-city locations or some of the other rural location plans, but those are things that we can contact the health care re-

form office for and that they will be able to reply, I think, more substantively to as the planning goes forward.

Mr. EVANS. There is evidence that race is a factor in health care that African-American veterans receive. What actions will the VA take now to address this issue and when will the five VA studies on causes of racial variation in medical care be completed?

Dr. LEHMANN. My understanding is that those studies with regard to coronary artery disease will be completed within a 5-year time frame.

Mr. EVANS. Five years from when?

Ms. WATERS. Five years?

Dr. LEHMANN. Five years from fiscal year 1995.

Mr. EVANS. Are there any preliminary data that has been able to be analyzed at this point?

Dr. LEHMANN. Yes. There have been some ongoing studies. There is a more thorough description of it in the testimony submission.

Mr. HAWKINS. Page 11.

Dr. LEHMANN. Thank you. We have been doing some ongoing work with this beginning with reports in August 1993 that began to surface the issue with regard to the disparity in the use of catheterization and angioplasty. In April 1994, West Roxbury VA did a further investigation of this. Last month, researchers at St. Louis VA Medical Center completed a 15-year study on hypertension with regard to disparities or differences between African-American and white veterans. So we have got some ongoing studies already. The studies that I am talking about beginning in fiscal year 1995 with the 5-year time frame will follow along from these.

Mr. EVANS. Given our tradition of giving veterans the benefit of the doubt, what specific steps are we going to take in lieu of those studies being completed to address specific issues that we have some reasonable evidence to suggest African-American veterans are not receiving the same health care that other veterans are receiving? What can we do now in that interim while we study the problem?

Dr. LEHMANN. I will need to check with our internal medical service and cardiology services to see what kinds of activities are planned.

Mr. EVANS. I think we may need another meeting on this specific issue because it just seems to me 5 years means probably thousands of African-American veterans will die during that time period where others won't. I think these are things we need not only to study, but to move on as quickly as we can.

Dr. LEHMANN. I can tell you more substantively with regard to the mental health issues. As Mr. Hawkins mentioned in terms of the training programs and the plans that we have for some ongoing activities in that area, which, in fact, based on the data that we have gathered, we are doing something now, but this I will get you some other information on.

Mr. EVANS. We would like to meet with you probably informally as well before we adjourn on this specific issue.

Congresswoman Waters, anything else?

Ms. WATERS. No, except to say to Mrs. Furey, because of increased effort that is being put into trying to deal with women veterans who have been so underserved, today and this week you have

women veterans in town. It would be wonderful if even following this meeting you could meet with women veterans in this room for a few minutes and at least get their names and addresses and telephone numbers so that you can begin to interact with them. You can have women available for advisory panels, you could have women available. I look forward to the day, and I don't know if I will ever see it in the years that I will serve here, that in addition to the mainline veterans' organizations who come here, Disabled Veterans, Veterans of Foreign Wars, American Legion, on and on and on, I look forward to the day when I will see these halls filled with African-American and other veterans who are not really involved in those mainline service organizations. And wouldn't it be wonderful if there was a day on the Hill for women veterans? Wouldn't it be wonderful if African-American women veterans are brought into that network?

I think you can do that, and so I think it would be a great show of organizational brilliance if you would take advantage of what you have here this weekend and put them into the system so that you can begin some communication with them.

Mr. EVANS. I would like to recognize minority counsel for questions.

Ms. DONOHUE. Mr. Burge, on page 6 of your statement you cite figures for the homeless veteran population. What is the source of these figures?

Mr. BURGE. The number really is hard to fix. Those numbers came out of our Office of Homelessness, and I would have to check with them to find the specific source for that number. It is a number they are using within our homelessness area. Mr. Brigham, do you want to speak to that?

Mr. BRIGHAM. I can help a little bit. I think part of that certainly does come from our own data, both formal and informal, but it is corroborated by National Coalition of the Homeless and National Coalition on Homeless Veterans, so that data is pretty well recognized as both the VA as well as the private sector understanding of the numbers of the problem.

Ms. WATERS (presiding). I would like to ask Mr. Burge to provide that information for the record.

Mr. BURGE. We will.

(See p. 102.)

Ms. WATERS. Thank you very much. I look forward to working with you. Do you have other questions?

Ms. DONOHUE. Please.

Ms. WATERS. Oh, go right ahead.

Ms. DONOHUE. Your fact sheet accompanying your statement indicates the Department of Veterans Affairs has redirected spending of several billion dollars to assist hundreds of thousands of homeless and at-risk veterans. Can you be more specific by detailing the amounts directed toward this effort over the past 5 years and how much of these totals were spent on the specific programs set forth in your fact sheet?

Mr. BURGE. The statement reflects that this area is becoming part of our regular operations. I think that was an estimated figure, but we will look into that and give you the backup on how that was derived.

Ms. DONOHUE. Thank you. Do you expect current level of expenditures for these programs to continue and if so, how long? I am referring to your statement that you are going to hold a conference and will assess unmet needs.

Mr. BURGE. Right.

Ms. DONOHUE. How will you finance these unmet needs under the current level of budgeting?

Mr. BURGE. We have had discussions with VHA, our budget office, and the Deputy Secretary. We plan to try to work primarily with VHA to help sponsor that conference in fiscal year 1995. It would be funded within current resources.

Ms. DONOHUE. Can you tell us how many veterans are being assisted by these programs outlined in your fact sheet each year, how many in terms of percentages and numbers are being returned to the mainstream?

Mr. BRIGHAM. I am not sure I can adequately speak to the entire spectrum. Through the benefits system there are approximately 16,000 veterans per year who have been afforded claims assistance, benefits assistance, services which might also include education, training support, vocational rehabilitation, fiduciary support, things of the like.

On the health care side, I am not an adequate spokesman for the domiciliary care or the homeless chronically mentally ill programs and so forth, but I think the representatives of the health care program would highlight the achievements particularly of domiciliary care for homeless veterans. I don't have the exact number of rehabilitated or those transferred or transitioned on to civilian life, but they had indicated statistically that about 50 percent of those veterans being worked through the domiciliary care program who came from a homeless setting are now being effectively transitioned into civilian life and into the employment market and their own homes and so forth. The numbers on homeless chronically mentally ill successes I can't cite, but we can certainly provide for the record.

Dr. LEHMANN. We cannot only provide those, we can provide them with racial breakdown, how many whites, how many blacks.

Ms. DONOHUE. Would you, please.

Dr. LEHMANN. Absolutely.

(Subsequently, the Department of Veterans Affairs provided the following information:)

For fiscal year 1991, African American veterans made up 34.4 percent of the individuals discharged from VA Homeless Domiciliary programs. The number of African American veterans enrolled in Homeless Domiciliary programs has steadily increased from fiscal year 1989 when they made up 28.5 percent of admissions to fiscal year 1991 when they constituted 36.5 percent of admissions. These data come from the Fourth Progress Report on the Domiciliary Care for Homeless Veterans Program, April 1993, the latest of this series of reports.

Ms. DONOHUE. Thank you, Mr. Chairman.

Mr. EVANS (presiding). We want to thank this panel very much and look forward to working with you on some follow-up meetings in the future.

Members of our final panel today are Preston Taylor and Leonard Klein. Preston is the Assistant Secretary, Veterans' Employment and Training Service, U.S. Department of Labor. Leonard is Associate Director for Career Entry, Office of Personnel Manage-

ment. We want to thank you for coming. Preston, we will start with you once you are seated.

STATEMENTS OF PRESTON M. TAYLOR, JR., ASSISTANT SECRETARY FOR VETERANS' EMPLOYMENT AND TRAINING SERVICE, U.S. DEPARTMENT OF LABOR AND LEONARD R. KLEIN, ASSOCIATE DIRECTOR FOR CAREER ENTRY, OFFICE OF PERSONNEL MANAGEMENT

STATEMENT OF PRESTON TAYLOR, JR.

Mr. TAYLOR. Good morning, Mr. Chairman and members of the subcommittee. I am pleased to appear before you today and have this opportunity to discuss issues regarding the employment and training of African-American veterans. I would request that my full statement be made part of the record of these important proceedings.

Mr. EVANS. Without objection, it will be included.

Mr. TAYLOR. Since the emergence of the early American military structure, African-Americans have volunteered to be in uniform, bear arms, and place themselves in harm's way to protect American interests. African-American veterans, like all veterans, have made the supreme sacrifice and faced peril in the line of duty without regard to ethnic heritage.

This morning, I will describe programs in which the Veterans' Employment and Training Service, the agency I head, assists African-American veterans by serving all veterans. The Local Veterans' Employment Representatives, LVER program, and the Disabled Veterans' Outreach Program, DVOP, fund about 3,000 positions and provide veterans' employment assistance in over 1,700 locations throughout the Nation. Together these positions ensure that veterans receive labor exchange information and referrals to job options and other employment-related issues. Last year, 1.8 million veterans registered with these two programs and over half a million veterans were helped into jobs. We believe that because of their high unemployment rate, the number of African-American veterans served by these programs is significant.

The homeless veterans reintegration project targets employment and training services to veterans who lack both shelter and income, our homeless veterans. This year we expect to employ about 4,000 homeless veterans through this program. Perhaps because most grants funded through this program go to urban areas, we have found that approximately half of the veterans served, homeless veterans, are African-Americans.

The Transition Assistance Program, more commonly referred to as TAP, instructs separating military men and women on how to find civilian employment. Last year, TAP trained 145,000 servicemembers. Based on enrollments today, another 160,000 will have been trained by the end of this fiscal year. Servicemembers who participate in TAP workshops find employment approximately 3 weeks sooner than nonparticipating counterparts.

Based on this success, TAP is vital to the employment potential of every separating servicemember. While the current unemployment rate for recently separated veterans is 8.8 percent, among African-Americans in this category it is 13 percent. We believe that

the first step in ameliorating the high unemployment rates among these young veterans is to maximize their opportunities for participation in the TAP workshops.

I have implemented initiatives to do this and in fiscal 1995 we hope to see participation in this program increase by 14 percent. The overall unemployment rate among African-American veterans is 10.2 percent. This rate is almost two times higher than that found among all veterans, which is approximately 5.8 percent. This alarming statistic is evidence of our need to direct more of our primary resources, the DVOP and LVER staff, on the veterans most in need. Secretary Robert Reich and I are committed to assuring that African-American veterans as well as all veterans succeed in the civilian work force.

We are especially concerned with the high levels of unemployment among African-American veterans. We believe that expanding the TAP program and directing more DVOP and LVER resources to serve veterans will have significant barriers to—will increase employment opportunities for our African-American veterans.

Thank you for this opportunity to describe some of VETS' employment and training services and our concerns about employment and training of African-American veterans. I would be happy to answer any questions that you might have at this time.

[The prepared statement Mr. Taylor appears on p. 121.]

Mr. EVANS. Thank you. I will hold questions until Mr. Klein has presented his statement.

Mr. Klein.

STATEMENT OF LEONARD R. KLEIN

Mr. KLEIN. Thank you. Mr. Chairman, members of the subcommittee, I am very pleased to be here today to discuss with you the employment of African-American veterans in the Federal Government. We are pleased at the advances the government has made in increasing opportunities for African-American veterans.

As of September 1993 more than 85,000 African-American veterans were working for the Federal Government. African-American veterans are among those who have access to a range of programs administered by OPM, which are designed to enable the government to recruit and retain veterans in jobs suited to their skills. For example, statutory provisions granting veterans preference in competitive civil service appointments as well as in retention rights continue to receive strong support from this administration.

The Veterans' Readjustment Appointing Authority or VRA enables Vietnam and post-Vietnam veterans to be hired noncompetitively, without going through our civil service tests, and to be converted to permanent appointments after 2 years of successful service. In October 1992, under legislation proposed by OPM, eligibility for VRA appointments was restored to Vietnam era veterans whose eligibility had previously been curtailed. Specifically, in 1992 the law eliminated the requirement that Vietnam era veterans must have a compensable disability, a separation from active duty, for a disability incurred or aggravated in the line of duty, or a campaign or expeditionary medal in order to qualify for a VRA program.

Currently, all Vietnam era veterans, thanks to that law, and post Vietnam veterans qualify for VRA appointments as long as they

served on active duty for more than 180 days and have a discharge that is not dishonorable. The VRA program is one of the most successful programs the Office of Personnel Management administers and has benefited many African-American veterans.

In fiscal year 1993, nearly 3,000 African-American veterans were hired by the Federal agencies under the VRA appointment authority. This represents 29 percent of all VRA appointments that year. From 1992 to 1993, VRA appointments of African-Americans increased by 36 percent, more than double the rate of increase between fiscal year 1991 and 1992. We are confident that the VRA will continue to be a great benefit to African-American veterans.

Some African-American veterans have also benefited from a special authority under which veterans who are 30 percent or more disabled can be appointed noncompetitively. This authority enabled 417 disabled African-American veterans to be hired in 1993. By the way, that was 25 percent of our hires in that category. Under our Disabled Veteran Affirmative Action Program, OPM works closely with agencies to help them design and implement programs to recruit disabled veterans and assist them with career development.

OPM promotes these programs through extensive publicity and distribution of job information materials to African-Americans and other veterans. OPM also works with the Department of Veterans Affairs and the Department of Labor in helping recently discharged veterans find Federal employment through the TAP program that was just discussed. We all owe a tremendous debt to the men and women who have served their Nation.

OPM is committed to do all it can to enhance employment and career development opportunities for all veterans, including African-American veterans, not only to help these veterans but because it is in the government's interest to make the best possible use of their talents in Federal civilian employment. Again, thank you for your consideration in inviting us here to testify today, Mr. Chairman.

[The prepared statement Mr. Klein appears on p. 127.]

Mr. EVANS. Thank you very much. Mr. Taylor, you noted the disparity in employment percentages between African-American veterans and other veterans and according to your statement when data show a group is not being effectively served, it is appropriate to focus more attention and resources on that group. In addition to increasing TAP participation and a pilot case management program in four States, what additional attention and resources can VETS in DOL focus on unemployed African-Americans and what can both groups do to effectively serve African-American veterans?

Mr. TAYLOR. Well, let me just address the TAP program real quickly here. Approximately 300,000 young men and women are leaving the military each year. The military is downsizing. In the outyears, we are going to be seeing about 275,000 get out. TAP reached 145,000.

Now, this is a 3-day seminar to help young men and women learn how to write a resume, take an interview, a whole series of things to help them find jobs. I have traveled extensively since I have been in this job. I have been in this job approximately 10 months, and I have traveled almost 40 percent of my time trying

to learn about what the situations are in regard to employment for veterans across this Nation.

I have been to California twice, and I have attended a number of TAP workshops. I am very happy to report to you that in most cases on military installations where we hold TAP workshops, a good number of classes are comprised of blacks and females and Hispanics who are about to leave the service, especially in California and in Texas and in the Southeastern part of the United States. I think it is extremely important that commanders, and I have talked to high-ranking individuals in the DOD about commanders, not only support, but urge those that are about to get out to go to TAP classes. They are not mandatory; they are voluntary. It is extremely helpful.

You heard earlier that companies like Xerox and Kodak, of which I gave an award to 2 weeks ago for hiring veterans, are looking for these people who have these kind of talents. They are well-educated, they have a great work ethic, they are drug free. So TAP is a great way of helping those that are about to leave the military to find jobs.

Now, in regard to looking at those that have not had the TAP program and been out of the military for a while, we are in the process of reinventing ourselves in this agency, and we are going to be looking at ways in which we can focus more attention on minorities and females. Females, black females as opposed to white females, their unemployment rate as veterans is 14.1 as opposed to 7.1. We have recognized that. We are about to issue a grant to the Women's Research Institute to fence money aimed at helping female veterans.

In regard to our DVOP and LVER programs, if you look at where our regions are located, the New York-Philadelphia area down South and out in California and Texas, this is where we are going to be focusing some of our reinvention efforts, so that we can reach those people that have historically been ignored. These are some of the initiatives and plans that we have. We think TAP, though, is a way to go.

You heard Mr. Sutton who is one of our DVOPs, and DVOPs are paid through our grants to States such as Mr. Sutton's State of New York. There are a number of New York people here, I understand, who we work with very closely. We are in the process now of considering a grant application that they have submitted. We are going to give that application strong consideration. We are paying attention to this issue. We know we have a long way to go, but these areas have been ignored for quite some time and we are not going to be able to resolve these problems overnight.

Mr. EVANS. When does most TAP training occur? Is it at the separation centers?

Mr. TAYLOR. Not necessarily. The base commanders usually decide where on the base the TAP program will be held. I was out at Camp Pendleton about a month or so ago, and they have set aside an old barracks building for their TAP classes. They had two TAP classes going on at the same time. They are very large classes. There were like 200 people in both classes. I think the classes were too large. I did share my concern with the commander.

I think the commanders are beginning to realize it is important that these young people who are going to be getting out within 180 days be trained throughout their time in service, that TAP is just basic training on the rear end. We invest a lot of money in these people when they join the military. We need to invest a little money when they are about to leave the military.

Mr. EVANS. But most of it is occurring at separation centers; is that correct?

Mr. TAYLOR. When you say separation centers, I am not quite sure what you mean by that.

Mr. EVANS. Well, the point of discharge.

Mr. TAYLOR. Oh, yes, at the base that they are about to leave. If a person lives in Iowa—

Mr. EVANS. They are about ready to leave the service in about a week in most cases?

Mr. TAYLOR. No, that is not the case. No. They are authorized to take a TAP class within 180 days of discharge.

Mr. EVANS. I also serve on the Armed Services Committee and the defense authorization contains an amendment that is important. It will actually allow people to enroll in TAP services up to 6 months past the date of discharge.

Mr. TAYLOR. I think that is a great idea, absolutely.

Mr. EVANS. My point is this, TAP sounds like a great idea. It is not mandatory, although every other aspect of a person's training is mandatory. I think it probably should be made mandatory, but it occurs very late. Other people here today have testified about the need for earlier intervention and getting people to start thinking about their post military career. Any of your pilot programs directed toward trying to look at that approach?

Mr. TAYLOR. No, but I am talking with commanders. The Air Force is about to begin something that is very novel and interesting. The day a young man or woman enters the military, all training will be given college credit. This is in regard to the Air Force Community College, of course. The Air Force will track the young man and woman all the way through his or her military career, so that is the future almost everyone will be leaving the Air Force with an associate degree.

Mr. EVANS. The other services, how do we get them to follow that?

Mr. TAYLOR. We just keep encouraging them. I think it will work. Once the other services see the results of what the Air Force is doing, I believe that the other services will pick this up.

Mr. EVANS. There is no TAP program outside of the continental United States?

Mr. TAYLOR. Not yet, but we are in the process of talking with the Department of Defense about overseas TAP.

Mr. EVANS. So at least in this situation, at this time period, you can say that a person has a right to start TAP within 180 days of discharge, but many who are leaving the military overseas can't effectively begin this until it is very close to their discharge.

Mr. TAYLOR. Well, TAP is taught overseas, but it is taught by the military. We train those people at our National Veterans Training Institute. The training they receive is exactly the training that all the other TAP platform instructors get, and so the configuration of

the TAP classes overseas is exactly the same as in the continental United States.

Mr. EVANS. Let me yield to Congresswoman Waters. I may have some additional questions later.

Ms. WATERS. Mr. Klein, as you heard, VA has 100 senior positions to fill. Can OPM assist VA in filling these senior positions with minority and women applicants for Federal service?

Mr. KLEIN. Yes, I think we can, if they are career positions. If they are political positions, of course, it is between them and the White House, but if it is a career position, we have been taking extra effort there in the last year to increase our ability to get the word out on all positions to all people. For example, just this past week we have installed—

Ms. WATERS. Were you aware of these 100 positions?

Mr. KLEIN. Not specifically, no. But we filled last year 213,000 positions, so I am not aware of each agency's specific number of positions.

Ms. WATERS. But if, in fact, you are concerned about veterans and the hiring of veterans, and we are talking about minority veterans today and there are positions available that need to be filled—

Mr. KLEIN. We get the word out. You were mentioning a computer base early on, my ears perked up on that. We have just completed the development of one. We now have all competitive positions in the Federal service in a nationwide job inventory that you can tap into with your telephone. We can let any individual citizen know where every position is by State, by occupation, and what the qualification requirements are, and we will mail our forms to their home within 24 hours if they call us, so we are trying to get that word out.

Ms. WATERS. The veterans are aware of this?

Mr. KLEIN. Yes, absolutely.

Ms. WATERS. How many veterans in the room are aware of this? So we have one veteran here who is aware. Two?

But all you have to do is just dial up your telephone, Mr. Klein, say you can just dial this information up.

VOICE. It don't work that way.

Mr. KLEIN. Well, for example, our previous system required applicants to visit one of our job information centers. We have 26 of them in 26 cities. We found that 75 percent of the population doesn't even live within commuting range of one of those cities. We have to get our information to their homes, to their work sites. Anywhere they have a telephone they can reach us now. This past week we were contacting every historically black college and Hispanic-serving university, and telling them about our assistance. We will send a representative to their campus to show them how to hook into us so their students can find out about our jobs in their libraries. Why should they have to run downtown and spend half a day standing in line? We want that information to go directly to them.

Ms. WATERS. I guess what I am saying is—and that is good because we do need to have systems that deliver information and services in new ways and get to people who have not been involved before, but I guess my frustration, again, is that whatever these

systems are supposed to be, we have so many people who are unaware of them and do not know how to access them.

Mr. KLEIN. That is true.

Ms. WATERS. I talked with our previous panel about creating a data base of all of these organizations and activist people. If we had a way of being in touch with them so that they could access this information, that is really how information gets out.

Mr. KLEIN. You are absolutely right. In fact, just the other day we were talking to my staff who handle this information base, and I said, "Now how do people find out that we have job information? We have all these wonderful systems, we have all the information in there, how do they find out?" They said, "Well, we have brochures or they can go to a phone book and look under Office of Personnel Management."

Well, how does the public know that that is where we go? We are now going to every telephone book in the country in the blue pages and put it under job information so that the public knows they can call this number to find out about jobs. We have to use the tools they use every day to find information on any product, and jobs are certainly an important one.

Ms. WATERS. Do you feel you are sufficiently linked with VA and all of its organizations to be able to communicate what you are doing?

Mr. KLEIN. Yes, I think we are.

Ms. WATERS. Why is it the veterans in this room don't know about your little telephone number?

Mr. KLEIN. I suspect that is true about many of the American citizens until we fix this information base of letting them know that we have these systems out there. It is one thing to have the systems, it is another to let them know they can make the call, and that is what we are fixing now.

Ms. WATERS. Do you have a telephone number you can give us now, we can tell—these people here are activists. They paid a lot of money to come here for Congressional Black Caucus Weekend and we need to use them. Let's tell them what the number is.

Mr. KLEIN. Call 914-757-3000.

Mr. EVANS. Could you please repeat that number.

Mr. KLEIN. 914-757-3000. If, by the way, you are—

Ms. WATERS. Is this toll free?

Mr. KLEIN. No, it is a commercial line.

Ms. WATERS. So what city am I calling here, this 914?

Mr. KLEIN. That specific location is in Macon, GA.

Ms. WATERS. So if I live in—on the Eastern Seaboard or let's say I am over in Seattle, Washington, and I call Macon, GA, and what do I do, I hold on the line while I listen to all of these jobs that are available?

Mr. KLEIN. The cost will be about \$2 a call to go through the entire base. If, for example, you used our old system or any company's system and had to go downtown and stand in line or call them in California or Oregon or where have you to find out about jobs, it would cost you a half a day of work, transportation costs, and far more than that.

Ms. WATERS. No, the people who we are thinking about aren't working anywhere, they just want some information, so you are

saying that for \$2 they can call essentially what is a number in Macon, GA, and hear a list of jobs?

Mr. KLEIN. That is right. If they wish to call in their hometown, if they are in a major city, they can make a local call and get the same information.

Ms. WATERS. How do they do that?

Mr. KLEIN. Look in their blue pages in the phone book, in the Federal Government and there is a line there.

Ms. WATERS. We don't have any blue pages in California.

Mr. KLEIN. In the phone books?

Ms. WATERS. Yellow pages?

Mr. KLEIN. In major metropolitan area telephone books there is a section that is blue that is Federal Government.

Ms. WATERS. All right. I guess there is no sense in—I am just asking these questions really to talk about lapse of information, and I suppose what I am saying to VA and to you is that we need to find ways if we get this network going for the African-American community, you can plug into that network, and I am asking VA and I am going to ask the chairman to work with VA to get this network going because, you see, you have a lot that you can do if you get the network going, but if the system works simply in the grandiose way, then we are still going to get the thousands of complaints and concerns that we always get, and I would like people to begin to think how do we get information to people? How does the average person get the information?

Well, we have got some interest in the telephone line now that you have mentioned it. We kind of know where its base is. We are thinking that we can access it locally, we have to talk a little bit more about that, but one of the complaints about government is I call the number and I can never get through. Do you have that complaint? Are you on overload?

Mr. KLEIN. No, we don't with this line. It is open 24 hours a day, 7 days a week. We have 500 lines going into that center. That is why we have set it up, because in the past—

Ms. WATERS. We are going to put you to the test right now, just one moment.

Mr. EVANS. While we are waiting, I have a few questions.

Mr. KLEIN. Yes, sir.

Mr. EVANS. Veterans preference continues to receive strong support from the administration. Is this unqualified support?

Mr. KLEIN. Absolutely.

Mr. EVANS. Some good news, I guess, from 1992 to 1993, VRA appointments for African-Americans increased by 36 percent, more than double the rate of increase between the two previous fiscal years. What do you attribute this increase to in an era of governmental downsizing?

Mr. KLEIN. We believe that Federal managers know that veterans are excellent applicants for their positions. As an earlier executive testified here, they are trained, they are disciplined, they are in good health, they are generally drug free, they know how to work, they are excellent candidates. Even though in fiscal 1993 the Federal hiring dropped by 15 percent, the hiring under this program increased, and I think that is a testimony to this excellent program.

Mr. EVANS. Could these people, though, as we reduce government, be affected disproportionately by the fact of a lack of seniority despite their veteran status in RIFs?

Mr. KLEIN. Well, actually, as you know, the veterans receive preference in reductions in force also, so a brand new veteran hire, competitive hire, would have advantage over nonveterans if we have a reduction in force and they actually stay with this and others go out the door.

Ms. WATERS. I am sorry. May I verify that number? Is that 914-757—

Mr. KLEIN. Three thousand.

Mr. LANDE. We tried that line three times, and we are getting Steve Mitchell and Company.

Ms. WATERS. Would you like to come and try and dial it for us? Would you like to try, Mr. Klein. Please come.

Mr. KLEIN. Absolutely. I am sorry. It is 912, not 914. My apologies.

By the way, I might also add, we are moving toward allowing applicants to actually apply for jobs with a telephone rather than filling out the dreaded 171. We have been using the system for nurses. They can actually apply, respond to questions on the phone and be qualified and referred to Federal agencies without a piece of paper.

Mr. EVANS. While we are waiting, I will ask Minority counsel if she has any questions. No?

Congresswoman Waters.

Ms. WATERS. Yes, I do have a question for Mr. Taylor of TAP. Is this basically, TAP basically a one-time seminar, a workshop for departing service personnel?

Mr. TAYLOR. Yes, ma'am. It is a 3-day workshop that is conducted on a voluntary basis as far as the serviceman or servicewoman is concerned. However, if that serviceman or servicewoman wants to go back and repeat that class, we would not be opposed.

And we are also teaching the spouses of the service people who often will have to work in these classes in their schedule. We are currently working with DOD and VA on ways in which we can improve this program. Some of the spouses found it difficult to get away for 3 full days. And so we are looking at ways in which we may be able to give them 4-hour blocks. We are looking at various and sundry ways in which we can improve this program.

Ms. WATERS. Have you had job fairs along with the 3-day program where you bring corporations right on the base to recruit and talk with them? Have you thought about that?

Mr. TAYLOR. That is a very good question. What we do is participate in job fairs. We have a very good relationship with the veterans' service organizations, and they often hold job fairs. And we will ask our DVOPs and LVERs across the country to set up shop at these job fairs and talk to veterans about employment.

Ms. WATERS. Do veterans' service organizations that you participate in with job fairs, are there many African-American veterans participating in those?

Mr. TAYLOR. Yes, ma'am. It depends where they are held. When I was in San Antonio several weeks ago, I met with the G.I. Forum, the Hispanic veterans' organization, and then I also went over to

the NCOA, which is a VSO—the Non Commissioned Officers Association—headquarters there, and talked to them about job fairs. I learned quite a bit. The NCOA does a lot of job fairs since most of the people leaving the military are not officers but are enlisted people. The American Legion does some too. The VFW and DAV are also involved.

Mr. LANDE. I will tell you, from my experience in calling Federal numbers, this actually appears to be a reasonable one.

Mr. KLEIN. We hope so. We receive 30,000 calls a month and we correspond with another 20,000 who ask for applications. We mail them the next day to their homes.

Mr. LANDE. When I called the number, once I had the correct area code, I got right through, and you go through a series of questions where you dial a 1 or a 2 or a 3, asking what your educational level is, where you would like to seek a position, the type of position you are seeking. And it takes a while, and perhaps it is a little confusing.

Mr. KLEIN. It takes 6 or 7 minutes.

Mr. LANDE. It appears to be fairly efficient. It did give you an opportunity to go to an operator.

Mr. KLEIN. If, by the way, someone has a dial phone, they can respond by saying yes or no, and it will also take care of that. We are also geared for deaf citizens if they have a problem.

Ms. WATERS. How many got that number now? Let us repeat that number. It is 912-757-3000. Please take that number, share it with the organizations that you work with.

I don't see why we can't get some PSAs on television to just bombard, you know, the veterans community with that telephone number, because I think it may be one way people can access information about jobs, and that is so desperately needed.

Thank you very much.

Mr. EVANS. Have you considered at a nationwide toll-free number? I know you can call locally.

Mr. KLEIN. Yes, we have. In fact, OPM tried one in the past and it was overwhelmed with calls, and cost, I understand, \$4- or \$5 million. And our budget is decreasing every day. And we just can't bear the cost.

Ms. WATERS. Were the calls all from veterans?

Mr. KLEIN. From all citizens.

Ms. WATERS. I see.

Mr. KLEIN. The problem with an 800 number is that people continually redial, redial, redial, and the costs mount.

Mr. EVANS. So for activists here who want to try to avoid the long distances charges, look in the blue pages under what entry?

Mr. KLEIN. Federal Government, Office of Personnel Management. We are about to install systems in each of our 26 service centers which will allow the same kind of capability that the gentleman experienced here on a local basis. Those are going on before the end of the calendar year.

Ms. WATERS. It doesn't have any special information about veterans or veterans preference or anything like that on the questions that you asked?

Mr. KLEIN. I am not sure of that, quite frankly. There is a section in there where if you want information on Federal employment

generally and how it works, I believe there is a section in there about veterans preference. But when you ask us for the forms and all that we send you the information on that.

Ms. WATERS. It would be interesting to have some discussion to talk about whether or not there could be something that you push if you are a veteran so that you can get some information about your veterans preference or your local something. Maybe we will raise that question. I will ask the chairman to raise that question with you in writing.

Mr. EVANS. The response will be made part of the record.

(See p. 172.)

Mr. EVANS. Thank you very much. We appreciate it.

This concludes our hearing. Again, I want to thank Ron Armstead for his hard work. This originally started with a breakfast where we get together once a year. It has now evolved into a full-fledged hearing.

We want to thank everyone for participating with us today, at the breakfast and the hearing. Thank you all very much.

We salute Pat Donohue for her hard work.

[Whereupon, at 12:05 p.m., the subcommittee was adjourned.]

APPENDIX

Honorable Lane Evans, Chairman
Subcommittee on Oversight & Investigations

Committee on Veterans' Affairs
U.S. House of Representatives

African-American Veterans: Veterans' Readjustment Benefits
and Related Issues

September 14, 1994

Good morning and welcome. The Subcommittee on Oversight and Investigations is very pleased to once again conduct a public hearing on issues of particular importance and relevance to African-American veterans. Like previous similar hearings, today's proceeding is being held to coincide with this year's Congressional Black Caucus Legislative Weekend.

Just one week ago, on September 7, 1994, ground was finally broken for a memorial in our Nation's capitol to honor the known 178,000 African-Americans who fought during the Civil War. This ground breaking comes some 130 years after these veterans served and sacrificed so courageously to determine whether this nation or any nation, "conceived in liberty and dedicated to the proposition that all men are created equal" can long endure, as President Lincoln so eloquently said during his address at Gettysburg.

Washington is a city of memorials. Many of its monuments honor events and participants in the Civil War. But until now, not even one memorial has been begun to honor African-American Civil War veterans. This recognition and commemoration are truly too long overdue.

While we are duty bound to honor and recall the sacrifice of those who served in the past, we also bear an obligation to provide meaningful assistance to those whose service is more recent. Today, this Subcommittee will consider the relevance and responsiveness of current veterans' readjustment programs to contemporary African-American veterans.

- Are African-American veterans using readjustment benefits and programs to the same extent as other veterans?
- What special obstacles do African-American veterans face using readjustment benefits?
- After military service, are African-American veterans readjusting to civilian life as successfully as other veterans?
- Are readjustment programs responsive to veterans' cultural, racial and ethnic differences? How can veterans' readjustment programs be more responsive to these real differences?

- Is the Federal government today providing the readjustment programs and services needed by African-American veterans? How can readjustment programs and services better meet the needs of African-American veterans?
- What special or unique interests of African-American veterans are not being adequately addressed by current veterans' readjustment programs?
- Are African-American veterans as likely as other veterans to benefit from current veterans readjustment programs?

These and similar issues are among those the Subcommittee may address today.

###

**Opening Statement Of
Congresswoman Maxine Waters**

Subcommittee on Oversight & Investigations

**"African-American Veterans: Veterans' Readjustment
Benefits and Related Issues"**

Mr. Chairman, I am delighted to be here today and I commend you for putting together an impressive array of witnesses for this hearing. I must take a moment to pay special tribute to Lane Evans. He is a man who truly cares about all veterans, however, he has always recognized that specific classes of veterans require specific types of attention. Whether it is Vietnam-era veterans, women veterans, or African-America veterans -- Lane Evans has been a voice of compassion.

Today's hearing is only the most recent contribution of Chairman Evans to our annual Congressional Black Caucus review of veterans issues. I think we all owe him our thanks.

I am happy to see organizations represented here today that probably would not qualify as "regulars" before this committee. Their comments will be extremely helpful as we try to make the veterans care system more responsive to the needs of African American Veterans.

There is a fundamental need for increased attention for veterans in this country, especially African American and women veterans. Strict eligibility rules and chronic funding shortfalls of the 1980's have created a deficiency within the VA to provide an adequate level of service to the veteran population.

We all know that most veterans are not rich. They depend on the care provided by the Veterans Administration. They have been told that care and assistance will be there for them. When we talk

about helping veterans, we're talking about helping disproportionately lower income and minority populations. When we talk about how veterans care isn't working or reaching those it should, we're talking about how it isn't helping the poor and minorities. I hear from veterans all the time how difficult it is to receive services. But when you are either lower-income, a minority, or both --- matters go from bad to worse.

I have spoken in many cities on veterans issues and I am constantly bombarded by veterans -- African-American, Latino, Asian and others, who are desperate for assistance. Not only are they desperate for the things that all veterans crave --- health care, housing, PTSD assistance, etc. -- they are desperate for a VA that truly understands their problems.

As the percentage of minorities continues to grow in our Armed Forces, so will the minority percentage of our veteran population. 28% of the troops in Desert Storm were African-American, up from 22% during Vietnam. Almost half of the women currently in the military are African-American.

Earlier in the year, the National Association for Black Veterans dropped by my office and presented us with a very good briefing package on issues that need to be addressed. We have a platform, we have good ideas. I sit here willing to work with you to pull these ideas together and push forward. Thank you.

Testimony of Leroy Ervin, Ph.D., President, National Consortium for
Educational Access

TESTIMONY BEFORE THE HOUSE VETERANS AFFAIRS SUBCOMMITTEE
ON OVERSIGHT AND INVESTIGATIONS

"African American Veterans: Veterans' Readjustment Benefits
and Related Issues"

September 14, 1994

Good Morning, Mr. Chairman and Members of the Subcommittee on Oversight and Investigations. I am Leroy Ervin, Associate Professor of Education - University of Georgia, and President of the National Consortium for Educational Access (NCEA), a partnership between Historically Black Colleges and Universities (HBCUs), Hispanic-serving Institutions (HSIs), doctoral degree granting institutions and the corporate sector. Our mission is to increase the number of minority Ph.D holders, in mathematics, the physical and natural sciences, and in computer science who enter the higher education professorate. NCEA's experience in bringing college and university, as well as private sector resources, to bear on financing increased minority access to doctoral study -- in preparation for college instruction -- has informed NCEA's approach to the question before the Subcommittee today. I welcome this opportunity to discuss with you the need to improve post-service employment opportunities for African American and other minority veterans.

The NCEA is currently operating a national pilot program which focuses on transitioning military personnel into Kindergarten through twelfth classroom. This effort requests a systematic and coordinated approach in bringing together colleges of education, secondary school personnel, and the appropriate support agencies, either within or connected to the Department of Defense, Department of Labor and Veterans affairs. From the outset, we have viewed the problem of transitioning minorities veterans from the military to the classroom from a practical perspective. We determined that

early identification, a sound credentialling process, and solid follow-through were essential to our effort.

For these reasons, NCEA consulted with state and local school administrators and enlisted the support of the American Association of Colleges of Teacher Education in developing, what we believe, is a solid program. My testimony today reflects our jointly held views.

BACKGROUND

As the military began downsizing approximately four years ago (See Chart A), and the need for minority male teachers was documented, 1/ NCEA saw the need to inaugurate a program that would establish a nexus between separating military service personnel, and those urban and rural school districts in search of qualified instructional personnel -- especially minority male candidates (See Chart B). NCEA foresaw the need: (1) to identify those retiring and separating military personnel who wanted to pursue a "second career" in teaching; (2) to assess the academic credentials and need for additional preparation leading to certification of potential participants; (3) to design and implement an education (for those without the baccalaureate degree) and a credentialling program of 12-15 months with the American Association of Colleges of Teacher Education (AACTE) in order to qualify participants for certified instruction;2/ (4) to provide additional financial support to those whose military severance and veterans benefits would not cover the cost of attendance and family support needs of participants; and (5) to facilitate access to elementary and secondary school position vacancies in geographic areas of interest to former military personnel.

The obvious benefit of **marrying the needs of local school districts -- for minority male teachers -- with their presence in**

critical numbers, makes the achievement of NCEA's objective a public policy necessity.

DEFINING THE PROBLEM

Although well-intended, the federal assistance provided by one program, in particular, Troops-To-Teachers, is simply not available to the largest population of transitioning military personnel -- enlisted African-American men (See Chart C). In addition, the Troops-to-Teachers program approaches the transition problem -- within statutory limitations -- that prevent the program from achieving desirable public policy goals.^{3/}

The educational arena has been, for many personnel leaving the military, a natural career direction to pursue after military life. Members of the Armed Services comprise a specifically trained, culturally diverse, largely male pool of individuals who can positively contribute to the Nation's team of educators.

Teaching allows retiring and separating military personnel to bring their valuable experience and knowledge, including actual instruction acquired in the military, into the classroom. This opportunity for veterans seeking a second career, coincides directly with the dire need in many school districts for African-American educators, especially black males. Of the less than 20 percent of teachers who are minority, only one in five is male. The Nation's teaching staff is approximately 28% male and 85% white, yet Department of Labor reports indicate that by the year 2000, minorities will represent one-third of the America's workforce.^{4/} There is a critical need for a greater number of African-American and male teachers in the classroom -- a need the military is uniquely situated to meet.

If we examine the Troops-To-Teachers Program, it is abundantly clear that it is accomplishing the limited goal established by the authorizing legislation, i.e. it identifies and places former

military personnel **who already possess the baccalaureate degree.** Unfortunately, a larger and equally laudable goal eludes the Troops-to-Teachers program (and fails to meet the needs of state and local education agencies). The pool of degree-holding military personnel is made up primarily of officers who comprise only 14.5% of the Armed Forces. Seventy-six percent of these officers are white males. Only 14% of baccalaureate degree holders are minorities, and of those only 6% are African-American.^{5/} This relatively small percentage of African-American officers, only a portion of whom would actually be identified for transition, are eligible for assistance under current programmatic guidelines.

As a result, there are large groups of African-Americans, other minorities, and white males separating from the Armed Forces that do not qualify for Troops-to-Teachers assistance, or who are not actively being recruited for teacher training and placement in an area where suitable employment opportunities exist. Conservative figures estimate that over 38,000 enlisted personnel have an Associate Degree or equivalent.^{6/} This represents a largely untapped source of new education professionals.

SOLVING THE PROBLEM

There are several other important concerns which must be addressed if The Department of Defense, The Department of Veterans Affairs, as well as the Departments of Labor and Education are to mount a successful program of transitioning military personnel into certified, instructional positions in the Nation's public schools. The critical elements of a successful program include: (1) pre-separation, early identification of interested participants; (2) comprehensive pre and post separation counseling assistance with respect to enrollment and financial assistance; (3) establishment of a high quality credentialing procedure leading to permanent certification for instruction; (4) creation of an employment opportunities data base of available teaching positions; (5) supplementary financial assistance to cover the full cost of

attendance and family support; and (6) career counseling and advisement regarding employment and placement alternatives. Implementing these specific objectives will allow separating military personnel -- especially minority males -- to be effectively, and more quickly matched and placed in school districts that have a critical need for them.

Presently, separating personnel who become veterans have no comprehensive program to follow which would assist them in preparing for separation and gainful employment as public school teachers. In large measure, they face an ad hoc system which does not inform them early enough, in advance of their separation date, to permit them to gather accurate, complete information needed to enroll in baccalaureate/teacher certification programs. Moreover, there is a definite need to assist military personnel in completing baccalaureate degrees before separation occurs (if possible), and to enroll them in certification/education programs after separation occurs. Finally, we must assist them by providing employment information and the skills/resources necessary for finding employment opportunities in their preferred school districts after "graduation." Essentially, a process must be established which works with transitioning military personnel before they separate, and continues to work with them throughout the employment application and hiring processes. **Early identification and follow through are critical.**

NCEA/AACTE JOINT RECOMMENDATIONS

I would like to suggest three steps that should be taken in order to effect a more meaningful transition for minority veterans, especially African Americans seeking teaching positions in America's public schools. First, a Memorandum of Understanding and Coordination should be signed between the Department of Defense (DoD), the Department of Veterans Affairs, and possibly the Departments of Education and Labor. Each could play a meaningful role in transitioning minority veterans into a second career in

teaching and help provide a positive male image in America's classrooms, while reducing the shortage of minority and male teachers at the same time. Cooperation and coordination would greatly simplify the establishment of a more effective Transition and Veterans Assistance Program.

Second, either the Troops-to-Teachers program should be amended to provide for the kind of pre and post-separation counseling, academic advisement and information assistance we suggest, or the Department of Veterans Affairs should provide post-separation assistance through third-party contracts with non-profit organizations, colleges and universities.

Third, the Montgomery G.I. Bill should be reviewed to determine whether or not sufficient benefits are being provided to induce interested, competent veterans to enter the profession as classroom teachers. If not, then we recommend establishment of a specific program of benefits to achieve this important public policy objective.

Thank you for your time and attention. I would be pleased to answer any questions you may have.

END NOTES

- 1/ "Status of The American Public School Teachers, 1990-91," National Education Association Research Division, (c.) 1992 NEA, pp. 78-80. In 1991, 86.8 percent of all teachers were Caucasian, 8 percent were African-American, 3 percent were Hispanic, 1.4 percent were Asian/Pacific Islanders and .9 percent were American Indian/Alaskan Native. Minority teachers were largely concentrated in the larger urban school systems -- which are overwhelmingly "majority-minority" in terms of student enrollment -- with African-American teachers concentrated in the Southeast (17.7%), and Hispanic teachers employed mostly in the West (6.2%). In 1991, 27.9 percent of all teachers were male and 72.1 percent were female. See also "Reading Between the Lines, Teachers and Their Racial/Ethnic Cultures," Mary E. Dilworth, Clearinghouse on Teacher Education (ERIC), Teacher Education Monograph No. 11 (August 1990) pp. 17-24.
- 2/ "Alternative Paths to Teaching: A Directory of Post-baccalaureate Programs, American Association of Colleges for Teacher Education, (c) 1993 (December 1993).
- 3/ "Military Cutbacks and the Expanding Role of Education," Never Stacey, et. al., Office of Educational Research and Improvement (OERI), U.S. Department of Education (October 1992), see pages 7-15 for some "Demographic Characteristics of the Newly Unqualified."
- 4/ "Workforce 2000 -- Work and Workers for the 21st Century," William B. Johnston and Arnold E. Packer, The Hudson Institute, Indianapolis, Indiana (June 1987), pp 89-90. See also "One-Third of a Nation," a report of The Commission on Minority Participation in Education and American Life, The American Council on Education and the Education Commission of the States, (May 1988).
- 5/ "AACTE Briefing Book - 1993," American Association of Colleges of Teacher Education, (c) 1993, Table 18, Bachelor's Degrees Conferred by Institutions of Higher Education, by Racial/Ethnic Group, Major Field of Study, and Sex of Student, 1989-90 (National Center for Education Statistics, U.S. Department of Education, Integrated Postsecondary Education Data (IPEDS)), November 1991.
- 6/ See Chart D, SOURCE: Armed Forces Information Services, **Defense 90 Almanac**, 30.

TESTIMONY PROVIDED TO
CONGRESSMAN LANE EVANS, CHAIRMAN
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATION

PRESENTATION TITLE:

COMBINING RESOURCES TO DEVELOP A VIABLE PROJECT
FOR THE EDUCATION, TRAINING, EMPLOYMENT and HOUSING
of DISENFRANCHISED and UNDERREPRESENTED VETERANS:

" A HOLISTIC APPROACH "

PREPARED BY :

Arthur C. Barham, Director
SERO-NSSFNS' Veterans Programs
975 Martin Luther King Jr., Drive, N. W.
Atlanta, Georgia 30314
(404) 577-4095, FAX (404) 688-0042

SEPTEMBER 14, 1994

COMBINING RESOURCES TO DEVELOP A VIABLE PROJECT
FOR THE EDUCATION, TRAINING, EMPLOYMENT and HOUSING
of DISENFRANCHISED and UNDERREPRESENTED VETERANS:

" A HOLISTIC APPROACH "

Fifty years ago this country and the rest of the world were engaged in a "war to end all wars." Now that we have experienced several conflicts and wars just as devastating as the last great war, we realize that statement was wishful thinking. Along with those conflicts and wars we found ourselves engaged in another great war, on our home ground--the "War on Poverty." Several questions come to mind: Were we victorious in our conflicts and wars or do we still have some unfinished business? Has the victor been swallowed up by the victory? If we had had loyal and holistic sense of purpose toward our warriors, where we would be today?

As we all know many men and women enter the military of this country for various reasons. These reasons range from performing a patriotic duty to acquiring the means for a better education and employment opportunities. No matter what the reason for joining the military, all veterans leave the service thinking of themselves as having the fortitude to meet the country's need in times of crisis and in peace.

However, in each conflict we have identified a segment of the participants to be sufferers from the most adverse affect of war and conflict experience.

We have given it various names ranging from "Battle Fatigue and Shell Shock to Post Traumatic Stress and Desert Storm Syndrome". What we call this malady is irrelevant, the fact of the matter is the after affect is paralyzing at best, and the causes are directly related to exposure to combat and combat related stresses. As Marc J. Gilbert points out in his paper on this issue "Lost Warriors" the impact of war on its combatant become more apparent when the veteran returns home. That a

disproportionate number who survived our more recent conflicts suffered high rates of alcoholism, divorce, suicide, lower incomes, higher unemployment, and as time progressed homelessness. Mr. Gilbert identifies the lack of a holistic program of recovery as the prime reasons so many minority veterans experience these difficulties.

Joan Alker's report "Heroes Today, Homeless Tomorrow?" focuses on homeless veterans and what the federal government has and has not done. However, the report leaves some issues unaddressed, those issue points are complex in that they require a change in the thinking of leaders about the transition to civilian by military personnel is not as easy as it was fifty years ago. Skills needed in civilian life are far different those required in the military. That transition to civilian life begins long before separation or retirement. That this transition must include better education opportunities and greater emphasizes on skill assessment and then training.

That the individual must be viewed as such and that anticipatory steps must be taken to find solutions and give many veterans a clear sense of purpose and the tools to overcome problems before they become catastrophes.

Even after separation, programs created to serve veterans must be holistic in nature. These projects must operate on the premise that to serve veterans means to provide assistance that is beneficial for the long term; goals must be measurable; and that a continuum of care must be established through a solid assessment program that produces a strategy of service on an individual basis. The staff of these projects must have a sense of purpose in line with this philosophy. The staff, at least to some degree must have experienced the same difficulties in life as many of the potential project participants. The project must focus most of its resources on direct services to participants.

That linkages for expanded services must be established and the project must readily assume the role of advocate for participants at all times. At every turn, each project must display a sense of loyalty to its participant, by reframing from acting judgmental. The projects should create an environment that stimulates individual and societal collective growth. And in these times, projects must enhance the return to civic responsibility. Above all the projects have to be a beacon that highlight and personify the need for continued education and personal growth.

Funding sources, whether public or private must seek opportunities to fund such projects and monitor programs and services to ensure project focus is in-line with those mentioned here. These funding sources must also ensure that projects have active staff development components and play a key role in their community from a perspective beyond just servicing veterans.

In Atlanta there is one such agency that meets this criteria. Atlanta is one of the countries most diversified cities, although seldom affected by cyclic economic downturns as other parts of the country with similar populations and environments. Atlanta is not a city without its share of problems. These problems like many other cities range from crime to homelessness, from teen pregnancy to substance abuse.

The agency in Atlanta is the Southeastern Regional Office, National Scholarship and Service Fund for Negro Students Inc. (SERO-NSSFNS) an agency that has provided service to the citizens in Atlanta since 1965. Consisting of 7 different programs all designed to provide assistance to the underrepresented and disadvantaged regardless of the causes and without regards to race or origin. Of these seven programs three are veterans specific.

VETERANS UPWARD BOUND (VUB)

GOALS

(1) Provide quality education; (2) Assist veterans to qualify and apply for entrance into post secondary educational institutions; (3) Assist veterans to develop knowledge and skills for continued growth; (4) Enable veterans to be competitive in the post secondary education arena.

PROFILE

A community based project created in 1972 to aid educationally disadvantaged veterans overcome academic weaknesses. Also aid veterans sustain the motivation to pursue personal post secondary education goals. Funded by a grant secured by SERO-NSSFNS, Inc. from the U.S. Department of Education.

MISSION

Provide quality individualized educational assistance, career guidance and counseling that will afford all eligible, serious veterans, the opportunity to gain the motivation, develop the self-discipline, and mass the necessary academic experience to be successful at the post secondary education level and beyond.

SERVICES

Assisting veterans achieve success, through academic upgrading and professional skill development, is the primary service of VUB. Offering convenient adult educational preparation classes for the GED, ACT, SAT, and other standardized test.

This endeavor includes teaching methods for study skills improvement, provides tutorial assistance, career, and personal counseling.

ATLANTA VET RE-ENTRY PROJECT (AVRP)

GOALS

(1) Assist vets locate and secure full-time employment; (2) Assist vets locate and secure inexpensive, safe, clean, and adequate housing; (3) Develop ability to set realistic goals; (4) Take steps to prevent reoccurrence.

PROFILE

A project developed in 1988-89 from the ancillary extension services of VUB. AVRP is designed to aid in the reintegration of disadvantaged veterans into the WORKFORCE of Atlanta and surrounding area. Funded by the U.S. Department of Labor under the Stewart B. McKinney Homeless Assistance Act and operated under a city of Atlanta contract with SERO-NSSFNs, Inc.

MISSION

Provide referral services to homeless veterans desiring to improve the quality of their lives. Develop individualized plans of action for the acquisition of permanent full-time employment, acquire the skills to overcome barriers and obstacles that caused their unemployment, master the ability to retain employment, modify behavior patterns, and set realistic goals.

SERVICES

Assist veterans by conducting assessments and evaluations to determine their employability and job growth potential. Recommend courses of action for self-improvement.

HARRIS HOUSE (HH)

GOALS

(1) Re-instill a sense of SELF-WORTH in those with no hope; (2) Build CONFIDENCE in those frustrated; (3) Aid in the acquisition

of specific LIFE SKILLS in those unprepared to live independently.

PROFILE

In 1987, Veterans Upward Bound developed the concept of renovating an old building and single family house, converting this property into transitional housing for thirty-one veterans. Homeless Veterans participating in an education and employment program was the original target population. The concept called for programmatic activities that would enable veterans to use acquired military survival skills, and utilize them for independence in civilian life. This concept provides techniques for developing the ability to set realistic goals as part of the process of becoming self-sufficient.

MISSION

Provide assistance to economically disadvantaged veterans in obtaining and sustaining safe and affordable housing. Assist veterans develop life management skills, such as, budgeting, personal responsibility, and community involvement.

SERVICES

Assist in developing a realistic operating budget, instruct in methods of recognizing the onset of fiscal difficulties, and techniques to avoid a reoccurrence of economic failure.

These programs serve more than more than 400 veterans a year with an average annual success rate above 70%. A staffing level of 18 with 80% veterans, consisting of more than 30% that have experienced homelessness at some point in their lives. 25% have suffered from PTSD, and 40% coping with the remnants of substance abuse. SERO-NSSFNS provides many opportunities for staff development and encourages the staff to pursue academic endeavors at all times.

TESTIMONY BEFORE THE HOUSE COMMITTEE ON
VETERAN'S AFFAIRS

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE
WASHINGTON, D.C.
14 SEPTEMBER 1994

ON BEHALF OF THE

CHICAGO VIETNAM VETERANS AND FAMILY ASSISTANCE PROGRAM

PRESENTED BY

JOANN WILLIAMS, EXECUTIVE DIRECTOR

VETERAN HOMELESSNESS IN ILLINOIS

I would like to take this opportunity to thank the Honorable Congressman Lane Evans, for inviting me to speak here today.

To Congressman Gutierrez from Chicago, thank you and your staff member, Ray Valdez for his continued support in my efforts to provide a housing and continuum of care program for Chicago Veterans.

A very special thanks to Congresswoman Maxine Waters for coming out to Chicago to visit members of the Women Veterans Of The U.S. Armed Services. We enjoyed your visit which gave us inspiration to continue our struggle to bring women veterans to the table on issues effecting veterans. Women ARE VETERANS TOO!

My discussion today, is a follow-up on the Homelessness Among Veterans Summit here in D.C. this past February and my testimony before you on November 6, 1993, at your hearing held in Chicago.

The energy expressed after the Homeless Veterans Summit was inspiring. Several Illinois veteran service providers met during the Summit along with Mr. Ray Boland, Director State of Wisconsin, Department of Veterans Affairs and Mr. Tom Wynn, President, National Association of Black Veterans, Wisconsin. An out-line for a homeless veterans strategy was developed at the Summit for the State of Illinois. The Illinois delegates voted on several areas to improve the plight of veterans which included the adaptation of the "Wisconsin Plan" for Illinois.

Upon return from the D.C. Summit, several delegates met to follow-up on the homeless veterans strategy. We developed the Veterans Rehabilitation Plan of Illinois (VRPI). This plan is the Wisconsin Plan designed for the State of Illinois. Delegates accepted responsibilities and tasks to begin the ground work necessary to implement the plan. We are still at this juncture and have made progress, be it ever so small, since the Summit. I will out-line a summary of our activities:

We've participated in several meetings to discuss the VRPI. Ms. Annie Pope, Chief of Social Work, Hines V.A. Hospital has spearheaded a movement to generate interest and awareness for the need to coordinate city and statewide V.A. Medical Centers (VAMC) on the homeless veterans issue. She has sponsored a workshop to discuss what was learned during the homeless veterans program at Hines V.A. Hospital. Participants included social workers, citywide VAMC staff, homeless veterans and veteran service providers. The statistical information, as well as lectures at the workshop, provided a very successful hindsight analysis of the Hines homeless program. Ms. Pope also

sponsored a meeting at Hines V.A. Hospital in July, to explain the concept to representatives from statewide VAMCs and homeless providers. Ray Boland and Tom Wynn attended as guest speakers. Also Mr. Robert Pouchard, State of Illinois, Department of Veterans affairs attended.

Representatives of veteran service organizations were given the charge to inform the veteran community and local governments of the need for the VRPI. We have met with several veteran leaders and organizations to discuss the concept of the VPRI program. On June 29, 1994, we attended our first meeting with The City of Chicago, Mayor's Advisory Council of Veterans Affairs. This council consists of key leaders in the Chicago veterans community. We were invited guests. The topic of homeless veterans dominated the discussion. This was so much the case, that we were invited back to speak last month on August 31, 1994. At this meeting, representatives from the City of Chicago Homeless Services Division participated. The city representatives were asked by the council, why is it that Chicago has not financially supported a COMMUNITY BASED VETERANS ORGANIZATION homeless veterans program? "Their response was that the Homeless Services Division offers a variety of homeless programs for ALL homeless persons. Veterans are, of course, represented in their services provided to the homeless population. Therefore, we can't provide funding exclusively for homeless veterans. To fund a program specifically for homeless veterans would be EXCLUSIONARY." Well, the delegate agencies who receive CDBG and other Federal funds issued to them by the City, represent other EXCLUSIONARY homeless populations. Examples: Homeless Women, homeless Youth, homeless HIV Positive etc. Why not a program funded for homeless veterans? This is especially the case since veterans represent one-third (or 20,000) homeless individuals throughout the city. We have requested a follow-up meeting with city representatives on this issue to help establish a greater awareness by city government on homelessness among veterans.

On another issue pertaining to city government. The Chicago Department of Housing is in the process of granting a deed to property for us to begin a homeless veterans program. It is only a six-flat building. However, they are working with us to provide title to a 30 unit building to rehab for a homeless veterans program.

The American Legion District Representatives asked that we provide a presentation at their next meeting. We will oblige.

We have opened the discussion of homeless veterans with City Council Aldermen, County Commissioners and our State representatives.

We established dialogue with our State Director of the Department of Veterans Affairs. However, he states that of his 57 Million Dollar budget, 98% of his funds go to support the three veteran homes outside of the Chicago area and in downstate Illinois. The FY 95/96 budget has no funds appropriated for providing assistance to homeless veterans.

I attended Chicago's Second Annual Stand Down for homeless veterans. I was told, since the final report written report is not yet available, that twice as many homeless veterans participated this year as compared to 1993. I saw several veterans who participated last year. Therefore, I assume the plight of homeless veterans in Chicago is no better than last year and in fact, is getting worse. I did ask several veterans participating at the Stand Down if they were interested in forming a Homeless Veterans Committee. At the very least, homeless veterans can become their OWN Advocates since the majority are living in temporary shelters and many know each other.

Chicago is a "Tough Nut To Crack". We all knew that upon our return from the Summit that enlightening the Chicago veteran community, city, county and state governments to the plight and plan to end the cycle of homelessness would be challenging. It has been both an arduous, frustrating and snail-like process. However, we have made SOME progress.

QUESTIONS NOT ANSWERED OR ADDRESSED SINCE MY NOVEMBER 6, 1993 TESTIMONY:

I still have not received a response from Mr. Bill Elmore, RTC Veterans Housing Project. I wrote him a letter on December 7, 1993, pertaining to RTC property in Chicago. The issues addressed in the letter centered around the contract manager for this RTC property requesting that I pay \$1,000 for a building which appeared to be designated for "Disposition". In short, this property should have been DONATED since its value was \$25,000 or less. Also addressed was the duplication of paperwork and hassle I experienced with this property. Congressman Bobby Rush wrote Mr. Elmore a letter requesting information regarding my issues on January 25, 1994. As of this date, I have received no response from the RTC on the issues in this letter. I DO HAVE ONE QUESTION REGARDING RTC PROPERTY. HOW MANY RTC OWNED APARTMENT BUILDINGS HAVE BEEN DONATED TO VETERAN ORGANIZATIONS THROUGHOUT THE ENTIRE NATION TO VETERAN COMMUNITY BASED ORGANIZATIONS?

TAX EXEMPT STATUS OF VETERANS ORGANIZATIONS:

The issue of Veteran Organization tax exempt status appears not to have been resolved. Most veteran organizations are designated

IRS tax exempt 501 (c) (19) organizations. With the designation of 501 (c) (19), they do not qualify for most city, state, federal and private funding programs. In order to qualify for federal programs Veterans Organizations must consider a change in their tax exempt status and become IRS 501 (c) (13) organizations. Has this issue been discussed at all by federal agencies?

HOUSING AND URBAN DEVELOPMENT - PUBLIC HOUSING ALTERNATIVES:

On the issue of public housing in Chicago. As one of many temporary solution to assisting homeless veterans in Chicago, we examined the possibility of providing permanent shelter through the Chicago Housing Authority (CHA). We assumed that surely veterans could receive a veterans preference through HUD regulations if they were homeless. We were amazed to find out that not only is there no HUD/CHA veterans preference, U.S. Citizenship is not required to obtain a federally subsidized apartment. Many veteran advocates were truly astonished at our findings.

JOB TRAINING, JOBS AND ECONOMIC DEVELOPMENT:

We can not discuss ending the homeless veterans cycle and providing a continuum of care program without addressing the issues of job training, employment, economic development, entrepreneur, and self-employment programs. If assisting a veteran to "Get Back Into The Mainstream Of Society" does not include a method for financial independence and/or stability, we're wasting valuable time. I feel that the Small Business Administration (SBA) should be involved with designing a program to help talented individuals start their own businesses. In Chicago, there was an organization sponsored by the SBA. The Veterans Business Resource Council (VBRC). This organization was designed to help veterans and veteran owned businesses with government contract procurement, small business development training, assistance with the application process for SBA supported loans, etc. The VBRC became a bastard child of the SBA. After all the fanfare and fancy brochures had been printed about this program, the VBRC was suddenly kicked out of the SBA office in Chicago. The need for additional office space was given as the reason the SBA asked the VBRC to leave. Out of all the space available at the downtown SBA office, how much space could a desk, chair and telephone occupy? My question to the Congressmen and women: How many SBA supported loans are granted in local SBA offices to VETERANS?

COORDINATION BY VARIOUS FEDERAL AGENCIES ON FUNDING CYCLES:

The V.A., HUD, Department of Labor, Health & Human Services, etc., must all better coordinate their funding cycles in order

for veteran service providers to better design a continuum of care program. Not-For-Profit veteran community based organizations must design their programs based on various government and private funding sources. All program funding is like the pieces of a puzzle. If one piece of financing is missing, (or provided too late for a project) we must scramble to fill the void or risk losing the project. Providing housing is a prime example. By the time all funding is in place to provide rehab and/or construction for a major veteran housing program, it could conceivably take two years or more. Various city, county, state, private and federal funds for 1st mortgages, 2nd mortgages, bridge loans - Tax Credit Syndications really add costs and time to a project. When a supportive service component is added to a housing program, i.e. counseling, job training, tenant empowerment, medical care etc., a real juggling act occurs. Although Tax Credit Syndication is touted as the panacea for providing funds for low-income housing development projects, it seems many community based not-for-profit developers are uncertain about the eventual outcome of syndication. With many tax credit projects reaching maturity, the question asked by community housing advocates: Will this tax credit program truly empower the community residents or has it merely allowed outsiders (syndicate investors) to maintain control of the community?

FUTURE V.A. HOMELESS ACTIVITIES:

We would like to see findings as a result of the Summit. What ever happened to the nationwide committee to address homeless veterans issues discussed by Secretary Brown? What's happening as a result of the Summit at the V.A.? Why wasn't the business community, i.e. Banking involved at the Summit. After all, banks have money to lend to create economic development and jobs. The CRA issue should be addressed to generate funds to create jobs in the community.

Once again, I thank you for inviting me here to speak before your committee.

Thank you for your time.

Testimony

One Hundred Third Congress

U. S. House of Representatives

Committee on Veterans Affairs
335 Cannon House Office Building
Washington, DC 20515

September 14, 1994

"African-American Veterans: Veterans' Readjustment Benefits and Related Issues"

John A. Clendenin
Manager, Strategic Alliances

Xerox Corporation
800 Phillips Road 105-48C
Webster, New York 14580
(716) 422-9386

John A. Clendenin - Xerox Corporation

Good Morning:

It is a distinct pleasure to, again, be given the opportunity to address this distinguished body and offer testimony regarding African-American Veterans.

Xerox Corporation is proud of its commitment to veterans. We give preferential status in hiring, and have long been supporters of the Employer Support of the Guard and Reserve, ESGR. While I served on the New York State Committee, we were presented the "PRO-PATRIA " award from the Secretary of Defense after Operation Desert Storm in 1991. Most recently, we were recognized in Rochester, New York, along with the Eastman Kodak Company, by the Secretary of Labor for participation in "Operation Transition", relating to current military downsizing.

Today, I would like to focus on four issues:

1. The changing workforce
2. Changing models of employee relations - Empowerment
3. Individual Skills - Leadership Attributes
4. Veterans' Support Groups - Continuing Education and Training

The Changing Workforce

We have all been introduced to the concepts and opportunities presented in the "Workforce 2000" and "Opportunity 2000" studies. Although I believe the public sector lags behind in many ways, the military progress that has been made with regard to equal opportunity, Private sector business, has now begun to address the "Glass Ceiling" and other challenges faced by African-Americans. The business needs of our companies are forcing the inclusion of all peoples of difference. The challenge has been met throughout the private sector with training and awareness seminars for management and others on how to incorporate the dynamics of a changing workforce.

John A. Clendenin - Xerox Corporation**Changing models of employee relations - Empowerment**

The private sector continues to improve the way management and workers interact. The Quality "Revolution" that finally took root in America has continuing impact on industry. Xerox Corporation, a winner of the Department of Commerce Malcolm Baldrige Quality Award, is now engaged in the continuing process improvement of employee involvement as we continue our commitment to total quality management. Empowerment Training is the next step we have taken. We believe that enabling the employees to take responsibility for decisions that impact their work environment produces better quality outputs. I believe this is significant to this body due to the radical difference this presents to the long established authoritarian model used in today's military. This will be a difficult transformation, at best, without transition training in this area.

Individual Skills - Leadership Attributes

I believe that the strongest skills that today's veteran offers to the workforce of the future is in the area of leadership. The reason Xerox and other leading companies are seeking veteran and offering preferential status is due to the excellent training the military provides in personal development. Today's workforce is suffering from a general deterioration of personal habits. Discipline, attention to duty, attendance and absenteeism problems and basic decision making skills are lacking in today's youth. This state allows today's veteran to displace workers who lack these traits. In the current "downsizing" environment the strong veterans profile in leadership skills and training will be a beneficial factor in both obtaining employment and in retaining job positions.

Veterans' Support Groups - Continuing Education and Training

Pivotal to relating the civilian environment to the military will be the continuing training and skills development of persons engaged in veterans' outreach. Maintaining productivity in this area is necessary due to an increasing number of counselors involved in veterans affairs who do not have the experience of military service themselves. This, when coupled with the massive changes that are occurring in the workplace - Total Quality Management, Empowerment, Downsizing, Rightsizing, The Information Highway and other new approaches, will leave providers ill prepared without increases in inservice staff training and development. Issues of both productivity and issues of race and cultural diversity.

John A. Clendenin - Xerox Corporation**Summary:**

With the fastest growing population in the workplace being minorities and women, awareness and training has to occur within the various Military Transition Teams and the Veterans Administration itself in order to effectively incorporate the ever changing workplace realities into the counseling of our veterans.

Together with the private sector, comprehensive strategies need to be developed in an on-going basis to insure that veterans readjustment benefits continue to reflect the needs which our young men and women will require in the marketplace of civilian jobs.

These needs are no different than those of American companies who continually strive to stay in touch with their "customers", and no different than the need for Veterans support personnel to be aware and knowledgeable of the needs of their "customers". The same requirement that a counselor be conversant with issues of homelessness, drug and alcohol abuse, Post-Traumatic Stress Disorder (PTSD) and Desert Storm Syndrome should apply to being competent with the understanding of the Veterans military experience as well as the environment existing in the civilian workplace with its continuing trend towards multicultural diversity.

Attachment:

Private Sector Leadership Attributes (Xerox Corporation)

23 LEADERSHIP ATTRIBUTES

Strategic leadership

-
- | | |
|-------------------------------------|--|
| 1. Strategic thinking | Taking a long range perspective on problems, decisions, situations and events by projecting into the future, and considering the interplay of complex factors and effects. |
| 2. Strategic implementation | Able to translate corporate and operating unit strategic intent, goals and priorities into meaningful work group objectives; developing tactical plans for accomplishing higher level strategies; understanding how policy is deployed to accomplish the strategy and meet customer requirements. |
| 3. Customer driven approach | Knowing the requirements, needs, preferences, priorities and trends affecting specific customers or markets; understanding customer goals, strategies and systems; using this knowledge to ensure market driven, customer focused interactions and decisions; maintaining sensitivity to the requirements of internal and external customers through personal involvement and ongoing customer feedback. |
| 4. Inspiring a shared vision | Creating and communicating a clear and inspiring vision for change; energizing and mobilizing others toward a goal; engaging other's commitment through direct, open communication; maintaining a long-term view, while providing a framework to guide short-term action steps. |
| 5. Decision making | Choosing from alternative courses of action in a timely fashion, especially in a fast-paced, ambiguous, rapidly changing environment; managing by fact; using the best sources of information available to select and take appropriate action in uncertain situations, when both potential for gain and possibility of loss exist; assuming responsibility for the results of decisions made. |
| 6. Quick study | Able to understand business processes and issues quickly; identifying critical elements and cause/effect relationships; perceiving things in new and unfamiliar ways; making unusual associations and generating original ideas and new possibilities. |

Organizational leadership

-
- | | |
|--|---|
| 7. Managing operational performance | Prioritizing and organizing resources and people toward goals in efficient and effective ways that produce business results and incorporate control, evaluation and follow-up procedures (e.g. statistical evaluation, continuous recycling for improvement). |
| 8. Staffing for high performance | Knowing the current state of job-relevant experience, skills and competencies of individuals in the group supervised; able to select people who will meet the needs of the organization; understanding and valuing diversity in the work place; understanding how differences can effect and contribute to improved individual and group interactions and performance. |
| 9. Developing organizational talent | Recognizing that developing the work group competencies is key to the organization's success; ensuring the identification and satisfaction of developmental needs in the context of current and future jobs; providing a challenging climate to encourage subordinate development by rewarding excellence, serving as a role model, and encouraging personal and professional growth; responding differently to individuals with different developmental needs. |
| 10. Delegation and empowerment | Pushing decision making to the lowest appropriate level and developing subordinates' confidence in their ability to manage their own work; allocating sufficient authority and resources to subordinates to enable them to make decisions and act independently within their area of responsibility. |
| 11. Managing teamwork | Recognizing the importance of teams in realizing work group objectives; understanding the appropriate circumstances for the use of teams in contrast to individual work; providing direction, support, reinforcement, and coaching to work team so that the group develops increasing high performance, decision making and self-managing capabilities over time; foster openness and two-way communication and increase overall team effectiveness. |
| 12. Cross-functional teamwork | Understanding the basic roles and responsibilities of major functions in an organization and how they work cross-functionally to produce business results and support policy deployment; knowing how to negotiate and maintain working relationships across functions; recognizing diverse stakeholder needs and gaining cooperation and support based on shared organizational goals. |

- 13. Leading innovation** Improving performance results through the creation and/or management of new initiatives and activities; valuing and encouraging innovation and new ways of doing things; demonstrating confidence in others and assuring that they will not be penalized when innovative ideas fail.
- 14. Drive for business results** Taking responsibility for ensuring that work is completed within specified time and quality parameters; meeting customer and profitability requirements, even when faced with obstacles or delays; focusing on business results and the achievement of objectives and strategies.
- 15. Use of Leadership Through Quality** Committing to Leadership Through Quality as the basic business principle for Xerox; personally using and promoting Leadership Through Quality tools to solve business problems and identify opportunities; managing by fact and conducting root cause analyses which examine all relevant data to ensure accurate and comprehensive problem diagnosis; serving as role model for continuous improvement.

Managing self and others

- 16. Openness to change** Open to new ideas and willing to experiment; having a tolerance for change, ambiguity and paradox; demonstrating a willingness to learn and proactively seek feedback; actively soliciting information and views from others and using this input to make appropriate change occur; willing to revise plans and objectives when circumstances warrant change.
- 17. Interpersonal empathy and understanding** Recognizing the impact of one's own behavior on others; being sensitive to the moods, feelings and motivations of others; encouraging effective behavior in others through active listening, feedback, and persuasion; showing a genuine interest in others and their well-being.
- 18. Personal drive** Demonstrating a deep-seated need for achievement and excellence; motivated by internal standards and consistently meeting or exceeding others' expectations; thriving on challenges and persevering despite obstacles.
- 19. Personal strength and maturity** Demonstrating resilience in response to short-term and sustained stress; tolerating adversity with a realistic but optimistic outlook for the future; accepting the personal consequences of difficult decisions; having self-confidence, a sense of perspective and an ability to learn from mistakes.
- 20. Personal consistency** Evoking trust in others by being appropriately open and by behaving in predictable ways; being consistent in one's behavior towards others in the organization as well as maintaining consistency between one's words and actions; being clear and consistent in one's values and acting accordingly.

Knowledge base

- 21. Environment and industry perspective** Understanding of the technical nature of business and major global, political, economic and social trends and issues that influence the industry; awareness of products and services of leading competitors.
- 22. Business and financial perspective** Understanding of the business as a financial system; understanding key financial indicators and the financial implications of actions and decisions; translating strategic goals and plans into financial plans and budgets.
- 23. Overall technical knowledge** Understanding the features, uses and competitive value of Xerox' products and services; understanding the environment and systems in which products and services are used and how they are integrated with one another; possessing sufficient knowledge and comfort concerning hardware, software, and communications technology to interact effectively with internal resources and external customers.

Statement of William E. "Pete" Sutton, Labor Services Representative, Disabled Veteran Outreach Program, New York State Department of Labor

Good morning Mr. Chairman. My name is William "Pete" Sutton. I work for the New York State Department of Labor as a Labor Services Representative (Disabled Veteran Outreach). I am what is known as a Disabled Veterans Outreach Program Specialist or DVOP.

I wish to extend our thanks and congratulations to you and your Committee on Veterans' Affairs for holding this hearing as part of the Annual Congressional Black Caucus Legislative Weekend to focus attention on "African-American Veterans: Veterans' Readjustment Benefits and Related Issues."

Under Section 4102(A)(b)95)(A)(i) of Title 38, funding is intended to be made available to each state sufficient to support the appointment of one DVOP for each 6,900 veterans residing in such states, who are recently separated, Vietnam era or disabled veterans.

Preference in appointment is given to qualified, disabled veterans of the Vietnam Era. Their (DVOP) role is to provide the maximum amount of service with emphasis on employment, and help ensure that the needs of other economically or educationally disadvantaged veterans are addressed. DVOPs in each state are stationed in local employment service offices with at least 25% being outstationed at Veteran Outreach Centers of the U.S. Department of Veterans' Affairs and other appropriate sites. Each DVOP provides service to eligible veterans, develops job and job training opportunities through contacts made with employers (especially small and medium size sector employers) and perform other functions within the parameters allowed by law.

I served for several years as a Disabled Veterans Outreach Program Specialist based out of the New York State Department of Labor, Jamaica Community Service Center in Queens, and the Far Rockaway facility of the New York State Department of Labor. The veterans I

served at these locations were predominately of African-American heritage. I am proud to say that in that assignment, I was consistently one of the leaders in regard to the number of veterans "placed in jobs" among DVOPs in the Metropolitan New York City area. For the past five years, my assignment has been to the "Veterans Employment Hotline" of the New York State Department of Labor. In that role, I assist veterans from all parts of New York State with information on employment, training that will lead to employment, where and how to access information and assistance in obtaining Federal and state benefits. In short, we provide a myriad of services all designed to place veterans in meaningful jobs.

The "Veterans Employment Hotline" of the New York State Department of Labor was created at the direction of New York Governor Mario M. Cuomo as an essential element of the New York State "Veterans Bill of Rights for Employment Services." While veterans anywhere in the United States have certain rights to priority service pursuant to provisions of Title 38, Chapters 41, 42, 43 of the United States Code, the average veteran is often unaware of what rights he or she may have under the law. The "New York State Veterans Bill of Rights" is based on the premise that every veteran should be informed of his or her rights in a clear, concise manner and be provided with a simple but effective means of redress if those rights have been abridged. Those five rights are:

1. To ensure that veterans are treated with courtesy and respect at all NYSDOL facilities.
2. To give priority in referral to jobs to qualified veterans and eligible persons.
3. To give priority in referral to training to qualified veterans and eligible persons.
4. To give preferential treatment to special disabled veterans in the provision of all needed local office services.
5. To provide information and effective referral assistance to veterans and eligible persons regarding needed benefits and services that may be obtained through other agencies.

These are posted in several locations, in each New York State Department of Labor facility, including each waiting area. Each man and woman who comes to us for service is asked, "Did you ever serve on active duty in the United States military?" If the answer is yes, that person is provided with what we call the "wallet card" which lists their rights as well as other information and provides a copy of the toll-free "Veteran: Employment Hotline" number. I have attached a copy of this card as Appendix I to this statement and provided some originals to your staff.

At least sixteen other states have followed New York's lead and promulgated a "Veterans Bill of Rights for Employment Services" in one form or another, based on Governor Cuomo's model. Some states, such as Michigan and Ohio, have done this by enacting state laws. Other states such as Mississippi, New Jersey, Connecticut, California, West Virginia, and Florida, and others have done so by means of administrative action or Executive Order by their Governor. While New York accomplished implementation of the original "Veterans Bill of Rights for Employment Services" model by means of administrative actions, those actions are now affirmed and expanded with enactment of Chapter 553 of the Laws of New York State on July 26, 1994, which extend preference to veterans in all federally-funded employment, training, and remediation programs operated by or through New York State government entities. A copy of this legislation and the Approval Message of Governor Mario M. Cuomo is attached as Appendix II.

The purpose of this hearing is to determine the impact that this activity has on African-American veterans and their need for services to assist them in successfully readjusting to American society. In response, we believe that the ability to obtain and sustain meaningful employment at a decent living wage is at the crux of the readjustment process.

According to the United States Department of Veterans' Affairs, Analysis and Statistics Service, there are over 170,000 non-Hispanic veterans of African-American origin in New York State. There are no

reliable estimates we know of that would tell us how many of the more than 75,000 veterans of Hispanic origin in New York State are also African-American . That is more than 10% of the total veterans population in New York State and over 7% of the African-American veterans population in the Nation (only California has more African-American veterans than New York).

The median income for African-American veterans is only about 3/4 that of their white counterparts, according to the same USDVA study. African-American male veterans have a significantly lower labor market participation rate and a significantly higher unemployment rate. This accounts for at least some of the disparity in income between whites and blacks.

The disparity in objective measurement of economic well-being of African-American veterans versus their non-Hispanic white counterparts is one that is long standing in nature, and has not lessened amicably in the last twenty years.

The connection between readjustment problems due to military service and employment as a reflection of successful readjustment can best be seen by comparing statistics from the National Vietnam Veterans Readjustment Study results issued in July of 1988 with the unemployment rates of Vietnam Era veterans issued at the same time by the Bureau of Labor Statistics, United States Department of Labor (NEWS, U.S. Bureau of Labor Statistics, USDL 88-489). In Appendix III, please find graphs that compare Post Traumatic Stress Disorder prevalence rates of Vietnam combat theatre veterans by ethnic group with the unemployment rate by ethnic group from a survey conducted at the same time. (Please note that the unemployment rate for white Vietnam Era veterans who did not serve in the Vietnam theatre was only 4.2% according to this same survey).

You will note that the pattern is the same for both studies, suggesting a correlation between significant readjustment problems and ability to sustain meaningful employment. This is particularly

significant given that an increasing proportion of United States military forces are African-American and other minorities. Large numbers of these men and women serve in the combat arena and are most likely to be exposed to situations that can lead to significant post-service readjustment problems, including Post Traumatic Stress Disorder (PTSD).

We must focus on the steps Congress and others can take to address and hopefully reverse this disparity in the ability of African-American veterans to secure vitally needed services that will enable them to obtain and sustain meaningful employment, strengthening the fabric of our economic life and our communities. While we are not prepared to offer prescriptive solutions that would “solve” these problems, we would like to offer recommendations or fruitful areas of inquiry and/or action.

First, it may prove to be of particular benefit to African-American veterans if a great deal more attention and emphasis is directed toward ensuring that the elements of the United States Department of Veterans’ Affairs, specifically the Readjustment Counseling Service (Vet Centers) and Vocational Rehabilitation were truly functioning in a collaborative and active way with the United States Department of Labor funded state employment security agencies (particularly the Disabled Veterans Outreach Program) on the needs of the veteran customer at the operational level.

Second, full funding of the Disabled Veterans Outreach Program and Local Veterans Employment Representative Programs to the full number of Full-Time Employee Equivalents (FTEE) mandated in Chapters 41, Title 38, United States Code would be of significant help in providing more services at the service delivery area. These programs have been critically underfunded for the past three years. This must be seen in the context of a public labor exchange that has dramatically reduced resources from what the state employment security agencies received from the Federal Unemployment Trust Account (FUTA) as recently as six years ago to operate the basic labor exchange and unemployment compensation system.

Since 1988, New York State has lost more than half of the number of FTEE positions funded under Wagner-Peyser to operate the basic public labor exchange. While reduction in veterans staff has not been as dramatic, it has diminished the overall resources available, creating a negative impact on veterans as well as non-veterans.

Third, while we have made significant progress in securing gains in New York in both the quantity and quality of services available to veterans under Title IIA of the Job Training Partnership Act (JTPA) and under Title III of the JTPA (also known as the Economically Dislocated Worker Adjustment Assistance Act or EDWAA), these gains have only been made possible as a result of concentrated support from Governor Cuomo and the New York State Veterans Bill of Rights for Employment Services. There is no requirement in the Job Training Partnership Act or other significant federal programs which specifies priority service for veterans, much less minority veterans. In the "Governor's Coordination and Special Services Plan," submitted to the Secretary of Labor in order to secure JTPA funds for New York, Governor Cuomo has designated "veterans, particularly Vietnam theatre and other combat theatre veterans, minority veterans, disabled veterans, and recently separated veterans as a "special emphasis priority group" for special attention at the service delivery level. Action by Congress would make this possible in other states.

Fourth, since many veterans are faced with pressing basic survival needs, they find it difficult to enter into classroom training. The new JTPA rules make it much more difficult for on-the-job training (OJT) opportunities to be structured under EDWAA and Title IIA of the Job Training Partnership Act. The Service Members Occupational Conversion Training Act (SMOCTA) is a very exciting priority program for recently separated veterans. We believe that it should be extended, if indeed not made permanent as a new entitlement under the Montgomery GI Bill. It is worth noting that 49% of those who used the WWII, Korea, and Vietnam GI Bills, used it for OJT, vocational training, or apprenticeship. Such an OJT program would be useful in particular for African-American veterans in light of the income disparity previously

noted, and the need to earn an income while training. Our brothers and sisters need to be able to survive while they acquire skills which will lead toward career-oriented employment. Often the only way to do this is with a structured on the job training program.

Mr. Chairman, thank you for the opportunity to present these observations and suggestions to you and your committee today. On behalf of the Honorable John F. Hudacs, Commissioner of Labor for the State of New York, myself, and my colleagues, thank you for your leadership in holding these hearings.

STATEMENT OF H. DAVID BURGE
ACTING ASSISTANT SECRETARY FOR POLICY AND PLANNING
AND
ACTING CHIEF MINORITY AFFAIRS OFFICER
U.S. DEPARTMENT OF VETERANS AFFAIRS

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE
COMMITTEE ON VETERANS' AFFAIRS
U.S. HOUSE OF REPRESENTATIVES

SEPTEMBER 14, 1994

Mr. Chairman and Members of the Subcommittee:

It is an honor to appear before you and the Subcommittee to describe the Department of Veterans Affairs' efforts to meet the readjustment and related needs of African American veterans.

Secretary Jesse Brown and Deputy Secretary Hershel Gober are committed to ensuring that VA serves all veterans equally, without regard to racial, ethnic, religious, or gender distinctions. VA also recognizes that the veteran population, like the overall U.S. population, is heterogeneous. Therefore, our commitment extends beyond the goal of equality under the law to a broader goal of tailoring our programs and services to the special needs of veteran subpopulations. Under the leadership of Secretary Brown and Deputy Secretary Gober, VA is working diligently to improve its knowledge of, responsiveness to, and sensitivity towards all veterans, particularly minority and women veterans. These policies are consistent with President Clinton's respect for diversity in our society and Vice President Gore's customer-oriented approach to public service.

In December 1991, Congress enacted Public Law 102-218, to provide for the designation of an Assistant Secretary of the Department of Veterans Affairs as VA's Chief Minority Affairs Officer (CMAO). Secretary Brown asked the Assistant Secretary for Policy and Planning to serve in that capacity. As Acting Assistant Secretary, and therefore, Acting CMAO, I am here today to describe VA's overall goals with respect to minority and women veterans, the strategies we are using to meet these goals, and the special needs of African American veterans.

VA established two offices within the Office of Policy and Planning to support the Chief Minority Affairs Officer: the Minority Affairs Office and the Women Veterans Program Office. Secretary Brown selected two highly qualified individuals to head these offices.

Mr. Anthony T. Hawkins, Executive Director of the Minority Affairs Office, served in the U. S. Army and has 28 years of service with the VA. He has been actively involved with minority veterans issues for over five years, including a one-year Congressional Fellowship assignment in the office of Representative Charles Rangel. During that time, Mr. Hawkins assisted in the development of the VA Chief Minority Affairs Officer Act.

Ms. Joan A. Furey, Director of the Women Veterans Program Office, served as a nurse in Vietnam and has 17 years of VA service. Most recently, she was the Associate Director of Education at the VA's National Center for Post-

Traumatic Stress Disorder (PTSD) Clinical Laboratory and Education Division at the VA Medical Center in Palo Alto, California. Ms. Furey has been actively involved in women veterans issues for over ten years and helped found the first inpatient PTSD unit for women veterans in the country.

Mr. Hawkins and Ms. Furey are supported by two full-time analysts and a secretary. We have absorbed staffing, travel, and other operating expenses within existing resources. The staffing levels reflect the Secretary's policy decision that the Veterans Health Administration (VHA), the Veterans Benefits Administration (VBA), and the National Cemetery System (NCS) be actively involved in minority veteran and women veteran issues. Specifically, on September 1, the Secretary directed that VA's Administrations establish minority veterans affairs positions similar to the women coordinator positions already in place within their organizations at both the headquarters and field levels.

The goals of VA's Minority Affairs Office are to:

- (1) examine the effect of all VA policies, programs, regulations, and procedures on minority veterans;
- (2) assess the needs of minority veterans;
- (3) evaluate the service provided to minority veterans; and
- (4) partner with veterans service organizations, minority veteran consumers, community-based organizations, and VA employees to enhance and improve VA programs for minority veterans.

The goals of VA's Women Veterans Program Office are to (1) ensure that service quality and accessibility are equivalent for men and women veterans; (2) inform and encourage women veterans to use VA benefits; (3) increase public awareness women veterans' contributions to our country; and (4) partner with internal and external organizations to enhance and improve programs for women veterans.

Mr. Chairman, we described the specific objectives and initiatives which support these goals in detail in VA's response to the Subcommittee's July 8 oversight letter concerning VA's progress in implementing Public Law 102-218 which is attached to our testimony. In essence, we are using a four-fold strategy to achieve our goals and objectives.

First, we are working closely with veterans' advocates around the country to open and maintain lines of communication with them, identify the needs of minority and women veterans, and develop strategies to meet their needs. Second, we are assuming leadership roles, increasing our participation in, and developing cooperative relationships with other Federal and community organizations engaged in activities related to minority and women veterans. Third, we are developing our own VA network of individuals and organizations responsible for improving minority and women veterans' access to VA health and benefits programs tailored to meet their needs. And, fourth, we are planning to

sponsor a Biennial Conference on Minority Veterans Issues and a National Summit on Women Veterans Issues to bring together the Nation's leaders, experts, and constituents to assess our progress, identify unmet needs and barriers to services and benefits, and plan for the future.

As described in the "Chief Minority Affairs Officer Report 1991-1993" that Secretary Brown submitted to Congress in December 1993, VA is focusing on the needs of African American Veterans, Asian and Pacific Islander Veterans, Hispanic American Veterans, Native American Veterans, and female veterans. We identified for each of the five groups, their major areas of concern. Since the focus of today's hearing is on African American veterans, my testimony will center on their major areas of concern and VA's efforts to respond.

One of our first initiatives was to meet with the Congressional Black Caucus Veterans' Brain Trust, the Black Veterans of All Wars, the National Association for Black Veterans, and the National Association for the Advancement of Colored People. Each was instrumental in helping VA assess the most pressing needs of African American veterans.

As a result of these meetings and others, both in and outside VA, Secretary Brown determined that homelessness, Post-Traumatic Stress Disorder (PTSD), and the need for more African American employees in VA are his top three priorities for African American veterans. He included these priorities in his policy agenda for the Department and has

taken a personal interest in ensuring that VA plans and budgets include initiatives to address these issues.

With respect to the African American veteran population, according to the 1990 Census, there were 2.3 million African American veterans. African American veterans account for nearly 9 percent of the total 1990 veteran population of 27.2 million veterans. The 1990 Census also shows that over half (57 percent) of African American veterans but less than two-fifths (39 percent) of white veterans served in the military during the Vietnam or Post-Vietnam eras. These two periods of service accounted for over three-fourths (78 percent) of African American female veterans compared to one-half of white female veterans. For your information, we have provided with our testimony additional data describing in greater detail the demographic characteristics, geographic distribution, and utilization of VA health care services and benefits programs among African American veterans.

With respect to homelessness, about a third of the adult male homeless population may have served their country in the armed services. On any given day, as many as 250,000 or more veterans may be living on the streets or in shelters, and perhaps twice as many experience homelessness over the course of a year. Vietnam and post-Vietnam era veterans are the most numerous, and, unfortunately, a small number of Persian Gulf veterans are also showing up in the homeless population.

Almost all homeless veterans are male (about two percent are female), and the vast majority are single. Homeless veterans tend to be older and more educated than homeless non-veterans. But, similar to the general population of homeless adult males, about 40 percent of homeless veterans suffer from mental illness and, with considerable overlap, slightly more than half suffer from alcohol or other substance abuse problems. About 10 percent suffer from PTSD. Alarmingly, roughly 40 percent of homeless veterans are African American or Hispanic.

Mr. Chairman, attempts to prevent individuals from becoming homeless and to help those who are homeless reveal both the complexity of the homeless condition and the need for a multifaceted approach to tackle it. VA is proud to say that we are the only Federal agency that provides substantial hands-on assistance directly to homeless persons. Our assistance capitalizes on the fact that we offer a comprehensive continuum of health and benefits programs and have developed programs specifically targeted to the needs of homeless veterans. VA's accomplishments related to serving homeless veterans are described in detail in a fact sheet submitted as an attachment to the testimony.

With respect to new initiatives, VA in partnership with the National Coalition for Homeless Veterans, sought and secured \$500,000 from the Corporation for National and Community Service to plan and implement "AmeriCorps"

projects in Los Angeles and Houston plus a National Stand Down Event in Washington, D.C., in April 1995.

A related and important area of concern is the effectiveness of VA's loan guaranty program in serving African American veterans. In FY 1993, 11.1 percent of all home purchase loans were made to African American veterans, although they comprise only 9 percent of the veteran population. In the property management area, 16.1 percent of the properties in VA's inventory of acquired properties are being managed by African American management brokers. This compares favorably with the fact that 10.4 percent of the country's labor force is African American.

In regard to the second area of major concern, African American veterans suffer from PTSD at a rate significantly higher than white veterans: 21 percent versus 14 percent. VA's full spectrum of PTSD services nationwide has resulted in the development of a service delivery system and a level of treatment expertise that is unparalleled in any government or non-government national delivery system. This system includes a network of 202 Vet Centers; 110 PTSD treatment programs in VA medical centers and outpatient clinics; and the National Center for PTSD with sites located in Boston, Palo Alto, West Haven, and White River Junction. A more detailed discussion can be found in "The Fourth Annual Report of the National Center for PTSD - FY 1993", completed in December 1993 submitted with our testimony.

In the community, according to Vet Center workload reports, approximately 24 percent of the veterans seen and 20 percent of the visits provided were to African American veterans. On an annual basis this equates to approximately 25,000 African American veterans seen and 124,000 visits. These rates exceed the rates at which African American veterans are present in the veteran populations served by the Vet Centers.

VA's Readjustment Counseling Center African American Working Group provides educational workshops to other Vet Center staff, develops recruitment strategies, and serves as consultants regarding outreach and counseling methods specific to the needs of African American veterans. The Working Group is meeting this week to facilitate participation in the agenda of the Annual Congressional Black Caucus Legislative Weekend which includes a workshop on African American veterans and PTSD.

In response to the third area of major concern pertaining to minority staffing ratios in VA programs, it has been the policy of the Readjustment Counseling Service since 1979 to tailor its services to the needs of the particular veterans community which is being served. This policy is consistent with the Secretary's priority. Vet Center teams are planned and selected to ensure familiarity with the Vietnam and other eligible veterans' wartime experiences, and understanding of the special needs of minority, women and disabled veterans. Currently, African

American staff members at Vet Centers nationwide totals 24 percent. The specific breakdown is: 19 percent are team leaders, 24 percent are counselors, and 24 percent are office managers. These staff levels are significantly above the percent of visits by African American veterans in the Vietnam era and Vietnam theater veteran populations (11 percent and 11.5 percent, respectively).

In addition to the three areas of major concern to African American veterans, other health and benefits issues deserve special mention. Three studies published within the past year have raised concerns about African Americans' access to care for two of the Nation's most serious health problems: heart disease and stroke. In August 1993, the Pittsburgh VA Medical Center published a study in the New England Journal of Medicine which revealed that white veterans were more likely than African American veterans to undergo catheterization, angioplasty, and bypass surgery. The research indicated that social or clinical factors besides ability to pay affect the use of these procedures in African Americans and whites.

In April 1994, the West Roxbury VA Medical Center found that African Americans were less likely than whites to undergo invasive cardiac procedures in VA medical centers. The findings of the West Roxbury research, published in the Journal of the American Medical Association, confirm the results of the Pittsburgh VA Medical Center research.

Last month VA researchers at the St. Louis VA Medical Center completed a 15-year study which found that veterans with hypertension who live in the 11 contiguous states whose residents have higher death rates from stroke, also have higher death rates for all causes than veterans living elsewhere. The prevalence of hypertension among African American veterans gives us cause for great concern about these results and VA will be determining necessary follow up actions.

The Secretary directed the Under Secretary of Health to investigate fully and determine whether medical care of VA patients is determined by medical issues alone, or whether societal factors, including racism, inappropriately influence choice and use of medical procedures. To provide more definitive conclusions regarding causes of racial variation in medical care, VA has initiated five studies to examine differences in surgical procedures and outcomes, including racial differences. Three studies involving patients with acute myocardial infarction are also underway. Additional studies on cardiac care, including two specifically designed to explore racial variations, are planned for fiscal year 1995.

In terms of education, according to the 1990 Census, 42 percent of African American veterans and 49 percent of white veterans completed high school and had at least some college education; among female veterans, 59 percent of African Americans and 60 percent of white had attained this level of

education. There is a greater disparity among college educated veterans. Twenty-seven percent of African American veterans and 43 percent of white veterans had received at least a Bachelor's degree. African American veterans use GI Bill and other VA sponsored training in greater proportion than white veterans: 43 percent versus 38 percent.

In the area of employment, data from the first quarter of 1994 show similar labor force participation rates for both African American and white veterans (62 percent), However, major differences emerge between African American and white male veterans with respect to unemployment rates. Specifically, the unemployment rate among African American male veterans was 8.9 percent compared to 5.8 percent for white male veterans. For young African American male veterans 25 to 34, the unemployment rate was 10.3 percent compared to 8.4 percent for white veterans of the same age. African American female veterans have a higher unemployment rate (11.9 percent) than white female veterans (5.8 percent).

There are also significant differences in 1990 census median income levels of \$16,700 for African American veterans and \$24,900 for white veterans. Women veterans median income, \$12,500, is significantly less than that of male veterans in general. These figures underscore the need for continued emphasis on matters affecting veteran employment and economic well-being.

VA's recent contribution to economic well-being for African American veterans is in the area of minority-owned businesses. When Secretary Brown was appointed in 1993, he was distressed to learn that VA had not achieved the government-wide goal of 5 percent procurement awards being made to minority-owned small business. Historically, VA had awarded approximately 3.5 percent of awards to minority-owned small business. Secretary Brown personally established 5 percent as the goal for each acquisition office within VA and VA achieved this goal in FY 1993, awarding over \$100 million in contracts to minority-owned business. VA does not have a statistical breakdown by ethnic group, because firms need only certify that they are a minority group and do not need to indicate to which subgroup they belong; however, a substantial number of minority-owned small businesses participating in the government's program for awards to minority firms are African American. The Secretary has increased the goal for this current fiscal year to 7 percent. We intend to meet this goal.

Mr. Chairman, we are proud of the contributions made by African American veterans to the freedoms we enjoy in this country. Throughout our history and the many conflicts and wars in which we have been involved, including the Persian Gulf War and other recent hostilities, African American servicemen and women served valiantly and proudly and have our gratitude and respect. The Department of Veterans

Affairs is committed to our new emphasis on meeting their needs and looks forward to the day when we can again appear before your Subcommittee and say that we have finally achieved our goals.

In support of the Annual Congressional Black Caucus Legislative Weekend and the gathering of community-based organizations and individuals in town for this important event, we have gathered various informational materials which may be of interest to these participants and have made them available as part of our testimony.

Mr. Chairman, thank you for the opportunity to appear before the Subcommittee to discuss VA's efforts to meet the needs of African American veterans. My VA colleagues and I appreciate the testimony of the other panels of witnesses and their concerns and recommendations for improvements. We look forward to continuing to work closely with you and members of the Subcommittee towards our common goals of ensuring that VA is responsive to the needs of all its veterans.

Office of Public Affairs
News Service

Washington, D.C. 20420
(202) 535-8300



VA Fact Sheet

VA PROGRAMS FOR HOMELESS VETERANS

Feb. 1994

VA is the only federal agency that provides substantial hands-on assistance directly to homeless persons. VA's two major homeless programs constitute the largest integrated network of homeless assistance programs in the country. Using conservative estimates, VA currently directs several billion dollars from its regular or mainstream programs to assist hundreds of thousands of homeless and at-risk veterans. To increase this assistance, VA has initiated outreach efforts to connect more homeless veterans to both mainstream and homeless-specific VA programs and benefits.

Recent Initiatives

VA is directing \$70 million to its specialized homeless assistance programs this year, including grants and per diem payments to public and nonprofit groups that provide assistance to homeless veterans. Four new Comprehensive Homeless Centers also will be established, as well as eight new programs for homeless mentally ill veterans and two new domiciliaries for homeless veterans.

The Homeless Chronically Mentally Ill (HCMI) Veterans Program targets homeless veterans with psychiatric difficulties. Fifty HCMI program sites provide outreach, psychiatric and medical assessment and treatment, case management and community-based residential rehabilitation. First established in 1987, more than 12,000 veterans have been placed in the program's 200 contracted community-based treatment facilities.

The Domiciliary Care for Homeless Veterans (DCHV) Program provides medical care and rehabilitation in a residential setting on VA medical center grounds. Programs operating at 31 VA medical centers conduct outreach and referral; admission screening and assessment; medical/psychiatric evaluation; treatment, vocational counseling and rehabilitation; and post-discharge community support. Some 3,000 veterans have been served annually since 1987.

Veterans Benefits Administration Regional Offices at 58 locations have designated staff who serve as coordinators and point of contacts for homeless veterans. They visit shelters and work with community homeless groups. The Homeless Eligibility Clarification Act enables eligible veterans without a fixed address to receive VA benefits checks at these regional offices.

Readjustment Counseling Service's Vet Centers have homeless coordinators who provide outreach, psychological counseling, medical assessments, supportive social services and referrals to other VA and community programs. Some 147,000 veterans make more than 700,000 visits to VA's 201 Vet Centers each year, and roughly ten percent are homeless.

Drop-In Centers provide homeless veterans who sleep in shelters or on the streets at night with safe, day-time environments. The centers offer therapeutic activities and programs to improve daily living skills, meals, and a place to shower and wash clothes.

Compensated Work-Therapy/Therapeutic Residence Program provides structured and supervised therapeutic housing for at-risk and homeless veterans who are suffering from substance abuse problems or mental illness. VA contracts with private industry and the public sector for work to be done by these veterans. The program operates at 37 sites, six specifically for homeless veterans.

HUD-VA Supported Housing Program, a joint pilot initiative, provides permanent housing and ongoing treatment services to the harder-to-serve homeless mentally ill veterans and those suffering from substance abuse disorders. HUD's Section 8 Voucher Program has dedicated 600 vouchers for homeless chronically mentally ill veterans, and VA provides outreach, clinical care and case management services. This pilot effort was activated at 19 VA medical centers, and HUD has pledged an additional 750 vouchers to expand the effort.

Joint Social Security Administration (SSA)/VA Pilot Project provides benefits and services to homeless mentally ill veterans. SSA and VA staff locate homeless veterans and assist them in obtaining SSA and VA benefits. Three pilot sites have been established in Manhattan, Brooklyn and Dallas.

Comprehensive Homeless Centers place all of VA's homeless programs in that area into a single organizational framework to promote integration within VA and coordination with non-VA homeless programs. The centers are at the Dallas and Brooklyn VA Medical Centers, with plans to expand to four other locations.

Stand Downs are 2-3 day safe havens for homeless veterans, providing them with a temporary place of safety and security where they can obtain food, shelter, clothing and a range of other assistance, including VA-provided health care, benefits certification, ID cards and linkage with other programs. VA mainstream and homeless assistance program staff have been participants in Stand Downs for homeless veterans that local coalitions have sponsored in various cities.

GENERAL VA BENEFITS AND SERVICES TO ASSIST HOMELESS VETERANS

* VA administers a number of compensation and pension programs: disability compensation, dependency and indemnity compensation, death compensation, death pension and disability pension. Vocational rehabilitation and counseling assist veterans with service-connected disabilities to achieve independence in daily living and, to the extent possible, become employable and maintain employment.

* In the Fiduciary or Guardianship Program, the benefits of veterans determined to be incapable of managing their funds are managed by a fiduciary.

* 35 VA domiciliaries provide treatment to eligible ambulatory veterans disabled by medical or psychiatric disorders, injury or age who do not need hospitalization or nursing home care.

* Inpatient psychiatric services are provided in 22,000 psychiatric beds. Outpatient services are offered in mental health clinics, day-treatment centers, day hospital programs, and alcohol- and drug-dependence treatment programs. VA also supports contract care in community-based facilities for veterans with substance-abuse disorders.

* Community Residential Care in private homes is provided to eligible veterans unable to live independently.

* Veterans receive social work services for discharge planning from VA inpatient care and are assisted with health maintenance planning.

VA LEADERSHIP IN FEDERAL HOMELESS EFFORTS

* Secretary of Veterans Affairs Jesse Brown is co-vice chairman of the Interagency Council on the Homeless, a working group of the White House Domestic Policy Council charged with coordinating homeless assistance efforts and developing the Federal Plan to Break the Cycle of Homelessness.

* VA Deputy Assistant Secretary for Intergovernmental Affairs Dale Renaud was named to serve as special assistant on homelessness to oversee VA's homeless assistance efforts nationwide and increase coordination with federal, state and local government agencies, veterans groups and nonprofit homeless organizations.

###



THE SECRETARY OF VETERANS AFFAIRS
WASHINGTON

SEP 6 1994

The Honorable Lane Evans
Chairman
Subcommittee on Oversight and Investigation
House Veterans Affairs Committee
Washington, D.C. 20515

Dear Mr. Chairman:

Thank you for the opportunity to respond to your letter of July 8, 1994. I agree and am committed to ensuring that the Chief Minority Affairs Office (CMAO) is fully successful. Although the Executive Director, Minority Affairs Office, and the Executive Director, Women Veterans Program Office, have been in their respective positions for only seven months, I believe that they both have already made significant contributions in monitoring and assessing the needs of minority and women veterans.

Enclosed are separate Fact Sheets providing the information that the Subcommittee has requested concerning the respective programs. If you need further assistance, please contact Mr. H. David Burge, Acting Assistant Secretary for Policy and Planning and Acting CMAO at (202) 273-5033.

Sincerely yours,

A handwritten signature in cursive script that reads "Jesse Brown".

Jesse Brown

JB/ath

Enclosures



Putting Veterans First

FACT SHEET

Issue:**Response to questions from Congressman Lane Evans on Minority Affairs Office**

1. The program goals of the CMAO are as follows; to examine the effect of all VA policies, programs, regulations, and procedures on minority benefits recipients; to assess the needs of minority group members; to evaluate the service provided to minority group members; and to partner with Veterans Service Organizations (VSOs), minority veteran consumers, Community Based Organizations (CBOs), and VA personnel to enhance and improve VA programs for minorities. Short-term goals (six months to one year) include establishing policies and guidelines for existing programs, conducting reviews on specific cases, initiating outreach and networking efforts and developing an office operation plan and program evaluation procedure. Additionally, we intend to establish an external structure to assist CMAO in planning and conducting assessments and reviews of VA policies, regulations, programs and activities. We are currently working with the VA Administrations and key staff offices to assess VA's use of bilingual publications and forms, and also with VHA concerning Post Traumatic Stress Disorder (PTSD) treatment, counseling, and coordination of training to insure cultural sensitivity. Furthermore, we plan to ask for an external review of the Native American Direct Loan program to determine why so few loans have actually been made.

Long-term goals will follow establishment of a CMAO Steering Committee comprised of representatives from major VA organizations, and VA working groups to conduct scheduled program evaluations, policy reviews, and plans for new programs. We plan to conduct the first of a series of minority affairs conferences in FY 1995 and every two years thereafter.

Inventory of Benefits and Health care Activities unique to Minority Veterans:

2. VA has not established a comprehensive inventory of benefits or health care activities that uniquely effect minority or women veterans. Plans for establishing and updating such an inventory will commence within the next three months.

Identifying Priorities:

3. The process and procedures to be used to identify and prioritize policy and program concerns and to set short and long range goals will be through the CMAO Steering Committee that will function similar to a board of directors. These committee members, who would represent the major program administrations and key staff offices, will have direct access to resources that can be assigned to CMAO projects, especially those that effect their areas of responsibility.

No formal plan of action has been developed to address the seven major issues identified in the first CMAO Annual Report. We have targeted and plan to address certain major issues: cultural ignorance and insensitivity, language, PTSD and transportation. We also have selected items that address at least one issue unique to an individual minority group. Some areas of concern are being addressed by other elements within VA. The Special Assistant to the Secretary for Homeless Veterans programs is addressing the homeless matter. The CMAO Executive Director serves on the Homeless Veterans Program working group and monitors efforts on behalf of minority veterans. Economic opportunity is an area being addressed by the Director of Small and Disadvantaged Business Opportunity and another Special Assistant to the Secretary. The Executive Director meets periodically on an as need basis to discuss economic development and minority business issues. He will also work closely with The Advisory Committee on Readjustment of Vietnam, other War Veterans, and the minority working groups of the Readjustment Counseling Service (RCS) concerning PTSD issues.

The top seven issues were identified when several working groups made visits to selected minority veterans groups. The items were included in the annual report. PTSD, cultural ignorance and insensitivity cut across all groups. The issue of language was of concern to Asian and Hispanic groups. Homelessness was an African American concern. Native Americans were concerned about transportation and access to VA programs. Asian Americans were concerned about economic development.

VA program data will be used to identify and assess problems related to key issues areas. Very little of this data is maintained in a format that would allow us to assess minority utilization of VA programs thus allowing us to determine the effect of policy and regulations on minority veterans. Much of the information the CMAO will use will be obtained through input from individuals and organizations interested in minority affairs matters. We will do preliminary assessments and determine if more detailed investigation is warranted.

We also plan to develop a data base of VA policies, programs and activities and schedule them for cyclical assessments to determine their impact on minority veterans. We will also be responsive to the special interests of the Secretary and Deputy Secretary.

VA will utilize census data as well as internal reports derived from the Patient Treatment File (PTF), medical files, and other workload information. We will also utilize IG and GAO reports as well as VSO visitation reports to help us to continue to identify and assess the needs of minority and women veterans and to determine the effectiveness of VA in meeting those needs. We have also entered into preliminary discussion with VBA officials about developing ethnic, racial, and gender indicators in its data files to enable us to manipulate data files and capture information based on race and gender. Without such indicators it would be difficult but not impossible to gather such data.

Structure:

4. The CMAO is establishing a network of minority affairs representatives at the headquarters and field levels. We also will establish a steering CMAO committee comprised of representatives from VHA, VBA, NCS, and other key offices. We will regularly meet the Chief of Staff and the Under Secretaries for Health and Benefits, and the Director, NCS to discuss CMAO and related issues. We also plan to meet regularly with VSOs and civil rights groups to discuss minority issues. We will also meet with State and Local veterans organizations and health care officials to discuss joint efforts that could be undertaken to address minority veteran concerns. The CMAO will participate in conferences and seminars where we will be able to exchange information about what the CMAO is doing and learn about areas that the office may need to address.

Resources Current and Projected:

5. Currently the CMAO office is staffed with a GS-14 Executive Director, Minority Affairs Specialist; a GS-12 Management Analyst; and a 1/2 FTEE GS-7 program assistant that is shared with the Women Veterans Program Office. The addition of associated working groups and minority affairs representatives should provide the necessary resource to accomplish planned reviews and assessments. Furthermore, since the CMAO is also the Assistant Secretary for Policy and Planning, the entire Office of Policy and Planning is available to supplement CMAO activities as needed. The CMAO office was allocated \$10,000 for the balance of FY 1994 to cover travel, and other program needs. Funding to support CMAO activities for the entire year will be provided in FY 1995. Budgets for FY 96 and beyond are being developed.

Conclusion:

VA leadership is committed to the ideals, goals, and objectives embodied in the Chief Minority Affairs Officer Act of 1991. With this support, we will continue to expend and accelerate the activities discussed above.

FACT SHEET

ISSUE:

Response to questions from Congressman Lane Evans on Women Veterans Program Office

DISCUSSION:

Women, as a group, are generally not considered a minority within our society as they make up close to 51% of the total population. However, due to various factors, including restrictions on the occupational eligibility of women in the military and the long-standing cap on the number of women allowed in active service, the number of women in the military has been limited. The Department of Veterans Affairs, a health care and benefit system has been designed to care for veterans, historically focused on the needs of men. The Women Veterans Program Office was established to address these issues and eliminate any confusion or competition between the needs of women veterans and minority veterans. The concerns and issues of women are separate and distinct from those of minority veterans and thus the priorities for women are different. It is imperative that neither the Congress or the VA lump the needs of these groups under one set of issues or priorities for if this is done women's concerns regarding sensitive, gender-specific, and gender-neutral services may once again get lost under the priorities of the ethnically diverse majority.

The Women Veterans Program Office identified seven short term goals to be completed within six months of its opening (July '94). All seven of these goals have been met. They were:

1. Define the overall mission and goals of the office and gain concurrence from appropriate personnel within the organization.
2. Develop an organizational plan that defines the placement of the office within the organization, and the channels of communication necessary to effectively work with all elements of the Department and obtain concurrence from appropriate personnel within the organization.
3. Develop a collaborative and consultative relationship with the organized veterans community and elicit their concerns regarding services to women veterans.
4. Improve outreach activities to both the formal and informal women veteran community to assess the service and benefit needs, their perceptions of VA services, their knowledge of personal eligibility and current barriers to complete access of VA services.

5. Develop collaborative relationships with other Federal and community agencies who are involved in the delivery of services to women generally and women veterans specifically.
6. Initiate a preliminary assessment of the status of major issues regarding women veterans as reported by the General Accounting Office, Inspector General, and Congressional testimony.
7. Develop a strategic plan reflecting the concerns identified, prioritize items according to importance and implement strategies to correct and/or improve services.

The mission of the Women Veterans Program Office is to:

- 1) Advise the Secretary on all issues affecting women veterans;
- 2) Ensure that women veterans receive the recognition, support, health care, and benefits they earned in service; and
- 3) Become a leader and advocate on all matters affecting women veterans.

The goals of the Program Office are:

- 1) Ensure that service quality and accessibility are equivalent for men and women veterans;
- 2) Inform and encourage women veterans to use VA benefits;
- 3) Increase the awareness of the public of women veterans contributions to our country;
- 4) Partner with internal and external organizations to enhance and improve programs for women veterans.

To accomplish these goals, initiatives originating from this office will focus on these areas:

- 1) program development;
- 2) policy/guideline review and development;
- 3) outreach and networking.

During the first 6 months of office operations, the program director met with the Secretary, Deputy Secretary and Assistant Secretary of Policy and Planning to establish a clear understanding of their goals for this office. Meetings were also held with the Under Secretary of Health, Under Secretary of Benefits and Director, National Cemetery System, to discuss the role of the office within the Department to establish guidelines for the communication, discussion, and approaches to addressing issues of concern.

Additional activities during this time centered around formally meeting and briefing the national representatives of the chartered veterans service organizations and state Department of Veterans Affairs. These meetings provided an opportunity for the free exchange of ideas and concerns regarding women veterans issues, individual group constituencies and active collaboration and consultation activities. These meetings ultimately led to the Director, WVPO being formally invited to meet with the Women Veterans Committee of Vietnam Veterans of America, the Women Veteran members of the Disabled Veterans of America, and invitation to be a group facilitator at DAV's first national forum on women veterans issues.

Because the women veterans community tends to be organized more around social groups than political action groups, and less involved in the mainstream veteran organizations, the WVPO sent out over 200 letters to all organizations listed in the Veterans Organization Directory, the Women in Military Service Memorial Fund, and any other group that identified itself with women veterans. These included, but were not limited to, the William Joiner Center, The African-American Women Veterans Organization, and the Navajo Women Veterans Organization. Additionally, the Director made 7 site visits to VA facilities where she met with women veterans from the local communities to discuss their responses to VA services in order to accurately reflect their expressed concerns in the overall strategic plan. Similar meetings were held with VA personnel in both health care facilities and regional offices in order to assess the employees perspectives of the services they provide to women. The resulting recommendations therefore reflect a balanced assessment of the needs and concerns of women veterans from both the consumer and provider perspective.

This assessment has resulted in the following priorities being established by the Director of the Women Veterans Program Office.

1. Privacy in health care facilities,
2. Education and training of VA personnel,
3. Sexual Trauma Claims Processing,
4. Comprehensive Assessment of Women Veteran Resources within VA, and
5. Development of active collaboration with Federal and community agencies addressing women's issues.
6. Resources

The 5 year strategic plan of the WVPO, designed to address these and other issues is currently being developed and will be completed by the end of this Fiscal Year. However, in an attempt to keep you informed of our progress in meeting the outlined objectives, the following is a summary of the current activities of the WVPO addressing the 5 areas identified as priorities.

1. Privacy:

Privacy, or the lack thereof, has been consistently identified as a major deficiency in VA facilities providing health care services to women veterans. These concerns have been repeatedly expressed by the GAO, the IG and U.S. Congress. These concerns have been reiterated by both women veteran consumers and VA health providers during the site visits made by the WVPO director over the last six months. In order to effectively address this issue the WVPO has initiated the following:

A. VHA has been requested to provide an assessment of their current policies and guidelines, including those related to renovation and construction criteria addressing privacy concerns, to the Director, WVPO .

B. The Director, WVPO has met with members of VHA to discuss the concerns of patients regarding privacy. A task force representing the involved clinical services has been established and is working at developing innovative approaches to addressing these issues.

C. The Director, WVPO, continues to meet with members of the Office of Construction Management, to review current criteria and practices in regard to VA renovation and construction plans. Collaboration activities have begun to determine the most effective way to ensure that privacy considerations are included in all future construction and given priority status in current projects.

2. Education and Training:

VA's relative inexperience in dealing with and treating women veterans has often been misconstrued as a lack of interest or concern for their general well-being, or misinterpreted as intentional discrimination on the part of the Department or its representatives. The assessment of the WVPO has concluded that although there may be individual cases of insensitivity towards women veterans, the majority of the problems encountered are due to ignorance rather than malevolence. Educational initiatives to address these issues are being designed in collaboration with VBA and VHA. These include:

A. Development of videotaped materials to educate and inform both VA personnel, Veteran Service Organizations and the general public of the contributions of women veterans to the United States. This tape is in process.

B. Development of videotape materials to educate non-clinical staff on interviewing women veterans in a sensitive and caring manner, being alert to approaches and questions that may be construed as insensitive, offensive or harmful by women veterans. This project is in the script development phase.

C. Expansion of the National Training Program on Women Veterans to address Primary Care issues related to Women Veterans health care. Planning in process for implementation in FY' 95.

D. Provision of consultation and collaboration to local and regional facilities on the development of facility based training programs addressing women veterans issues: Ongoing.

3. Sexual Trauma Claims Processing:

The claims processing activity related to sexual trauma in military service has created a number of problems for both the VA and its beneficiaries. Aside from the educational processes necessary to prepare staff in working with this emotionally traumatized population, pragmatic problems related to statistical record keeping, lack of documentation in military records, influence of prior trauma histories on current PTSD development all add to the complexity of this issue. VBA has agreed to work with the Director of WVPO in clarifying these issues and proposing recommendations.

A. This initiative is scheduled to start in the first quarter of FY' 95.

4. Comprehensive Assessment of VA Programs for women:

At the present time, there is no resource available that lists or provides a description of the resources available for women veterans throughout the system. This prevents us from easily identifying either those facilities with comprehensive service or those with significant deficiencies. It also impedes the referral of women veterans from one facility to another and the search for appropriate treatment can be time consuming.

A. The National Center for Cost Containment has offered their assistance in developing, implementing and compiling the results of a national survey on women veterans resources within the VA.

B. The WVPO has made a formal request for this assistance and has identified representatives from the field to serve on a TAG to design the survey.

C. The WVPO will be working with the National Center for Cost Containment to establish timelines for the completion of survey activities. It is anticipated that the end result of this activity will be a Resource Guide for women veterans programs that will be available to all VA facilities.

D. Plans are currently underway for VA to sponsor a National Summit on Women Veterans Issues to bring together veterans and providers to identify and address the major issues confronting women veterans as we enter the 21st century.

5. Development of Collaborative Activities:

Active collaboration with other Federal and community agencies provides VA with opportunities to include the consideration of women veterans issues in the community at large. Such exposure can only enhance the communities knowledge of the unique issues facing women veterans and help VA in utilizing all resources available to improving overall service delivery. Many issues related to women veterans overlap into the general community populations, where women's veteran status is frequently overlooked and rarely assessed. Furthermore, collaboration with the community provides an opportunity for VA to expand its research and resource base in investigating those issues specific to women and in providing cohort groups that allow for valid comparisons to be made to elicit differences between women veterans and their civilian counterparts. The need for this activity has been underscored by the success of the following initiatives:

A. Active involvement with HHS in developing a national action plan against breast cancer. Provide VA the opportunity to work closely with leaders in the field in developing and designing programs geared towards the early detection, diagnosis and treatment of breast cancer status: 1st draft of VA plan completed 7/94.

B. Involvement with HHS on above initiative resulted in the development of an interagency working group on environmental issues and women health. Interested agencies include VA, DOD, and State, all of whom have women employees who may be at greater risk for exposure to Environmental hazards not common in civilian women. Status: 1st meeting held at HHS 8/94.

C. Exploratory meetings with Department of Labor indicate great potential for exploring employment issues and women veterans. Results of 1990 census, indicating high unemployment rates among women veterans compared to their civilian counterparts underscores the need for such activity. Status: Initiate meeting: 1st quarter '95.

D. Exploratory meeting with Defense Advisory Committee on Women in the Service indicates potential for mutual collaboration in assessing environmental, health, outreach and other activities common to our respective populations. Change of command in June of this year resulted in delay of active collaboration activities. Status: Follow-up meeting: 1st quarter '95.

E. Participation in the Center for Mental Health Services Conference on Women, Abuse and Mental Health: Shaping a National Agenda. As a member of the Maximum Agreement Panel at this conference the Director of the WVPO was directly involved in the deliberations designed to put forward a national agenda to address the issue of abuse and violence on their impact on the mental health of women.

6. Resources

Currently the WVPO is staffed with a GS-14 Executive Director and a .5 program assistant (shared with CMAO). A program analyst has been detailed to the office since April of '94. The WVPO also has access to the entire staff of the Office of Policy and Planning to support its activities as needed. The WVPO has also developed a close collaborative relationship with the Women Veterans Health Programs Office in VHA and is able to call upon the National, Regional local women veteran coordinators when appropriate. Additional support from the ACMD for Environment and Public Health, the Office of Academic Affairs and the Health Services Research Administration has been provided upon request.

A. Additional Staffing: The position description for a GS-12 program analyst for permanent assignment within the WVPO has been classified and will be announced shortly. It is anticipated this position will be filled before the end of the FY. Additional staffing requirements will be evaluated on an ongoing basis and determined based on the developing workload of the office.

B. Resources: The WVPO was allocated \$10,000 for the balance of FY 94 to cover travel, operations, special projects and miscellaneous expenses. Funding to support WVPO activities for the entire year be will provided in FY 95. Specific project submissions with budget estimates are in process and will be submitted for approval by the end of the FY.

This is a summary of the current goals and objectives of the Women Veterans Program Office. It is anticipated that the results of these initiatives will result in the development of policy development and recommendations within the Department and the identification of new initiatives necessary to address the needs of women veterans.



**FACTS ABOUT AFRICAN AMERICAN
VETERANS**

**Analysis and Statistics Service
National Center for Veteran Analysis and Statistics
Assistant Secretary for Policy and Planning
September 1994**

Demographic Characteristics

Number and Socio-Demographic Characteristics of Veterans

- According to the 1990 census, there were 2,330,000 Black veterans living in the United States.
- Black veterans accounted for nearly 9 percent of the total 1990 veteran population of 27,184,000 living in the United States.
- The 1990 census showed that over half (57 percent) of Black veterans but less than two-fifths (39 percent) of White veterans served in the military during the Vietnam or Post-Vietnam eras. These two periods of service accounted for over three-fourths (78 percent) of Black female veterans compared to one-half of White female veterans.
- Differences between Black and White veterans with respect to period of service are reflected in age differences between them. Black veterans are generally younger than White veterans. In 1990, the median age of Black veterans was 47 years compared to 56 years for White veterans. More than one-in-five (21 percent) Black veterans but less than 10 percent of White veterans were under age 35.
- Among Black veterans, females are generally younger than males. The median age of Black female veterans in 1990 was 13 years less than the median age of Black male veterans (35 years versus 48 years). Nearly one-half (49 percent) of Black female veterans were under age 35 compared to 19 percent of Black male veterans.
- The 1990 census showed that 6 percent of all Black veterans were females compared to 4 percent of White veterans.
- Among female veterans, 12 percent are Black, while 31 percent of females in the active-duty military are Black .
- According to the 1990 census, slightly more than half (53 percent) of Black veterans but more than three-quarters (76 percent) of White veterans were married and living with their spouses. Males were more likely than females to be in a marriage with their spouse present among both Black veterans (54 percent versus 39 percent) and White veterans (77 percent versus 56 percent).

- The 1990 census showed that 42 percent of Black veterans and 49 percent of White veterans completed high school and had at least some college education; among female veterans, 59 percent of Blacks and 60 percent of Whites had attained this level of education.
- According to the 1990 census, 27 percent of Black veterans and 43 percent of White veterans with a college background had received at least a bachelor's degree .
- Current Population Survey (CPS) data from 1993 show that among U. S. Blacks overall, the percentage of the population in the labor force is very similar for veterans (66 percent) and non-veterans (62 percent). Nevertheless, major differences emerge when the sexes are examined separately. Among Black males, 55 percent of veterans were in the labor force compared to 69 percent of non-veterans. The pattern is quite the opposite among Black females, with 81 percent of veterans in the civilian labor force as compared to 57 percent of non-veterans.
- The 1993 CPS shows that unemployment rates were generally higher for Blacks than for Whites within corresponding gender, wartime and peacetime veteran, and non-veteran categories. For example, the rate for Black male veterans was 9.9 percent compared to 5.1 percent for White male veterans. The rate for Black female veterans was 14.1 percent compared to 7.1 percent for White female veterans.
- The 1993 CPS shows that unemployment rates were higher for male non-veterans than for male veterans of any period of service for Blacks and Whites.
- Among Black and White females, high unemployment rates for peacetime veterans resulted in overall higher unemployment rates for veterans than for non-veterans.
- Data from 1982, 1987 and 1992 CPS show the median income of Black veterans as falling between the median incomes of all veterans and all Blacks. In 1992, Black veterans showed a median income (\$18,000) approximately midway between all veterans (\$23,800) and all Blacks (\$11,500).
- According to the 1990 census, the median 1989 income was \$16,700 for Black veterans and \$24,900 for White veterans.
- Male veterans in general have higher income than female veterans. Data from the 1990 census show that among Black veterans, males have a median income of \$16,800 compared to \$12,900 for females; for White veterans, the median income of males was \$25,600 compared to \$12,600 for females.

- The 1987 Survey of Veterans shows that more than one-in-five Black veterans (21 percent) but only one-in-ten White veterans (10 percent) had family incomes in 1986 of less than \$10,000. Less than one-in-five Black veterans (19 percent) but more than three-in-ten White veterans (31 percent) had family incomes of \$40,000 or more. About one-in-ten veterans of either race did not have an ascertained family income.
- According to the 1987 Survey of Veterans, Black veterans were less than one-third as likely as White veterans (9 percent versus 30 percent) to report family assets of \$40,000 or more. Nearly half of Black veterans (49 percent) and 30 percent of White veterans had no reportable assets.

Where Veterans Are Located

- In 1990, the five States with the largest number of Black veterans were California (228,600), New York (173,500), Texas (161,100), Illinois (127,400), and Georgia (120,700).
- In 1990, the five States with the smallest number of Black veterans were Vermont (170), Montana (230), South Dakota (310), Idaho (370), and Wyoming (390).
- In 1990, the highest percentage of Black veterans was in the District of Columbia, with 69 percent, followed by Maryland, with 21 percent; the State with the lowest percent of Black veterans was Montana with less than 1 percent (0.2 percent).
- According to the 1990 census, there were 574 per 100,000 Black male veterans in emergency shelters for the homeless as compared to 427 per 100,000 Black male civilian non-veterans.

Veterans' Benefits

Health Care

- The 1987 Survey of Veterans shows that slightly less than half of Black veterans (48 percent) and slightly more than half of White veterans (55 percent) described their health status as excellent or very good. Black veterans were more likely than White veterans to describe their health status as fair or poor (30 percent versus 19 percent).

- According to the 1987 Survey of Veterans, one third (33 percent) of Black veterans and 30 percent of White veterans reported a health condition and/or disability that limits activity. Among these disabled veterans, Blacks were more likely than Whites to receive service-connected compensation or military retirement (29 percent versus 21 percent) as well as other types of financial assistance (29 percent versus 17 percent).
- The 1987 Survey of Veterans shows that Black veterans were almost twice as likely to be without health insurance coverage (22 percent) as White veterans (12 percent). Among veterans with health insurance coverage, Blacks were somewhat more likely than Whites to have coverage that was employment-related (through employer, retirement benefit or union).
- According to the 1987 Survey of Veterans, the percentage of veterans using Department of Veterans Affairs (VA) hospitals was more than twice as high for Blacks (39 percent) as for Whites (19 percent). Among veterans not using VA medical facilities, Blacks were more likely than Whites to cite a lack of need for medical care (16 percent versus 13 percent) or other closely related reasons. Whites were more likely than Blacks to cite use of own physician (44 percent versus 34 percent) or adequate health insurance (34 percent versus 22 percent) as reasons for not using VA facilities.

Education and Home Loans

- The 1987 Survey of Veterans shows that the GI Bill or other VA sponsored training was used in greater proportion by Black veterans (43 percent) than by White veterans (38 percent).
- According to the 1987 Survey of Veterans, Black veterans or their spouses were less than half as likely (16 percent) as their White counterparts (35 percent) to own a home free and clear (without mortgage). Conversely, Black veterans were more than twice as likely as White veterans (38 percent versus 18 percent) to have a residence that they neither owned nor were in the process of buying.
- Although a greater percentage of Black veterans (21 percent) than White veterans (13 percent) held a VA mortgage at the time of the 1987 survey, the percentages of veterans who had ever used a VA home loan were essentially the same for Blacks (33 percent) and Whites (34 percent).

STATEMENT OF PRESTON M. TAYLOR JR.
ASSISTANT SECRETARY OF LABOR FOR
VETERANS' EMPLOYMENT AND TRAINING
BEFORE THE
U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON VETERANS' AFFAIRS
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

September 14, 1994

Good morning Mr. Chairman and Members of the Subcommittee. My name is Preston Taylor. I am the Assistant Secretary of Labor for Veterans' Employment and Training Service (VETS). I am pleased to appear before you today and have this opportunity to discuss issues regarding the employment and training of African American veterans.

Since the emergence of the early American military structure, African Americans have volunteered to be in uniform, bear arms and place themselves in harm's way to protect American interests. Only recently, however, have the historic contributions of African Americans to this Nation's defense been adequately recognized. African American veterans, like all veterans, have made the supreme sacrifice and faced peril in the line of duty. They have done so without regard to race.

Mr. Chairman, Secretary Reich and I are committed to a policy which assures that all returning service members have the opportunity to obtain special employment services, before and after separation. Where the data show that a particular demographic group is not being effectively served, it is appropriate to focus more attention and resources on that group.

This morning I will describe new programs and initiatives that will assist African American veterans, particularly young, recent separatees, and other groups of veterans where we find pockets of relatively high unemployment. First, however, I would like to describe the ways in which VETS assists African American veterans by serving all veterans.

In 1933, the Wagner-Peyser Act was passed establishing the first unified national labor exchange system. This law established a veterans' employment service in each of the State Public Employment Service Agencies and acknowledged the need to place a special emphasis on helping veterans find employment.

During World War II, Congress augmented the Wagner-Peyser Act to ensure that unemployed veterans received additional, focused assistance in their search for employment. The Servicemen's Benefits Act of 1944 created the Local Veterans' Employment Representative (LVER) program. Today, this program funds staff positions in more than a thousand local offices of the public employment service systems of the fifty states, the District of Columbia, Puerto Rico and the Virgin Islands. These LVER positions are dedicated to ensuring that veterans receive adequate labor exchange information, referrals to job openings and other employment related services.

More than thirty years later, following the close of another war, the Disabled Veterans' Outreach Program (DVOP) was established in 1977 as part of President Carter's Economic Stimulus Package. At the time, the DVOP was a temporary program designed to improve the quality of services made available to disabled veterans. Emphasis was placed on services to Vietnam-era disabled veterans who were in need of employment assistance. In 1980, Public Law 96-466 gave the DVOP permanent program status. This legislation re-emphasized priority of services for disabled and Vietnam-era veterans and broadened the list of activities to be carried out by program staff.

Over the last six years, more than 5,000,000 veterans have been served by the DVOP and 4,000,000 by the LVER program, working in partnership with the Public Employment Service. Last year alone, 1.8 million veterans registered with the Employment Service and over half a million veterans were helped into jobs by staff funded by the DVOP and LVER programs and other staff of the State Employment Service Agencies. We do not know exactly how many African American veterans were served by these programs, as well as by the Service Members Occupational Conversion and Training Act. However, we believe the

number to be significant given the relatively high unemployment rate for African American veterans, especially among those who have recently separated.

Now I would like to turn your attention to programs administered by VETS that are targeted to assist groups of veterans that have not been adequately served. The Homeless Veterans' Reintegration Project (HVRP), funded under the Stewart B. McKinney Act, targets employment and training services to veterans who lack both shelter and income. Currently, the HVRP funds 32 grants that serve 8,415 veterans. We anticipate that of this number, 3,800 will have found employment by the end of this current fiscal year. Perhaps because most of the grants funded through this program go to urban areas, we have found that from year-to-year, approximately half of the veterans served are African Americans.

VETS also administers programs funded under Title IV, Part C of the Job Training Partnership Act. Since Program Year 1989, services funded under this program have been targeted to veterans who are "most-in-need" - - training is emphasized for those veterans for whom there are no other available training resources. In an evaluation of the program in 1991, we found that over twenty-five percent of the participants served were African Americans. Whereas in the past, grants provided through this program were offered to all states and funded on a formula basis, beginning this year fewer, but larger, grants are being awarded on a competitive basis. We have just completed the first competition under this new system wherein fourteen states received grant awards. Over a two-year period, we expect these grants to provide job skills training to 7,000 veterans. Data on the minority group veterans served by these grantees will be collected.

Another program that increasingly has become a vital part of VETS' array of employment and training activities is the Transition Assistance Program. This program, more commonly referred to as TAP, has increased in both size and effectiveness in order to respond to the circumstances created by the on-going military downsizing. TAP instructs separating military men and women and their spouses on how to find employment in the civilian labor market. In a TAP workshop, servicemembers are given labor market

information, assistance in developing resumes, and training in the skills, methodologies and practices required to develop a promising job search strategy and obtain a civilian job. TAP is currently available at 204 sites in 43 states and, on average, delivers 300 workshops each month. In Fiscal Year 1993, TAP provided services to approximately 145,000 participants and, based on enrollments to date, another 160,000 will have been trained by the end of this fiscal year.

We are proud of TAP's success in helping veterans, including African American veterans, find jobs. A recent evaluation of TAP revealed that servicemembers who participated in TAP workshops found employment approximately three weeks sooner than non-participating counterparts. Because recently separated veterans are at a disadvantage in competing in the civilian job market, TAP is vital to the employment potential of every separating service member.

Current data provided by the Bureau of Labor Statistics indicate that peacetime veterans between the ages of 25 and 34 - - the range that is most typically representative of the recently separated veteran group - - are less likely to find work than are their non-veteran counterparts. The current unemployment rate among peacetime veterans in this age range is 8.8 percent, whereas the rate for their non-veteran counterparts is 6.7 percent.

The employment circumstances for recently separated African American veterans, however, are significantly worse. The unemployment rate among African American veterans in the 25 to 34 year age group is 13 percent, an indication of the need to focus more of our resources on this segment of the veterans' population. We believe that the first step in ameliorating the high unemployment rates among these young veterans is to maximize their opportunities for participation in the TAP workshops. This past summer I convened an inter-agency committee to look into the possibilities of expanding TAP to serve more separatees and have begun to implement initiatives based on their suggestions and findings. In Fiscal Year 1995, we hope to increase participation in TAP workshops by 14 percent.

The current overall unemployment rate among African American veterans is 10.2 percent. The rate among African American non-veterans is 11.5 percent. That African American veterans are somewhat more likely to find employment than their non-veteran counterparts is something we have known for many years. This difference in employability suggests that the training and work experience gained from the military and, perhaps augmented by the specialized services described above, may provide a favorable advantage to African American veterans in the job market over their non-veteran peers. However, when compared to the current 5.8 percent unemployment rate found among all veterans, this unemployment rate among African American veterans, which is almost twice as high, is evidence of our need to re-focus the attention of our primary resources, the DVOP and LVER staff, on the veterans most-in-need.

Mr. Chairman, I would note that African Americans are not the only group of veterans among whom we find pockets of relatively high unemployment. The unemployment rate last year for Hispanic veterans was 8 percent and the corresponding rate for women veterans was 8.4 percent. In recent times, the unemployment rate among special disabled veterans has generally approximated 8 percent. Inferential and anecdotal information suggests that the unemployment rate is even higher for Native American veterans. To assist these particular groups of veterans and further combat these high unemployment rates, we believe a change in the way services are currently targeted in the DVOP and LVER programs is required.

In Fiscal Year 1995, we will pilot a case management study through the DVOP and LVER grants in four states. In this demonstration, case management services will be provided to all veterans who have been assessed and found to have significant barriers to employment. These veterans will be referred to either a specific DVOP or LVER staff person for case management services. In essence, the veteran's case manager will ensure that he or she receives a full range of services that are considered necessary to address the veteran's particular barriers. Further, the case manager will maintain recurrent contact with the veteran on no less than a monthly basis to ensure that he or she is receiving adequate

services and is making appropriate progress towards gainful employment. I hope to have the opportunity to appear before you at some time in the future to discuss the results of this five-state study.

Mr. Chairman, Secretary Reich and I are committed to assuring that African American veterans, as well as all veterans succeed in the civilian workforce. Veterans have earned the right to this special service because of their extraordinary service to this country. We are concerned with high levels of unemployment among African American veterans who are most-in-need. We believe that expanding the TAP program to serve more separatees, and directing DVOP and LVER resources to serve veterans who have significant barriers to employment will increase employment opportunities for our African American veterans.

Thank you for this opportunity to describe some of VETS' employment and training services and our concerns and plans regarding the employment of African American veterans. I would be happy to answer any questions you might have at this time.

STATEMENT OF
LEONARD R. KLEIN
ASSOCIATE DIRECTOR FOR CAREER ENTRY
U.S. OFFICE OF PERSONNEL MANAGEMENT

before the

SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS
COMMITTEE ON VETERANS' AFFAIRS
U.S. HOUSE OF REPRESENTATIVES

on

"AFRICAN-AMERICAN VETERANS:
VETERANS READJUSTMENT BENEFITS AND RELATED ISSUES"

SEPTEMBER 14, 1994

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

I AM VERY PLEASED TO BE HERE TODAY TO DISCUSS WITH YOU THE EMPLOYMENT OF AFRICAN-AMERICAN VETERANS IN THE FEDERAL GOVERNMENT. WE ARE PLEASED AT THE ADVANCES THE GOVERNMENT HAS MADE IN INCREASING OPPORTUNITIES FOR AFRICAN-AMERICAN VETERANS. AS OF SEPTEMBER 1993, MORE THAN 85,000 AFRICAN-AMERICAN VETERANS WERE WORKING FOR THE FEDERAL GOVERNMENT.

AFRICAN-AMERICAN VETERANS ARE AMONG THOSE WHO HAVE ACCESS TO A RANGE OF PROGRAMS ADMINISTERED BY THE OFFICE OF PERSONNEL MANAGEMENT (OPM), WHICH ARE DESIGNED TO ENABLE THE GOVERNMENT TO RECRUIT AND RETAIN VETERANS IN JOBS SUITED TO THEIR SKILLS. FOR EXAMPLE, STATUTORY PROVISIONS GRANTING VETERANS' PREFERENCE IN COMPETITIVE CIVIL SERVICE APPOINTMENTS, AS WELL AS IN RETENTION RIGHTS, CONTINUE TO RECEIVE STRONG SUPPORT FROM THIS ADMINISTRATION.

THE VETERANS READJUSTMENT APPOINTMENT AUTHORITY, OR VRA, ALLOWS ELIGIBLE VIETNAM-ERA AND POST-VIETNAM VETERANS TO BE HIRED NONCOMPETITIVELY AND TO BE CONVERTED TO PERMANENT APPOINTMENTS AFTER 2 YEARS OF SUCCESSFUL SERVICE. IN OCTOBER 1992, UNDER LEGISLATION PROPOSED BY OPM, ELIGIBILITY FOR VRA APPOINTMENTS WAS RESTORED TO VIETNAM-ERA VETERANS WHOSE ELIGIBILITY HAD PREVIOUSLY BEEN CURTAILED. SPECIFICALLY, THE 1992 LAW ELIMINATED THE REQUIREMENT THAT VIETNAM-ERA VETERANS MUST HAVE A COMPENSABLE DISABILITY, A SEPARATION FROM ACTIVE DUTY FOR A DISABILITY INCURRED OR AGGRAVATED IN THE LINE OF DUTY, OR A CAMPAIGN OR EXPEDITIONARY MEDAL FOR SERVICE DURING THE VIETNAM ERA, IN ORDER TO QUALIFY FOR THE VRA PROGRAM. CURRENTLY, ALL VIETNAM-ERA AND POST-VIETNAM VETERANS QUALIFY FOR VRA APPOINTMENTS AS LONG AS THEY SERVED ON ACTIVE DUTY FOR MORE THAN 180 DAYS AND HAVE A DISCHARGE THAT IS NOT DISHONORABLE.

THE VRA PROGRAM IS ONE OF THE MOST SUCCESSFUL PROGRAMS OPM ADMINISTERS AND HAS BENEFITED MANY AFRICAN-AMERICAN VETERANS. IN FISCAL YEAR 1993, NEARLY 3,000 AFRICAN-AMERICAN VETERANS WERE HIRED BY FEDERAL AGENCIES UNDER THE VETERANS READJUSTMENT ACT. THIS REPRESENTS 29 PERCENT OF ALL VRA APPOINTMENTS THAT YEAR. FROM 1992 TO 1993, VRA APPOINTMENTS OF AFRICAN-AMERICANS INCREASED BY 36 PERCENT -- MORE THAN DOUBLE THE RATE OF INCREASE BETWEEN FISCAL YEARS 1991 AND 1992. WE ARE CONFIDENT THAT THE VRA WILL CONTINUE TO BE OF GREAT BENEFIT TO AFRICAN-AMERICAN VETERANS.

SOME AFRICAN-AMERICAN VETERANS HAVE ALSO BENEFITED FROM A SPECIAL AUTHORITY UNDER WHICH VETERANS WHO ARE 30 PERCENT OR MORE DISABLED CAN BE APPOINTED NONCOMPETITIVELY. THIS AUTHORITY ENABLED 417 DISABLED AFRICAN-AMERICAN VETERANS TO BE HIRED IN 1993. UNDER OUR DISABLED VETERANS AFFIRMATIVE ACTION PROGRAM, OPM WORKS CLOSELY WITH AGENCIES TO HELP THEM DESIGN AND IMPLEMENT PROGRAMS TO RECRUIT DISABLED VETERANS AND ASSIST THEM WITH CAREER DEVELOPMENT.

-2-

OPM PROMOTES THESE PROGRAMS THROUGH EXTENSIVE PUBLICITY AND THE DISTRIBUTION OF JOB INFORMATION MATERIALS TO AFRICAN-AMERICAN AND OTHER VETERANS. OPM ALSO WORKS WITH THE DEPARTMENT OF VETERANS AFFAIRS AND THE DEPARTMENT OF LABOR IN HELPING RECENTLY DISCHARGED VETERANS FIND FEDERAL EMPLOYMENT THROUGH THE TRANSITION ASSISTANCE PROGRAM, KNOWN AS "TAP."

WE ALL OWE A TREMENDOUS DEBT TO THE MEN AND WOMEN WHO HAVE INTERRUPTED THEIR LIVES TO SERVE IN THE ARMED FORCES. OPM IS COMMITTED TO DO ALL THAT IT CAN TO ENHANCE EMPLOYMENT AND CAREER DEVELOPMENT OPPORTUNITIES FOR ALL VETERANS, INCLUDING AFRICAN-AMERICAN VETERANS, NOT ONLY TO HELP THESE VETERANS, BUT ALSO BECAUSE IT IS IN THE GOVERNMENT'S INTEREST TO MAKE THE BEST POSSIBLE USE OF THEIR TALENTS IN FEDERAL CIVILIAN EMPLOYMENT.

AGAIN, THANK YOU FOR YOUR INVITATION TO APPEAR AT THIS HEARING. I WOULD BE HAPPY TO RESPOND TO ANY QUESTIONS YOU MAY HAVE.

Before The United States House of Representatives
Committee on Veterans Affairs
335 Cannon House Office Building
Washington, D.C. 20515

The Testimony of
Melvin De'Viris Horton, J.D.
Founding President and Chief
Executive Officer of The
Military Justice Clinic, Inc.

Date Submitted
September 6, 1994
Date Due
September 8, 1994
Scheduled Appearance
September 14, 1994

The Testimony

Greetings, Introduction and Qualification

To the Honorable Members of the One Hundred Third Congress, the Honorable Lane Evans, Chairman, Sub-Committee on Oversight and Investigations, thank you for this historic opportunity and unique privilege to address the law makers of this, our Great Nation, the United States of America. I am a Melvin D. Horton, a native of Atlanta, Georgia, a graduate of Morehouse College of Atlanta, Georgia, and a graduate of Howard University School of Law, Washington, D.C.

I am the second eldest of six children born to the late Mr. C. L. Horton, Sr. and Mrs. Annie Sarah Horton, the second of four sons, all of which are veterans except myself.

From May, 1977 until the present, I have represented, assisted, counseled and advised thousands of veterans on matters of: The Recharacterization off Less Than Honorable Discharges; The Correction of Military Records; and Veterans Administration Benefits Law.

My professional experience has included representation before The United States Army Discharge Review Board and The United States Army Board of Correction for Military Records; The United States Air Force Discharge Review Board and The United States Air Force Board of Correction for Military Records; The United States Naval Discharge Review Board and The United States Naval Board of Correction for Military Records; and The United States Department of Transportation (U.S. Coast Guard) Discharge Review Board.

Additionally, my professional experience extends from the above mentioned area of services to the Regional Office of The United States Department of Veterans and The United States Department of Veterans Affairs Board of Veterans Appeals.

Clients Profile

I have represented Commissioned Officers ranging in rank from First Lieutenant to Full Colonels. Further, I have represented Non-Commissioned Officers beginning in rank E-4 and above. Moreover, I have represented enlisted persons beginning with rank of E-3 to the lowest possible pay grade, E-1.

I have represented many races, sexes and gender, ages, religious persuasions, political beliefs, and national origin (naturalized citizen from Germany and from the continent of Africa).

I have represented veterans from many eras and wars including World War II, Korean Conflict, Vietnam, Post Vietnam, and now Desert Storm and Somali.

I have represented veterans who were administratively separated or discharged under most military regulations, including chapters. Moreover, I have represented veterans who were punitively separated or discharged by court martial authority under special, summary or general court martial jurisprudence. Continuing, the discharges awarded were General Discharge under Honorable Conditions, Bad Conduct Discharge, and Dishonorable Discharge. The latter two are considered more serious and usually are considered as felonies. In the area of felonies of a serious nature, I have represented cases ranging from drug trafficking, incest, rape and murder.

Overall, I have enjoyed above a sixty percent (60%) ratio of successfulness in the Recharacterization of Less Than Honorable Discharges in my seventeen (17) years of professional service to veterans.

Observation

Over the years I have noted, with great emphasis and interest, the following: patterns of behavior; misconduct cited; acts of indiscipline cited; chain of command handling of the due process of law issues; race; prejudice; biasness; issues of equity; issues of improprieties; issues of compassion and forgiveness; issues of administrative regularity; and general issues of lawfulness. Having counseled, assisted and represented so many veterans over the years, I characterize my observation as illustrated and detailed below. Limiting my discussion to minority veterans only, for this purpose only. Minority veterans constitute ninety-five per cent (95%) of my work history.

Observation DelineatedA. As To Minority Officers

1. Almost always discharged or separated from military service with fifteen (15) years or more credible service.
2. Usually receive an Honorable Discharge, but with derogatory or negative narrative reasons for discharge.
3. Usually passed over for promotion at least once.
4. Usually discharged for a judgemental call relative to moral turpitude.
5. These differences become more pronounced: undergraduate school; physical physique; race and color; social adaptability; personal dislike by command; home of record (north versus south orientation); choice of spouse or choice of date; financial interdependence.
6. Civilian employment is almost always difficult for them in corporate America because of the stigma.

B. As To Non-Commissioned Officers

1. The more time in grade and service, the greater the probability of being discharged for moral reasons rather than performance or military bearing.

2. Usually are decorated and have an otherwise unblemished record under review for discharge.
3. Usually, when the record is absent of acts of indiscipline or patterns of misconduct, there is a greater tendency to be less open-minded and more apt to relate the present act to similar acts of the past (years past) rather than the present act standing on its own.
4. Usually the reason given for discharge is negative and prevents or makes it difficult to receive unemployment compensation.
5. Usually there is a reduction in rank disproportionate to other non-Black NCO's, and a loss or reduction in severance pay.
6. Usually race and national origin become factors when circumstances normally do not warrant the opportunity.

C. As To Enlisted Persons

1. Race, deprived background, character and behavioral matters, and geographic destinations (north versus south) become a necessary subject of consideration during silent mediation by command, usually.
2. Immaturity and an opportunity for a second chance is usually not afforded minority enlisted persons.
3. Drug use and misuse is most often cited second and third to violence and absenteeism. Usually transfer, rehabilitation or reassignment are not considered.
4. More often than not, a less than Honorable Discharge is given, thus denying the veteran educational benefits, employment opportunities and unemployment benefits.

Generally speaking, most African American males under 40 years of age, who have not lost an eye or limb, or otherwise not in any type of hospital, may expect to experience a delay of 18 months in establishing a service connected disability. Once established, the disability awards are usually at the very least percentage, which is ten percent (10%), thus appeals are common place.

On the other hand, most African American males over 40 years of age, who have not lost an eye or limb, who at the time of application is not in a hospital environment, will usually be offered pension benefits when the circumstance permits, but the application was for service connected benefits. Thus, more appeals are required.

Conclusion

Thank you very much for this unique opportunity.

Respectfully submitted,

Melvin De'Viris Horton, J.D.
Founding President and Chief
Executive Officer

The Military Justice Clinic, Inc.
"An Administrative Law and
Veterans Rights Office"
960 Martin Luther King, Jr. Dr., S.W.
Suite 200
Atlanta, Georgia 30314
(404) 525-0240

PUBLIC HEARING
SUBCOMMITTEE ON OVERSIGHT
and INVESTIGATIONS
"AFRICAN-AMERICAN VETERANS:
VETERANS READJUSTMENT BENEFITS
AND RELATED ISSUES."

Date: September 14, 1994

Statement of Jean Mitchell
President of Tender Love & Care
Home For The Homeless, Inc.
(Veterans Transitional Program)
&
Outreach Center
606 & 610 26th Street
Columbus, GA 31904

Comments of the "African-American Veteran: Veterans Readjustment Benefits and Related Issues"

Our first subject of comment concern's Veterans Affairs responsibility to all African-American Veterans to receive benefits and services on an equal basis and not based on the color of their skin nor on the basis of their gender. Equal opportunity must be a fundamental part of our efforts to maintain respect and consistency in our governmental policies. We must treat all Veterans in our government services with consideration and fairness in application of benefits and all other related issues.

Therefore, we urge the subcommittee to establish a central location for African-American Veterans with outstanding claims to be resubmitted and investigated, to determine status of claims. Issues of adjudication and ratings on African-American Veterans need to be addressed. More specifically, we urge the subcommittee to investigate the differences of the African-American claims versus all other claims made and observe the difference in time of claim submitted and how long before the African-American Veteran receives a decision.

It is our firmly held belief that the so-called preliminary determination of the African-American claim is conditioned by the color of their skin. Substantial delay of claims and denial of benefits is over substantiated by the number of African-American Veterans classified as a Veteran without benefits. These Veterans are usually discharged with honorable discharges and documented DD 214s. The Veterans Affairs Claim Service should have a special counseling program to assist the Veteran upon denial of their claim. We recognize the workload and complexity of the Department of Veterans Affairs and acknowledge the critical role it plays in reviewing claims, but we need to realize the importance which that Veteran has played in serving their country. Even more serious than claims being denied are the indications that African-American Veterans are not receiving equal medical care and treatment in our VA Medical Centers. For example, the large majority of Veterans treated in Tuskegee VA Medical Center are African-American Veterans; Tuskegee is considered a Psychiatric hospital and most African-American Veterans have medical problems which go unnoticed until their conditions become advanced and untreatable. African-American Veterans would like to see more out-patient medical clinic or VA Medical Center in metropolitan and urban areas.

Some case studies taken from clients in our homeless program. Studies were not targeted to the African-American Veterans, evaluations were made on case by case basis. This was based on a total of 1225 Veterans serviced in our homeless assistance program over a period of 3 years.

1. 75% of Veterans serviced in Transitional Homeless Program are African-American.
2. 50% of African-American Veterans are not knowledgeable of entitled benefits i.e., care at VA Hospital, application for benefits or location of Veteran Affairs representative.

3. Majority of VA representatives are not African-Americans and can not empathize with the existing needs of the African-American Veterans.
4. African-American Veterans are twice as likely to have compensation claims pending for more than two years in adjudication and the rating board.

I am particularly concerned that the African-American Women Veterans have medical claims and issues which will never be addressed. Record numbers of African-American Women Veterans have had involuntary hysterectomies during their tour in the armed services.

I am equally concerned that failure to give appropriate medical care and counseling to those women with long-term estrogen deficiency will result in other ailments i.e., osteoporosis and the risk of heart attacks. African-American women are at a higher risk for high blood pressure and strokes with just basic stress factors. I am an example of surgery performed for removal of routine fibroids and woke up to a total hysterectomy completed without my consent. There was no estrogen replacement therapy done for eight years. My body was estrogen deficient and my mind was irrational and I was manic depressive. It took many years of counseling and therapy before I comprehended what was happening to my body. This all started when my hysterectomy was performed at the age of twenty-one.

There has been record numbers of women Veterans in need of medical treatment designed to the specific needs of women who have served in our armed forces and services were not available at most VA Medical Center facilities.

It is time to recognize all Veterans and address the special needs of the individual in a professional and ethical method.

I'll leave you with these words from Colin L. Powell, Retired Chairman-Joint Chiefs of Staff:

"We are mindful of the sacrifices that were made by African-American men and women who who suffered to create the conditions and set the stage for others to follow. They were of enormous ability and potential but, because of prejudice and intolerance, they were not allowed to make their full contribution to or receive their full recognition from this great country. I am mindful, too, that the struggle is not yet over. There is still racial intolerance in this nation. The challenge is still before us. We have to remember the past. We must continue the struggle until all barriers have fallen - a struggle until achievement and recognition in our society are based principally on performance."



Vietnam Veterans Of America, Inc.

Chartered by the United States Congress

STATEMENT OF

VIETNAM VETERANS OF AMERICA

**Submitted to the
House Committee on Veterans Affairs
Subcommittee on
Oversight and Investigations**

and

**Congressional Black Caucus
Veterans Braintrust
Subcommittee
on African-American
Veterans Employment,
Education and Training**

September 14, 1994

1224 M Street, NW, Washington, DC 20005-5183

A not-for-profit veterans service organization



Telephone (202) 628-2700 • General Fax (202) 628-5880 • Advocacy Fax (202) 628-6997 • Finance Fax (202) 628-5881

INTRODUCTION

Mr. Chairman and members of the Committee, Vietnam Veterans of America (VVA) appreciates this opportunity to present its views on veterans employment, education and training.

Minority Involvement Welcomed in VVA

The Vietnam generation of veterans is a separate class of veterans, coming from a wide range of social, economic, ethnic, and racial backgrounds. Being treated as "second-class" in their communities and within the veterans movement is part of our shared experience.

Vietnam Veterans of America has always worked hard to be an inclusive rather than an exclusive organization. Our strength lies in the diversity of our members, as it did when we were in the highlands and the rice paddies of Vietnam. Our mission now is to assist veterans who served during the Vietnam-era without regard to race, creed, color, religion, sex, sexual preference or national origin. We have taken the lead among veterans service organizations by establishing a standing Minority Affairs Committee, and we have an ongoing internal affirmative action program to encourage all veterans to become involved at all levels of the organization. VVA works closely with other Minority veterans organizations. We devote appropriate staff and resources to continue to develop a long range, comprehensive Minority Affairs program directed at recruiting, education and involvement. We thank the Congressional Black Caucus for having the wisdom to create its Veterans Braintrust, and we thank you, Mr. Chairman, for holding this hearing into economic adjustment issues facing African-American veterans.

Economic Readjustment

Vietnam veterans, particularly combat theater veterans, disabled veterans and minority veterans, continue to experience significant unemployment and underemployment problems. Discrimination against both combat veterans and members of minorities puts African-American veterans in a double bind. These employment difficulties stand at odds with the training, skills, abilities and discipline acquired while serving in the uniformed services.

The "last hired, first fired or laid off" phenomenon in the work place has been one impediment to employment security. The collapse of the heavy industrial and manufacturing sectors of the economy is another. The failure of the Vietnam era G.I. Bill to yield sufficient benefit levels to permit completion of academic training programs is yet another such obstacle. Added to this, the federal employment and training programs approved by the Congress have been of too short duration, improperly administered or so restrictive as to be of relatively little value.

Vietnam Veterans of America is committed to promoting meaningful employment and training programs for veterans, particularly Vietnam and other combat theater veterans, disabled, women and minority veterans. We encourage efforts in both public and private sectors at the national, state and local levels to provide the skills and assistance needed to obtain and sustain meaningful employment at a decent living wage with adequate benefits.

It has always been this nation's intent not to add career to the sacrifices made by those who serve in its defense. To that end a variety of economic readjustment measures have been devised by government to put veterans where they would be had they not given their time, their health or their ability to work. Such measures worked well for those who served in World War II, but have been half-hearted since.

This is especially ironic for veterans of color. Throughout our nation's history, serving in the armed forces has been a way for members of minority groups to buy into a fuller equality. For some military service was a way to learn English, for others a way to gain skills and self-confidence. For all it was a way to defend the United States and to demonstrate that their blood was no less red than that of others. What an irony it is for African-Americans to find that this time-honored way of self-advancement has retarded their careers and made them less able to compete economically!

The Military and the African-American Middle Class

The post-World War II G.I. Bill made possible a great expansion of the number of African-Americans in middle class America. Thousands of African-Americans who had never been able to afford a college education, job training, or their own home accepted their country's gratitude and stepped forward. Without that step, they would have been less able to help their community grow in pride and consciousness.

The post-Vietnam Montgomery G.I. Bill was originally designed as a military service recruitment and retention tool rather than as a program intended to facilitate readjustment to civilian life after military experience under combat conditions. The distinction between the two types of programs is of key importance because the components of different programs reflect different policy goals.

The Montgomery G.I. Bill achieves the goals of recruiting and retaining military personnel for education after separation from the military at much less expense than if the goals were to secure a completed education for military veterans as a way to facilitate re-entry into the productive civilian mainstream. The maximum level of benefits available for education of separated military veterans under the Montgomery G.I. Bill is inadequate. Based on national averages, this program covers only 41 percent of the average cost of education at a four-year public institution of higher learning. Far from advancing the African-American community, the MGIB recruits its brightest young men and women into military service and holds them hostage, because its benefits are insufficient for obtaining a worthwhile education if they should leave.

Vietnam Veterans of America supports legislation to reconfigure the Montgomery G.I. Bill into a more viable readjustment program by elevating benefit levels to cover the complete cost of tuition for up to 128 credit hours at any accredited public institution of higher learning in any U.S. jurisdiction. This benefit should be made available to members of the military service released from active duty or reserve components subsequent to May 7, 1975 and who served any part of such active duty or reserve service in any hostile fire zone of operations. This benefit should be made available irrespective of enrollment in the Montgomery G.I. Bill and the level of benefit should be equal to the cost of such public higher education.

Veterans and Small Business

African-American veterans who rely on the Small Business Administration (SBA) for guidance and assistance to launch small business enterprises are consistently undercapitalized. A succession of SBA Administrators have demonstrated an inconsistent commitment and failure to implement statutory requirements that veterans be given "special consideration" in their applications for loans or loan guaranties.

Over the course of the last 12 years VVA has pressed for more effective SBA programs to assist Vietnam era veterans. These efforts have resulted at times in some gains which subsequently have been reversed by succeeding SBA Administrators or changed policies toward the SBA by the Executive Branch.

During the early 1980s, for example, significant progress was made in the development of SBA programs for veterans, but these were essentially side-tracked in 1985 when the policy of the Executive Branch was to eliminate the SBA altogether. Other examples of circumstance thwarting the strides made with SBA include Administration policies to remove the federal government from the nation's credit markets essentially reducing the SBA's authority to make or guarantee small business loans. Moreover, a statute enacted in the 1970s requiring "special consideration" for veterans has never been defined by the agency. Absent a definition, no "special consideration" that could be measured in any definitive fashion has ever been provided.

Vietnam Veterans of America seeks legislation and administrative action to fortify the SBA's ability to lend small business assistance to veterans in a meaningful way. The requisite initiatives to accomplish a legitimate small business program for veterans include:

1. Congress legislating a definition to the current vague requirement that SBA provide "special consideration" for veterans, and requiring its implementation.
2. Cooperation among veterans service organizations and business groups to effect cooperative public and private sector programs of assistance to veterans interested in small business.
3. Programmatic emphasis by the SBA on small business guidance, planning and training as well as direct and guaranteed loans.
4. Redevelopment of Veterans Business Resource Councils around the nation to offer guidance and counseling to veterans either already in or about to be in small business.
5. Reduction of the legal minimum for an SBA loan from \$25,000 to \$10,000 to serve more new businesses realistically.
6. Upgraded personnel in local SBA offices for purposes of offering veterans assistance through outreach to veteran entrepreneurs, regional seminars for veterans on government procurement practices, and guidance to small businesses owned by veterans.

Women Veterans Employment

Many African-American women veterans are unaware of the employment services available to them through the state-operated employment offices around the country and are therefore unlikely to obtain the same services available to other veterans. Military service has proved itself no barrier against the feminization of poverty, though women now serve in most military occupations and receive extensive training in the skills most transferrable to civilian jobs.

Since 1980, the numbers of African-American women veterans have increased significantly. Over the last decade there has been a marked increase in the number of women veterans in need of employment and training services.

Vietnam Veterans of America supports the establishment and funding of special programs and outreach to women veterans in need of employment assistance from the nation's basic labor exchange system and training assistance through programs operated under the Job Training Partnership Act (JTPA). Further, additional training on the needs of women veterans must be provided to all State Employment Security Agencies.

VA Home Loan Program

Over the last 12 years, legislated changes in the VA home loan guaranty program, designed to effect reduction in the federal deficit have made it increasingly unavailable to those African-American veterans most deserving of this program, first-time home buyers. Nothing makes the inner city a ghetto more than the inability of qualified buyers to buy homes.

The VA home loan program has been in steady decline for many years. Ill-advised sales of the program's income-generating home loan portfolio, rising foreclosure rates owing to periodical deep recessions and the addition of user fees for individuals using the program have all contributed to making the program extremely unattractive for some and unusable for many others.

Vietnam Veterans of America supports legislation removing the imposition of user fees on first-time home buying veterans and mandating aggressive VA loan servicing for veterans in or near default so as to diminish foreclosures that threaten the program's solvency.

Veterans Employment Preference

Veterans preference in the federal civil service and in quasi-governmental agencies such as the United States Postal Service (USPS) and the Tennessee Valley Authority (TVA) has been undercut in substantial measure by changes in statutes that govern the technical personnel practices of the federal government over the course of many years. The federal civil service is a model for state and local governments and for private employers.

Far from being understood as a means of reinforcing affirmative action hiring, veterans preference has come under a divisive attack which places those who served in the military and those who did not on opposing sides. Given the steady increase of African-Americans in uniform since the first days of World War II, attacks on veterans preference pit Brother against Brother.

Veterans preference in civil service hiring has been statutorily required for so many years that it is assumed to be working well. Unfortunately, federal agencies have found numerous ways to side-step veterans preference laws. The result is that only those agencies with a clear interest in veterans feel compelled to utilize veterans preference as a guiding policy for use in hiring.

Vietnam Veterans of America urges the establishment of a Congressionally-mandated review of current personnel policies used by the Office of Personnel Management (OPM) and the various federal agencies with a view toward ascertaining what legislative changes in veterans preference laws are needed to make them current and enforceable throughout the federal government.

Employer Incentives for Hiring/Retraining Veterans

The general transition of the nation's economy from a heavy industrial and manufacturing economy to a service industry-based economy has effectively caused the displacement of millions of otherwise productive veterans of all races who gravitated to the heavy industrial and manufacturing sectors of the economy after separation from military service.

As a result of general transformation of the nation's economy over the last 15 years, the middle income jobs often filled by veterans in the heavy industrial and manufacturing sectors have nearly disappeared from the economic landscape. Millions of new service industry jobs have been added to the economy, but these jobs only rarely offer displaced veterans salary levels equal to those available in jobs eliminated by economic transformation. African-Americans, even when they are veterans who have served this nation in time of peril, are frequently among the "last hired, first fired."

Against this background, federally-sponsored training programs have ignored minority veterans by failing to target them in programs such as the Job Training Partnership Act (JTPA). Even if targeting of veterans in JTPA were undertaken, however, more would need to be done to encourage employers to hire veterans into training or regular employment positions with legitimate career growth potential. The most reliable way of encouraging employers to do so is through the use of tax incentives.

Vietnam Veterans of America supports the creation and retention of tax incentives designed to generate employer-provided training, educational and employment opportunities leading to meaningful careers. To accomplish this VVA supports the following:

1. Legislation to retain or increase the current deduction available to employers offering tuition assistance for post secondary, graduate and post graduate education.
2. Legislation to reconfigure the Targeted Jobs Tax Credit (TJTC) program such that this tax credit program's availability would be limited to employers offering legitimate employee training at a floor level of a minimum living wage (i.e., above the federal estimated poverty level in a given area) during training and increased pay after training in positions with career growth potential.
3. Deletion of the "Economically Disadvantaged" criteria in TJTC for those veterans having served during wartime.

Transition Assistance to Separating Veterans

African-Americans separating from the military need assistance to effectively join the civilian labor market. To achieve proper transition services for these separating veterans requires excellent communication, cooperation and coordination among all public and private entities. To deal with the special problems of those leaving the military earlier than anticipated, Congress enacted Public Law 101-510 in late 1990. The Secretaries of Defense, Labor and Veterans Affairs were directed to fully cooperate to provide employment assistance, family support and other measures to assist these persons and their families. Their efforts have been disjointed, fragmentary and uneven from service to service and even location to location. The nation cannot afford duplication and inefficient services at high dollar costs nor can it waste the opportunity to fully utilize the discipline and skills of the separating veterans in the civilian economy.

Vietnam Veterans of America has called upon the President, the Secretaries of Defense, Labor and Veterans Affairs to strengthen our services to the men and women affected by cutbacks by:

1. Strengthening the overall employment system, and beginning to affect real and effective communication, coordination and cooperation between the public entities and the private organizations.
2. Working to develop a true partnership between public entities, business and organized labor.
3. Eliminating wasteful duplication of systems and efforts as is currently occurring.

Homeless and Economically Disadvantaged Veterans

The spectacle of widespread homelessness in America's cities and elsewhere is a national disgrace. This spectacle is all the more disgraceful given the veterans who represent between 30-50 percent of the homeless. According to

figures supplied by the Department of Housing and Urban Development (HUD) in *The Federal Plan to Break the Cycle of Homelessness*, minority veterans comprise some 40 percent of homeless veterans. Veterans are heavily over-represented among the homeless, and minority veterans make up more than their fair share of that population.

The reasons for homelessness are many and the causes of homelessness among veterans are similar to the reasons for homelessness among non-veterans. Unfortunately, the nation has failed to address in any comprehensive fashion the root causes of homelessness in America.

The needs of homeless and economically disadvantaged veterans cannot be fully addressed through appropriately designed national policies until the veterans and others within these populations are identified, accurately counted and assessed. For example, VVA's experience working with homeless veterans in over 40 states suggests that more white veterans than African-American veterans are homeless because of Post Traumatic Stress Disorder (PTSD) and substance abuse, and more African-American veterans than white veterans are homeless for purely economic reasons.

Whether homelessness is a result of structural unemployment, deinstitutionalization of mentally ill, urban gentrification, economic dislocation or the complete deterioration of the nation's stock of low to moderate income housing, the nation has an undeniable obligation to take corrective steps to ameliorate homelessness.

Vietnam Veterans of America applauds the development of a comprehensive national policy to address homelessness and the plight of the economically disadvantaged. However, any federal plan to break the cycle of homelessness should proceed from an accurate assessment of the size and various components of the problem. Once these populations are counted and assessed, the policy developed should encompass all facets, including housing and urban planning, secondary education, rehabilitation, crime control, mental illness, substance abuse, unemployment and underemployment and any other current trends contributing to the ongoing disintegration of American society.

Less-Than-Honorable Administrative Discharges

The problem of less than honorable administrative discharges -- "bad paper" -- issued during the Vietnam era continues to dog many African-American veterans, many of whom are particularly reluctant to apply for upgrades, or never learned that upgrades were possible.

Prior to the 1890s, the military services only issued less than honorable discharges (LTHD) as a sentence of a court-martial. When administrative LTHDs began to be issued in the 1890s their legality was questioned by some military law scholars. The services used various systems until 1948 when the Defense Department standardized the types of administrative discharges as Honorable (HD), General (GD), and Undesirable (UD) (now called the Discharge Under Other Than Honorable Conditions). Congress has never explicitly authorized the system, the GD or the UD. Use of the administrative system has steadily increased while use of the court-martial system, with its many safeguards, has declined.

DoD studies and General Accounting Office (GAO) reports have found vast racial disparities in the award of LTHDs. Variances run from service to service, year to year, and even command to command in the same service. Because discharge review is not automatic, the Discharge Review Boards (DRB) have not done much to remedy these inconsistencies.

The 15-year statute of limitations for the DRBs has foreclosed Vietnam Era veterans' opportunities and the DRBs remain largely inaccessible to the average veteran. Moreover, the rate of upgrades has dropped markedly in the last ten years and there is an increasing tone of hostility expressed by some DRB panel members toward veterans who are able to appear at hearings.

Most veterans are unaware that they can still apply to the Boards for Correction of Military Records for upgrades.

Vietnam Veterans of America has been working with Rep. Maxine Waters on legislation that would bring resolution to this problem. We urge the following:

1. DoD and VA should, after consultation with the veterans organizations, conduct a meaningful outreach program to inform veterans with less than honorable discharges of their appeal rights.
2. The 15 year statute of limitations for Discharge Review Board review should again be waived and meaningful access to the Boards provided all veterans.
3. That the Secretary of each service direct the Discharge Review Boards to consider with compassion all veterans' cases, and to give the veteran the benefit of the doubt in favor of upgrading the discharge.
4. Repeal of Public Law 95-126 which was an emotionally charged response to the Carter amnesty and special discharge upgrade programs. The bar to VA benefits created for those discharged with 180-day AWOLs, even though upgraded by a DRB, is unwarranted and should be repealed.
5. A change in the standards, contained in 38 C.F.R. 3.12 by which the VA adjudicates whether an undesirable or bad conduct (from a special court-martial) discharge was "under other than dishonorable conditions" for purposes of eligibility for VA benefits these regulations are too vague and harsh, and should be revised.
6. The elimination of the administrative other than fully honorable discharge and its replacement with a certificate of service. The true quality of a person's service, relevant to later civilian life, is reflected by performance ratings and similar entries. Honorable service is not enhanced by stigmatizing people for life.

Conclusion

The wide range of problems we have discussed indicate the diversity of African-American veterans who served in the Vietnam era. They range from successful entrepreneurs who need help with their businesses or home loans to homeless veterans with bad paper. Some hold federal jobs, some face layoff in the post office or the steel industry, and others are just now leaving active military service.

African-American Vietnam era veterans fit no single mold, but they share a common experience. They offered what they had, and many sacrificed a great deal. They are part of the economic resources of this nation, and they cannot be overlooked.

Mr. Chairman, this concludes our testimony.

STATEMENT OF L.A. SANTILLANES, A HISPANIC VETERAN
BEFORE THE VETERANS AFFAIRS COMMITTEE
ON THE HISPANIC VETERAN AND HIS CONTRIBUTIONS TO THE NATION
September 14, 1994

MR. CHAIRMAN AND MEMBERS OF THE VETERANS AFFAIRS COMMITTEE:

CONCERNING THE HISPANIC VETERAN AND HIS CONTRIBUTION TO THE NATION.

MY NAME IS LOUIS ANTHONY SANTILLANES, I WAS BORN ON JUNE 21, 1932 IN
A SMALL COMMUNITY NORTH OF ALBUQUERQUE KNOWN AS ALAMEDA, N.M.

MY PARENTS WERE MOISES AND FAUSTINA SANTILLANES. MY FATHER WAS
POSTMASTER OF ALAMEDA FROM 1929 UNTIL 1945 AND THEN TRANSFERED TO THE
ALBUQUERQUE POST OFFICE AND MY MOTHER BECAME POST MASTER OF ALAMEDA
UNTIL HER RETIREMENT IN 1959.

I ATTENDED ELEMENTARY SCHOOL IN ALAMEDA AND GRADUATED FROM HIGH
SCHOOL IN ALBUQUERQUE IN 1951.

I JOINED THE US NAVY IN 1951 AND WAS A NAVY CORPSMAN WITH THE FLEET
MARINE FORCE IN KOREA. I WAS DISCHARGED FROM THE NAVY IN 1955 AT
PENSACOLA, FLORIDA. RETURNED TO NEW MEXICO AND ENROLLED AT THE
UNIVERSITY OF NEW MEXICO USING MY G.I. BILL.

I AM MARRIED TO THE FORMER BERTHA GARCIA OF BERNALILLO AND AND HAVE
FIVE CHILDREN HAVING LOST TWO: THE OLDEST IN A MOTORCYCLE
ACCIDENT IN 1968 AND THE OTHER MY YOUNGEST DAUGHTER MURDERED IN 1994.

I STARTED A CONSTRUCTION BUSINESS IN 1957 AND OPERATED IT FOR 2 YEARS
AND THEN CLOSED IT BECAUSE OF THE PROBLEMS WITH FINANCING. I THEN
ATTENDED THE CALIFORNIA COLLEGE OF MORTUARY SCIENCE IN LOS ANGELES.

AND, IN 1964 OPENED ALAMEDA MORTUARY AND HAVE OPERATED IT FOR THE
PAST 30 YEARS. IN 1987, I PURCHASED THE RIO RANCHO FUNERAL HOME
IN RIO RANCHO, N.M. AND NOW AM OWNER AND OPERATOR OF BOTH HOMES.

THE HISPANIC VETERAN IN THE STATE OF NEW MEXICO GOES BACK TO THE
FIFTEEN HUNDREDS. MY GREAT GRANDFATHER WAS ONE OF THE CONQUISTADORES

WHO CAME TO NEW MEXICO IN THE LATE FIFTEEN HUNDREDS.

THE CONTRIBUTIONS OF THE HISPANIC VETERAN BEGAN IN NEW MEXICO AND THE SOUTHWESTERN PART OF THE UNITED STATES; AT THAT TIME THE CONQUISTADORES ALTHOUGH CALLED CONQUERERS WERE ANYTHING BUT THAT. THEY BROUGHT THE CATTLE, HORSES AND SHEEP INTO THE AREA AND INSTEAD OF KILLING THE INDIANS THEY INTERMIXED WITH THEM AND INTERMARRIED AND TAUGHT THEM TO RAISE LIVESTOCK AND FARM, AND INTRODUCED THEM INTO THE CATHOLIC RELIGION IN NEW MEXICO. TO THIS DAY, THE NATIVE AMERICANS AND HISPANIC RELIGIOUS BELIEFS ARE INTERMIXED.

THEY ESTABLISHED THE FIRST SEAT OF GOVERNMENT IN THE NATION IN SANTA FE, NEW MEXICO AND IT IS THE LONGEST CONTINUOUS SEAT OF GOVERNMENT IN THE NATION.

HISPANICS IN NEW MEXICO HAVE BEEN INVOLVED IN AND BEEN A PART OF EVERY CONFLICT THE UNITED STATES GOVERNMENT HAS BEEN INVOLVED IN SINCE THEN: THERE WERE HISPANICS IN THE CIVIL WAR; THEY WERE INVOLVED WITH GENERAL PERSHING IN INVADING MEXICO WHEN PANCHO VILLA INVADED COLUMBUS, NEW MEXICO. THEY WERE PART OF TEDDY ROOSEVELT'S ROUGH RIDERS; THE HISPANICS WERE TRADING GOODS WITH SPAIN BEFORE THE PILGRIMS LANDED AT PLYMOUTH ROCK.

IN WORLD WAR I, THE MAJORITY OF THE SOLDIERS THAT WENT TO EUROPE FROM NEW MEXICO WERE HISPANIC. THEY RETURNED TO NEW MEXICO AND CONTINUED THEIR FARMS, RANCHES AND OTHER ENTERPRISES IN NEW MEXICO.

WHEN WORLD WAR II CAME ALONG--THE NATIONAL GUARD OF NEW MEXICO WAS ALREADY IN THE PHILLIPINES AND THE MAJORITY OF THE TROOPS WERE HISPANIC. THEY WERE THE ONES WHO DEFENDED CORRIGEDOR AND A MAJOR PART OF THEM WERE IN THE "BATAAN DEATH MARCH."

DURING WORLD WAR II THE PER CAPITA OF HISPANICS TO ANY OTHER

NATIONALITY JOINING THE SERVICE FROM NEW MEXICO WAS RATED NUMBER TWO IN THE NATION FOLLOWING THE STATE OF TEXAS, WHO WAS NUMBER ONE. WHEN THE KOREAN (WAR) POLICE ACTION CAME ALONG NEW MEXICO ROSE IN PER CAPITA TO THE NUMBER ONE STATE IN THE NATION OF HISPANICS IN THE MILITARY SERVICE OF OUR COUNTRY COMPARED TO THE OTHER NATIONALITIES IN THE STATE.

THE VIET-NAM CONFLICT (WAR) PRODUCED THE LARGEST PERCENTAGE OF HISPANIC VETERANS FROM THE STATE OF NEW MEXICO, AND THE LARGEST MAJORITY OF HISPANICS WHO WENT INTO THE MILITARY SERVICE.

THE NATIONAL GUARD AND ALL THE SERVICEMEN FROM NEW MEXICO INVOLVED IN GRANADA AND DESERT STORM AGAIN WERE FOR THE MAJOR PART, HISPANICS. ONE OF THE REASONS IS THAT THE MAJORITY OF HISPANICS CANNOT AFFORD TO ATTEND COLLEGE WITHOUT THE HELP OF THE G.I. BILL OR SCHOLARSHIP ASSISTANCE, SO THAT THEY HAD TO JOIN TO GET JOB OPPORTUNITIES.

THE HISPANIC VETERAN AND THE HISPANIC COMMUNITY COMPRISED THE MAJORITY IN THE STATE OF NEW MEXICO IN THE CENTRAL AND NORTHERN PART OF NEW MEXICO UNTIL THE LATE NINETEEN FIFTIES AND EARLY NINETEEN SIXTIES.

THEY WERE RESPONSIBLE FOR MOST OF THE PROGRESS MADE IN THE STATE UP TO THAT POINT. THE HISPANIC VETERANS MADE UP THE MAJORITY OF BOTH HOUSE AND SENATE AND THE MAJORITY OF THE ELECTED OFFICIALS OF THE STATE OF NEW MEXICO.

THE TURNING POINT IN NEW MEXICO FOR PROGRESS BOTH IN THE HISPANIC POPULATION AND THE STATE WAS THE INTRODUCTION OF THE HISPANICS TO ENGLISH LANGUAGE USAGE AND THE PASSAGE BY THE U.S. CONGRESS OF THE G.I. BILL OF RIGHTS. THIS ALLOWED THE HISPANIC VETERAN TO GET HIGHER EDUCATION AND WE IN NEW MEXICO GAINED MANY HISPANIC TEACHERS QUALIFIED TO INSTRUCT OUR CHILDREN, AND WE ALSO GAINED MANY OTHER

PROFESSIONALS.

THE HISPANIC VETERAN WAS ABLE TO BUY HOMES UNDER THE VETERAN LOAN GUARANTEE. THEY WERE ALSO ABLE TO GET BUSINESS LOANS AND IN THAT WAY WERE ABLE TO MAKE BIGGER AND MORE CONTRIBUTIONS TO THE DEVELOPMENT OF THE STATE OF NEW MEXICO.

THE STATE OF NEW MEXICO AND THE NATION OWES A GREAT DEAL TO THE HISPANIC VETERAN FOR THE NUMEROUS CONTRIBUTIONS THAT THE HISPANIC HAS MADE AND CONTINUES TO MAKE.

NOW, MORE THAN EVER THE HISPANIC VETERAN IS INVOLVED IN THE POLITICAL ARENA; THE LT. GOVERNOR OF THE STATE CASIMIRO (CASEY) LUNA IS A VERY SUCCESSFUL BUSINESS MAN AND POLITICIAN. HE CREDITS THE G.I. BILL FOR MUCH OF HIS SUCCESS.

THE FORMER CHAIRMAN OF THE VETERANS SERVICE COMMISSION FOR THE STATE OF NEW MEXICO IS A VIETNAM VETERAN WHO, ALSO CREDITS THE G.I. BILL FOR HIS LAW DEGREE AND SUCCESS.

THE LIST IS ENDLESS OF HISPANICS WHO HAVE CONTRIBUTED TO THE DEVELOPMENT AND PROGRESS OF NEW MEXICO. I FEEL THAT A LOT OF THE CREDIT MUST ALSO GO TO THE CONGRESS OF THE UNITED STATES FOR PASSING THE G.I. BILL AS IT WAS PRESENTED BY THE AMERICAN LEGION AND THAT THEY HAD THE FORESIGHT TO SEE THAT IF IT WAS GOOD FOR THE VETERAN IT WOULD ALSO BE GOOD FOR THE NATION. THE MONEY RETURNED TO THE TREASURY THROUGH TAXES FROM HIGHER INCOME DERIVED FROM BETTER JOBS THAT CAME AS A DIRECT RESULT OF HIGHER EDUCATION AND VOCATIONAL TRAINING. THE FARMERS, CATTLEMEN, SHOPKEEPERS AND ALL SEGMENTS OF THE POPULATION WERE AIDED BY THE EDUCATION AND LOAN GUARANTEES PROVIDED BY THIS MOMENTOUS LEGISLATION.

WE MUST NEVER FORGET THIS CONTRIBUTION MADE BY THE HISPANICS AND ALL

THE OTHER VETERANS FOR THIS COUNTRY AND WE MUST CONTINUE TO AID THE
NEW VETERAN BEING DISCHARGED NOW BY PROVIDING HIM OR HER THE SAME
OPPORTUNITY TO RECEIVE HIGHER EDUCATION, VOCATIONAL TRAINING, JOB
PROCUREMENT ASSISTANCE AND LOAN GUARANTEES.

Statement of William B. Lawson, M.D., Ph.D., Chief, Chronically Mentally Ill Section, John. L. McClellan Memorial Veterans' Hospital, Department of Veterans Affairs

"AFRICAN-AMERICAN VETERANS: VETERANS' READJUSTMENT BENEFITS AND RELATED ISSUES

Recent research by the Post Traumatic Stress Disorder Centers show that African-Americans are less likely to receive disability benefits. These findings are consistent with our own research with the severely mentally ill in the VA system. These findings must be placed in the context that African American veterans were disproportionately in the military, and more likely to be in combat situations. Moreover, African-American veterans tend to have less resources overall, since the family income of African Americans tend to be sixty percent (60%) of whites, and since even well-to-do African Americans are one generation from poverty.

Various theories have been proposed for the lack of benefits of African Americans. They include bias of the evaluator, lack of legal resources to pursue benefits, and a consequence of the general lack of accessibility to health care. The need to identify the basis for this disparity is paramount. However, the VA does not keep health or benefit statistics by race. A comprehensive and methodological study needs to be undertaken to address this issue.

As President of the Black Psychiatrists of American, an organization especially interested in whether African Americans receive appropriate mental health services, I feel that it is paramount that such a study be done.

We propose:

1. That legislation or rule be considered that statistics regarding health care and benefits be kept by race.
2. That such data receive regular analyses to address the reduction of any health care disparities.
3. That a comprehensive study is undertaken using appropriate and unbiased samples to determine why racial disparities in benefits exist.
4. Keeping with the presidential initiative to promote research at historically black schools, this research should be done in collaboration with historically black colleges and universities.

WRITTEN COMMITTEE QUESTIONS AND THEIR RESPONSES
CHAIRMAN EVANS TO DEPARTMENT OF VETERANS AFFAIRS

Question 1: In her prepared statement, Jean Mitchell reported VA compensation claims decisions are being made on the basis of race; African-American veterans' claims are denied more frequently, they are twice as likely to have compensation claims pending for more than two years and when their claims are approved, smaller awards are made.

Please respond to those conclusions.

Answer: We have no statistical basis to prove or disprove Ms. Mitchell's conclusions. Applications for VA benefits do not ask for veteran's race. Although we cannot say that discrimination could never be a factor, we do not believe there is systemic bias in the evaluation process. Veterans Benefits Administration's (VBA) policy is to adjudicate claims based on a rating schedule which is designed to make the evaluation process as objective as possible. VA is working on refining the rating schedule to make the process even more objective.

Claims are evaluated based on material in the veterans' records. VA needs as complete a record as possible. We encourage veterans to use the assistance provided by the regional offices and veterans service organizations to help ensure that their records are complete. If any veteran believes he or she has been discriminated against, we want to know about it.

Question 2: What needs of minority veterans and particularly African-American veterans have been identified by VA and what strategies have been developed to meet these needs?

Answer: Major needs identified by minority veterans relate to improvements in outreach and access to VA services, PTSD treatment, homelessness assistance, cultural sensitivity, elimination of language barriers, and minority representation in key VA positions. Except for language barriers, all need areas are of concern to African-American veterans.

VA strategies to address these areas are as follows:

Outreach and Access. Improvements will result from establishment of minority affairs representatives at VA field facilities. In addition, improved networking with other providers at the local levels will be developed.

PTSD. VA will complete the PTSD study of Asians and Native Americans. VA will develop a training program to teach culturally sensitive PTSD counseling techniques in collaboration with Historically Black Colleges and Universities.

Homelessness Assistance. VA will improve relations with other providers to better serve homeless veterans. The Secretary has already initiated this strategy through his

involvement as Vice-Chair of the Interagency Committee on Homelessness.

Cultural Sensitivity/Language Barriers/VA Employment. We will continue to train VA staff in diversity and cultural awareness. We will also take steps to expand the number and types of VA publications and forms in other languages. Finally, we will improve both cultural sensitivity and elimination of language barriers through increased diversity in the VA workforce.

Question 3: Near the bottom of page four of your prepared statement, you refer to, "improving minority and women veterans' access to VA health care and benefits programs tailored to meet their needs."

Please provide several examples of VA benefits programs tailored to meet the needs of African-American veterans.

Answer: In order to effectively respond to the unique needs of African-American veterans, VA will need to tailor some of our programs. Examples include:

Staffing Vet Centers with 24% African-Americans to reflect the higher usage by African-American veterans - this is significantly higher than the 9% representation of African-Americans in the entire veteran population.

Placing Homeless Veteran Coordinators in Vet Centers to reflect the disproportionate number of African-American Veterans using the Vet Centers and also suffering from homelessness and by elevating this issue as a priority issue within the VA.

Establishing an African-American Veterans Special Population Working Group in the Readjustment Counseling Service to identify and respond to the unique and critical service needs of African-American veterans.

Working with Historically Black Colleges and Universities to develop culturally sensitive counseling techniques.

Developing and using training videotapes to increase awareness of VA counselors and clinicians of African-American veteran cultural differences, e.g., "Outreach to Afro-American Veterans" and "Aids in the Black Community."

Question 4: In addition to establishing minority veterans affairs positions, in what other ways will VA's Administrations (VHA, VBA and the National Cemetery System) be actively involved in minority veteran issues?

Answer: The special needs of veterans who are members of minority groups will remain a focus of interest and attention for all VA services. A few examples of continuing efforts to enhance services to minority group members include:

VETERANS HEALTH ADMINISTRATION:

Environmental Medicine and Public Health

The Environmental Agents Service administers the Ionizing Radiation, Agent Orange and Persian Gulf Registry Programs. The computerized databases of the Agent Orange and Persian Gulf Registries track participating veterans' demographic characteristics, including race and gender. This database can be utilized to identify the special needs or unique health problems of the minority veterans we serve.

In addition, the Women Veterans Health Program recognizes that diversity issues are particularly important in outreach and education. The women veterans outreach poster, first published in 1984 and still in print, features women veterans of various eras and ethnic groups. Training in 1993 and 1994 for women veterans coordinators and clinicians working with women veterans who have experienced sexual trauma have featured panels, lectures, and/or workshops on diversity.

Agency representation to the Office of Minority Health (Department of Health and Human Services).

Participation with the National Congress on the HIV/AIDS in Racial and Ethnic population.

A. Membership on the Executive Planning Committee for the Congress mentioned above.

B. Provided information on the VA programs and services for a manual on Federal Programs for HIV/AIDS patients.

Please note that approximately 50% of HIV infected patients in the HIV Registry are minorities.

Geriatrics and Extended Care

The Geriatric Research, Education and Clinical Centers (GRECCs) are involved in a number of activities concerning minority veterans. The following are few examples of those activities:

Dolores Gallagher-Thompson, Ph.D., at the Palo Alto Geriatric Research, Education and Clinical Center (GRECC) is involved in researching methods to educate families and health professionals serving the Asian and Hispanic communities about Alzheimer's Disease (AD). One study, the Hispanic Caregiver Project, is a direct outgrowth of the English-language Anger Management research project, funded by the National Institute of Mental Health. One of its primary goals was to develop and evaluate various brief classes to reduce caregiver stress and burden. These classes were so successful that it was decided to modify one of the classes to be culturally sensitive and relevant to caregivers of Hispanic background. Manuals for this course have both English and Spanish versions. This work was completed at the Older Adult and Family Research and Resource Center, which is part of the Palo Alto VAMC and Stanford University School of Medicine.

Silvina Levis, M.D., who works at the Miami GRECC, participates at the Pro Salud Health Center in the Miami area. The center focuses on nutrition and activities for both veterans and non-veterans of Hispanic origin.

The San Antonio VAMC and the University of Texas Health Science Center at San Antonio have established the Mexican American Medical Treatment Effectiveness Research Center. The goal is to improve the health of Mexican Americans with chronic disease by determining the most effective treatments for specific conditions. Major efforts focus on diabetes, depression and preserving functional ability in elderly people who may suffer from several diseases. The Center is attempting to achieve the above goal through research, researcher education, and dissemination of results.

At the St. Louis GRECC, Drs. Miller, Perry and Morley are examining physical function and mineral metabolism in three different community groups of African Americans. A preliminary report has been published on the findings in mineral metabolism (Journal of American Geriatrics Society,

41:612) and other papers are in preparation. In a separate activity, Drs. Perry, Miller and Morley, in collaboration with Dr. Barnard at Oklahoma City VAMC, are examining the effects of aging on nutrition and physical function in a rural population of Native American women.

In 1992, 72.5% of domiciliary patients were white, 20.6% black, 3.7% Hispanic, and 3.3% all other ethnicity (Asian, Pacific Islander, Native Americans and other). At most domiciliaries the majority of the veterans were white, with the exception of Brooklyn, Cleveland, Coatesville, North Chicago, and Little Rock where the majority were black. The proportion of blacks in Domiciliary Care Programs is more than twice (20.6%) the proportion of blacks (8%) in the general veteran population (U.S. Bureau of the Census, 1989).

Mental Health and Behavioral Sciences Service

Mental Health and Behavioral Sciences Service (MH&BSS) and Readjustment Counseling Service (RCS) are collaborating on a "culture free" approach to counseling, under the umbrella of the Historically Black Colleges and Universities Initiative. The impetus for this activity came from the MH&BSS PTSD program evaluation, which includes monitoring of ethnic, racial and gender issues of patients. The National Center for PTSD plans to follow up the ongoing "Matsunaga Study" of PTSD in Native American, and Asian-, and Pacific Islander-American Vietnam veterans, by studying culturally relevant diagnostic tools and clinical approaches for African American and Hispanic veterans. Also, in our clinical work with women veterans suffering from PTSD (e.g. in survivors of sexual trauma), as well as in the studies by Women's Health Sciences Division of the National Center, there is a focus on racial and ethnic issues.

Readjustment Counseling Service

Readjustment Counseling Service policy regarding Vet Center team composition is, to the fullest extent feasible, to tailor Vet Center team composition to the needs of the particular veteran community which is being served. Teams are planned and selected to ensure familiarity with the Vietnam experience, and understanding of the special needs of ethnic minority, disabled, and women veterans, etc. Selecting officials strive to recruit in such a fashion that theater veterans, ethnic minorities and women are well represented in candidates. Currently African American, Hispanic and women staff levels in Vet Centers are significantly above the general levels of those groups in the Vietnam era and Vietnam theater veteran populations. The current level of Native American and Asian American/Hawaiian/Pacific Islander staff representation is about the same as the respective percentages of these groups in the Vietnam era and theater veteran populations.

To assist in the objective of ensuring quality services to minority veterans, RCS has in place special population working groups, each composed of several Vet Center staff representatives of the respective populations. Several factors prompted formation of the working groups, including the need to improve recruitment and retention of staff from special populations and the need to assure adequate outreach and counseling services to these identified groups. In addition, the Working Groups provide educational workshops to other Vet Center staff, develop recruitment strategies, and serve as consultants regarding outreach and counseling methods specific to the needs of specific veteran groups. RCS maintains Working Groups for women and each of the ethnic minority veteran groups: Hispanic, African American, Native American and Asian American/Pacific Islander.

Office of Medical Research

The Office of the AsCMD for Research and Development is coordinating a Research Training Initiative for Historically Black Colleges and Universities and Hispanic-Serving Institutions.

VETERANS BENEFITS ADMINISTRATION:

Veterans Benefits Administration will continue its outreach to minority veterans through participation in conferences and meetings sponsored by organizations concerned with minority veterans issues. These conferences and meetings are sponsored by organizations such as the National Association for the Advancement of Colored People, Blacks in Government, American GI Forum, Federal Asian Pacific American Council and American Indian Science & Engineering Society. In addition, we will use the information obtained through the Minority Veterans Affairs representatives to assess the need for policy and regulatory changes.

NATIONAL CEMETERY SYSTEM:

Historically, the National Cemetery System (NCS) has recruited and appointed minority veterans, including women and those of African-American, Hispanic and Asian-Pacific American heritage to Cemetery Director trainee positions. As vacancies occur, we will continue to promote all qualified individuals.

NCS outreach encourages joint efforts with students from Historically Black Colleges and Universities (HBCUs) when they are located near an existing national cemetery or area office. These efforts give students an understanding of cemetery operations while providing management with a pool of highly qualified applicants to recruit.

Employees of the National Cemetery System are a diverse group. NCS top management supported, developed and implemented a Cultural Diversity training module for all Headquarters staff. The module focused on ensuring that all employees deal effectively and appropriately with individuals from all cultures. Field facility personnel will receive training in the coming year. While the training is for NCS employees, management believes the results will enhance each employee's ability to provide better service to the diverse group of veterans, their families and individuals we serve.

Ceremonies throughout the National Cemetery System are held annually to honor Buffalo Soldiers nationwide by placing commemorative flags on nearly 1,000 graves in 22 national cemeteries. The term "Buffalo Soldier" refers to the regular army regiments of African-American enlisted soldiers formed shortly after the Civil War, particularly the Ninth and Tenth Cavalry Regiments. In 1992, a crowd of more than 12,000 participated in the unveiling and dedication of the Buffalo Soldier Monument at Fort Leavenworth, Kansas, in recognition of National Buffalo Soldiers Recognition Day. Ceremonies were also held at Fort Leavenworth National Cemetery that day.

Question 5: What has VA learned to date about the effect of its own policies, procedures and regulations on minority veterans in general and African-American veterans in particular?

Answer: In general, VA's policies, procedures and regulations are not the major problem regarding effectiveness in responding to minority veterans. Most problems raised by minority and African-American veterans relate to the need of VA staff to be more culturally aware and attuned to the unique needs of this minority veteran population. Most VA staff indicate that they view all veterans the same and strongly believe that this uniform view ensures equality in delivery of benefits and services to all veterans. To improve this situation VA must aggressively train its staff in cultural sensitivity and awareness, increase diversity in the VA workforce, forge partnerships with other groups delivering benefits and services to minority veterans, place minority affairs representatives in field activities, and develop and assess information regarding delivery of benefits and services to minority veterans.

Question 6: Please provide the total amount of resources devoted to the Chief Minority Affairs Office in VA this fiscal year?

Answer: The Chief Minority Affairs Officer (CMAO) was supported by the Minority Affairs Office and the Women Veterans Program Office. Staffing and resources for the CMAO function last fiscal year were reallocated from existing staffing and resources and included:

Staffing

- *
 - o Chief Minority Affairs Officer (SES)
 - o Executive Director, Minority Affairs Office (GS-14)
 - o Analyst, Minority Affairs Office (GS-12)
 - o Director, Women Veterans Program Office (GS-14)
 - o Analyst, Women Veterans Program Office (GS-13)
 - o Secretary (GS-7)

Non-payroll Funding - \$73,000.

Payroll:

14	67,000
14	67,000
13	57,000
12	48,000
7	27,000

Total \$266,000 Salary

 \$297,920 Salary and Benefits

- * This position is the Assistant Secretary for Policy and Planning. The Chief Minority Affairs Officer functions account for only a small portion of this full-time position.

FOLLOW-UP QUESTIONS
 TO PRESTON TAYLOR
 ASSISTANT SECRETARY FOR VETERANS' EMPLOYMENT AND TRAINING
 FROM
 THE HOUSE COMMITTEE ON VETERANS' AFFAIRS
 SUBCOMMITTEE ON OVERSIGHT & INVESTIGATIONS
 SEPTEMBER 14, 1994 HEARING

Question 1:

"Your testimony reports 1.8 million veterans registered with the Employment Service last year and over half a million veterans were helped into jobs by DVOP and LVER program funded staff and other State Employment Service Agency staff. That is a success ratio of almost 30 percent. What are you doing to increase the percentage of veterans who are helped into jobs?"

Answer:

We know that increasing participation in the Transition Assistance Program (TAP) will result in increasing the employment opportunities for more veterans. We believe that if we can increase participation in this program, more veterans will be empowered to direct their own job search and seek suitable employment, resulting in fewer veterans who will require the assistance of the Job Service. In this regard, we will undertake to increase TAP participation overseas, increase our marketing effort to make more servicemembers aware of the benefits TAP provides, and generally decrease class size while increasing the quality of instruction. To meet the need for an increase in the number of classes that will be offered as a result of these initiatives, up to five percent of the DVOP and LVER staffing levels will be dedicated to providing TAP instruction in those States having TAP sites.

Additionally, we will continue to enhance the skills of DVOP and LVER staff through the training provided by the National Veterans Training Institute. Better trained staff are more efficient at what they do and, in the case of DVOP and LVER staff, this translates into more jobs for veterans. In Fiscal Year 1995, the DVOP and LVER programs, together, will fund approximately 3,100 positions. During the same period, NVTI will provide training for over 2,000 persons in case management, veterans' benefits, TAP facilitation, and other subject areas. Although not all NVTI trainees are DVOP and LVER staff, all support work with veterans.

I feel strongly that making TAP training available to a greater proportion of separating servicemembers and increasing the skills of DVOP and LVER will decrease the number of veterans who either require assistance from the SESAs, or upon being registered for services, have a greater likelihood of finding employment.

We are beginning strategic planning that will target the energy and resources of this agency into the 21st Century. I assure you that the provision of services that maximize employment opportunities for African American, Hispanic, women and other veterans who are exceedingly challenged in the search for employment, will be central to this planning effort.

Question 2:

"What percent of all separating servicemembers and what percent of separating African-American servicemembers participate in the Transition Assistance Program? How can participation in TAP be increased?"

Answer:

Approximately 53 percent of all separating servicemembers participate in TAP. Because we have not routinely tracked participation in TAP activities by race, ethnicity and gender, I cannot give you a reliable number on the participation rate for African American servicemembers.

I want all of our programs to measure performance in such a way that we can identify who it is that succeeds as well as those who need more help. Unfortunately, the data we collect on the performance of our various programs is incomplete in terms of race, ethnicity, and gender. In many cases, while we may know the percentages of those who register for services according to race and gender, we do not know the success being experienced by veterans within these classifications. This is clearly a limitation on our ability to determine whether we have an effective package of services that meets the needs of all separating servicemembers and veterans. However, the collection of performance data can be expensive and can impose additional burdens on the States and our grantees. We are exploring ways of gathering this information so that collection is efficient, cost-effective, and least burdensome on the States and service providers yet still meets our responsibility to look at service outcomes.

As indicated above, our initiatives being implemented to improve participation in TAP will:

- reduce workshop size - set a maximum class size of 50 with two facilitators for classes over 35;
- continue to increase efforts to market TAP with the goal to enhance TAP's name recognition, and increase the awareness of the benefits of TAP; and
- improve TAP overseas - formalize and expand DOL's support of overseas DOD transition services to ensure TAP's delivery to a greater number of overseas separatees.

We believe that these initiatives will increase participation in TAP as well as the quality of the TAP presentations. Such enhancements should result in fewer separating servicemembers requiring the follow-up services of DVOP and LVER staff.

Question 3:

"Describe the results of VETS' (the Veterans Training and Employment Service) efforts to increase the number of women and minorities in professional and managerial positions, in accordance with the National Performance Review recommendation regarding "greater equal opportunity and diversity in the federal workforce."

Answer:

During the last five years, VETS has undertaken to increase the proportion of staffing who are women, minorities and/or disabled. Since early 1990, forty-seven percent of all hires have had service-connected disabilities, and thirty-nine and thirty-three percent were women and minorities respectively. Currently, twenty-four percent of the grades 13 and above consist of minorities and women. But, more importantly, half of the last ten individuals appointed to management positions have been either minorities and/or women. Although we are currently faced with the requirement to reduce staffing levels, we shall continue our efforts to improve the ethnic, race and gender representation within the VETS' organization.

Question 4:

"Please report on the current status of the demonstration project the Secretary of Labor has been authorized to carry out, in consultation with the Secretary of Defense, to establish one or more regional retraining services clearinghouses to provide services to veterans and other eligible persons."

Answer:

The most recent application received for the establishment of a regional retraining services clearinghouse is currently under review by the Employment and Training Administration (ETA). ETA is the agency at DOL responsible for administering all the Defense Diversification Program (DDP) funds transferred to DOL from DOD.

Prior to the end of the fiscal year a few applications proposing to establish these regional clearinghouses were reviewed by ETA but not approved for funding. Although obligational authority for DDP expired as of September 30, 1994, ETA has authority to continue funding DDP activities out of National Reserve Account monies. Current and future proposals to fund the clearinghouses will be reviewed under that authority.

Chairman Evans: to William E. "Pete" Sutton, Disabled Veterans Outreach Program Specialist, State of New York, Department of Labor

1. What steps should be taken to improve veterans' awareness of their benefits and rights?

Perhaps the single most important step to improve veterans' awareness of their benefits and rights would be the establishment, within each state, of a veterans employment hotline. This toll-free service, staffed by veterans in the State Employment Security Agencies, would also provide linkage with state and local veterans service agencies, as well as the Department of Veterans' Affairs. Although the Department of Veterans' Affairs has its own national toll-free number, it appears that they may be not setup to handle the volume they are getting as several veterans have commented on our New York State Veterans Hotline for Employment Services. Perhaps some enhancements to that operation are called for. Finally, this service would have to be marketed to maximize its effectiveness and reach veterans, particularly African-American veterans, who are most in need of readjustment and benefits information. It is the position of the New York State Department of Labor and of Governor Mario M. Cuomo, that the best way of ensuring that veterans receive the benefits and services which they are entitled is to do everything possible to ensure those veterans know what their rights are and have a readily accessible means of redress. Therefore, we have posted the "Veterans Bill of rights" posters prominently in each of our offices and ask every man and woman who seeks services "Did you ever serve on active duty in the United States Military?" If the answer is "yes" that veterans is given a "wallet card" sized copy of the "Veterans Bill of Rights for Employment Services," with the toll free "Hotline" number at that point. In addition, the U.S. Department of Veterans' Affairs and the Veterans Employment and Training Service in the U.S. Department of Labor, must do more to publicize their programs through the use of Public Service Announcements and personal efforts aimed both toward veterans and toward potential employers.

2. You've called for more collaboration between VA's Vet Centers and the Department of Labor. What kind of collaboration is needed, how can this be accomplished and how would you expect veterans to benefit?

Most experts will agree that the cornerstone to any veteran's successful readjustment is a job. Help a man or woman find a job and you've helped him or her gain dignity, self-respect and stability. The VA's Readjustment Counseling Centers, or Vet Centers, are a lifeline to many combat era veterans. Unfortunately, the decision to include a Disabled Veterans Outreach Program Specialist (DVOP) on their treatment teams varies from location to location. It would appear that each Vet Center Team Leader makes this decision based upon several subjective factors including space. Each V.A. Vet Center should enter into a Memorandum of Agreement with the State Employment Security Agency within whose boundaries it operates to provide for a full-time outstation Disabled Veterans Outreach Program Specialist to be fully integrated into its treatment team. This can realistically be expected to facilitate and expedite the readjustment process.

In addition, it is essential that the Secretary of Veterans' Affairs and OASVET work together to ensure that each Vet Center has direct computer linkage with the "job bank" of the state employment security agency. Most VA Vet Centers are not linked to the computerized job bank because of VA/DOL wrangling on "who pays." Therefore, the DVOP outstationed there is rendered largely ineffective in job placement.

3. Please explain to the Subcommittee why on-the-job training is more difficult for veterans to obtain, as reported in your prepared statement?

The overwhelming majority of training dollars in this country are spent on classroom activities. Providers include proprietary schools, community colleges and other publicly funded entities. Availability is based on ability to pay (with federal training dollars, in the case of proprietary schools) and meeting eligibility requirements. The new Job Training Partnership Act (JTPA) regulations also sharply curtail the use of on-the-job training funded under JTPA. On-the-job training also requires employer involvement. Although on-the-job training is subsidized, either to the employer as partial reimbursement for wages paid or directly to the veteran to offset wages, an employer must commit to permanent, unsubsidized employment after the training is completed. While many employers find this financial incentive appealing, many small employers are uncertain about their long term future. Others are wary of government programs in general. The Service Members Occupational Conversion and Training Act (SMOCTA), however, despite being "paper heavy," appears to be helping to dispel notions about government programs and stimulating the economy as well. A continuation, and perhaps an expansion, of SMOCTA could go a long way toward training veterans, including African-American veterans, for the highly skilled jobs of the future.

4. Are current Federal programs meeting the readjustment needs of African-American veterans returning to civilian life and if not, why not? What readjustment needs of African-American veterans are not being met by current Federal programs?

Current Federal programs meet the readjustment needs of very few African-American veterans returning to civilian life. SMOCTA, for example, was funded, after 6% administrative costs were taken off the top, at \$70 million. With most programs in the \$10,000 range, that means that the only program designed exclusively to meet the needs of returning veterans will serve approximately 7,000 veterans. The Department of Defense estimates over 1.65 million veterans will enter the civilian labor market by 1999. What happens to the other 99.5%, many of whom are minority veterans? Similarly, JTPA Title IV-C, which targets, among other veteran groups, minority Vietnam era and recently separated veterans, is funded at approximately \$9 million. This represents less than 1% of the nationwide JTPA allocation. No other JTPA program specifically targets veterans and consequently, in many states, veteran participation in these other programs is strictly inadvertent. I think it's fair to say that when the employment needs of veterans in general are not being met, the employment needs of African-American veterans in particular are not being met.

New York has tried to respond to this need by means of the Honorable Mario M. Cuomo declaring veterans to be a "special emphasis priority group" in all training funded by the Job Training Partnership Act. Chapter 553 of the Laws of 1994 extends veterans preference to all employment, training, and remediation programs administered by the State of New York, most of which are largely Federally funded. Perhaps it is time for a Federal "Veterans Bill of Rights for Employment, Training, and Remediation Services."

5. What are the special or unique readjustment needs of African-American veterans? How can the Federal government best respond to these special or unique needs?

As I indicated in my September 14, 1994 testimony, minority Vietnam veterans, including African-American veterans,

suffer a much higher Post Traumatic Stress Disorder (PTSD) prevalence rate than than White Vietnam veterans. This prevalence is reflected also in a much higher unemployment rate. Accordingly, veterans can be assumed to suffer a much higher incidence of other readjustment problems including alcohol and substance abuse, incarceration, and homelessness. While none of these readjustment issues are exclusively or uniquely within the domain of African-American veterans, their prevalence requires a targeted and focused response. As stated above, expansion of SMOCTA and JTPA Title IV-C, thereby increasing the likelihood of employment would go a long way towards addressing the readjustment needs of African-American veterans.

6. How can available resources be used more effectively to meet the readjustment needs of African-American veterans returning to civilian life?

There appears to be a lack of focus within the Department of Defense and the various branches of the military regarding the transitioning of military personnel. There also appears to be a lack of willingness to work with other Federal agencies and the States to do what is in the interest of our nation's newest veterans. In addition to the Transition Assistance Program (TAP), which is operated through an agreement between the USDOL, USDVA, and DOD, there are other programs, such as ACAP (the Army Career Assistance Program), that are redundant. There are also federal contracts being awarded to accomplish the same basic mission. A more cost effective use of the available resources currently earmarked to assist separating military personnel, including African-Americans, would be to eliminate this duplication of effort and direct the funding to the State Employment Security Agencies whose Disabled Veteran Outreach Program Specialists and Local Veteran Employment Representatives actually facilitate TAP seminars at hundreds of military bases throughout the Nation. Also, since less than 40% of the military personnel participate in these highly rated seminars, it makes a great deal of sense to get as many individuals as possible into TAP, thereby better preparing them for the civilian job market.

7. Which existing programs should be reduced or eliminated to increase funding for other programs which better meet the readjustment needs of African-American veterans?

Any program of the Department of Defense, Department of the Army, or any other military department that duplicates the functions of the public labor exchange, including contacts with civilian employers that never even mention the public labor exchange, should be eliminated. These activities are better handled by veteran representatives and other dedicated individuals within the State Employment Security Agencies. By getting these large bureaucracies with a specific constitutional mandate out of the employment business, millions could be saved and re-dedicated to support the currently grossly underfunded DVOP/LVER program (and hence, TAP), SMOCTA, and the Vet Centers, all of which play a critical role in the successful readjustment of African-American veterans.

QUESTIONS SUBMITTED BY

HONORABLE LANE EVANS, CHAIRMAN

SUBCOMMITTEE ON OVERSIGHT & INVESTIGATIONS

COMMITTEE ON VETERANS' AFFAIRS

AFRICAN-AMERICAN VETERANS: VETERANS' READJUSTMENT BENEFITS
AND RELATED ISSUES

SEPTEMBER 14, 1994

QUESTIONS FOR MR. ARTHUR BAREHAM

DIRECTOR

RE-ENTRY/VETERANS UPWARD BOUND

ATLANTA, GEORGIA

1. **Please describe a holistic veterans' readjustment program and identify the contents or various components of such a program.**

RESPONSE:

A veterans' readjustment program that is holistic in nature is a community based organization that has a specific mission that is focused on one particular aspect of self improvement, yet a clear understanding of providing service with the total person in mind. The program is organized to address the needs of participants through ancillary services and linkages with other support service agencies, but maintain overall case management responsibility for service quality and delivery. The program must have these five (5) primary components: 1. Administrative / Fiscal operations; 2. Outreach; 3. Assessment; 4. Service; 5. Follow up. Each component should be comprised of departments with very specific functions necessary to meet all administrative activities, planning, evaluation and coordination actions, necessary for comprehensive service delivery that is individualized and finally capable of following participant progress as well as conducting evaluation beyond program participation.

Critical to a program of this nature is the staff. The staff must be comprised of individuals that have to some degree experienced similar life circumstances that are common to those experiences of the targeted population. Furthermore, the staff must exhibit characteristics that demonstrate a dedication of service to others as well as the expertise of being problem solvers. All staff must share the common thread unique to veterans, military service. They must know and feel comfortable working within the community in a professional manner. Above all they must clearly understand and support the organizations' mission.

2. **What are the special or unique readjustment needs of African-American veterans? How can the Federal government best respond to these special or unique needs?**

Response:

African-American veterans are faced with resorting to counseling and supportive services that are not centered on an understanding of their perspective of life in America. Most counseling and supportive service endeavors are Eurocentric in nature and fail to acknowledge the values most African-Americans were raised by prior to entering the military. These veterans are accustomed to relying on a peer relationship or religious resource in securing the needed help in removing barriers and obstacles. When faced with the traditional counseling and service programs, they often encounter techniques that were created by stereotypical concepts of their value system, beliefs, and judgmental approaches that create an air of mistrust and disdain.

The Federal government must first understand most African-American veterans are products of a society that has operated by denying equal access to opportunities that would create an environment of choice in career paths as well as lifestyles. For this reason African-Americans, by the government's own definition, are classified as under-represented; therefore, any program that is established to deal with readjustment issues must be mandated to help members of this population overcome adjustment difficulties with efforts that are not Eurocentric in scope and purpose. Other factors that must be incorporated in the approach of the programs' endeavors must be to compensate for the educational opportunity and cultural enrichment exposure gap that exist between African-Americans and the "Majority" population.

Any program that is designed to help veterans to re-enter the civilian mainstream must show consideration of ways to narrow the gap created by these differences. The lack of appreciation for counseling in general and a strong desire to suppress the need to secure help in facing life difficulties by African-Americans must also be overcome through outreach activities by small community based programs that are not threatening nor exploitative in their method of operating.

3. **How can available resources be used more effectively to meet the readjust needs of African-American veterans returning to civilian life?**

RESPONSE:

The first step in the process of readjustment must begin prior to separation. This requires a form of "De-briefing" and orientation where information is provided as to how a member of the military can convert acquired skills into an useable resource in civilian life, irrespective of the acquired military occupational skill. Then ensure all resources allocated for readjustment are distributed in accordance with a like portion to that of the number of African-Americans separated annually. Require that all programs created and operated are under the premise of service to veterans needing readjustment assistance are conducting outreach activities that encourage African-American veteran participation. Also mandate that these projects have a program design that encompasses methods of addressing the differences that exist between the "Majority" population and African-Americans. Furthermore, require these programs to be based in community environments that is conducive to free movement of the targeted population and that the staff be reflective of the population to be served. Employ a service perspective, that requires the programs to deal with the whole person, by ensuring consideration is given to an individuals' needs and not some boiler plate prescription based on clinical studies, that have been designed from a generalist concept. Finally, incorporate the five components addressed in the first question of this query. Furthermore, review frequently the performance of these projects to ensure compliance at all levels that African-Americans are inclusive in the scope of their operations at a level equal with the population in need. Above all conduct global surveys to determine adequacy of program design in meeting population need.

4. Which existing programs should be reduced or eliminated to increase funding for other programs which better meet the readjustment needs of African-American veterans?

RESPONSE:

None of the existing programs designed to meet the needs of veterans requiring readjusting services should be eliminated or reduced. However, these programs should be re-structured to accommodate the African-American veteran population's unique set of needs. That re-structuring should entail employing counseling techniques that are Afro-centric based, combining programs and locating them in areas that are less threatening to the African-American population. This would also mean reducing the size of the programs to fit easily into an inter-city community and not become threat to the community structure. An example would be to take the current Department of Veterans Affairs Hospitals' Vet Readjustment Counseling Centers and deploy the counselors among Community Based Veterans Organization (CBVO) incorporating these professionals in the staff of these organizations. Combining the resources of projects currently funded by various U. S. Departments', such as Education (DOE), Labor (DOL) , Veterans Affairs (DVA), Housing and Urban Development (HUD), Health and Human Services (HHS), Department Of Defense (DOD), and Agriculture (DOA) into one project under the control of CBVO's that are fully integrated into the local communities. This would not change the missions nor legislative mandates of any of these Departments, but it would ensure that the population in need of these services would receive them. In every case a representative of each department could be placed with a CBVO and their talents and expertise could be combined to create a small "Storefront" type operation that will see these veterans are fully served.

Another example would be to the Veterans' Program model currently used by the Southeastern Regional office, National Scholarship and Service Fund for Negro Students, Inc. This community based organization Located in Atlanta, Georgia has combined the resources of The Department of Education under its' Veterans Upward Bound program, with its' Department of Labor contract through the City of Atlanta operating the Homeless Re-integration Project. All of this is housed in Harris House Veterans Center, a Transitional Housing program. The endeavor is directed by one individual with an Admin support staff consisting of two people at a cost of less than 20% annually. The program provides educational planning and classroom activities as well as employment and housing assistance to nearly 600 vets per year. All project participants have an assigned peer counselor and case management activities are conducted weekly. The project provides, through its ancillary services, referrals to emergency shelter, clothing, food, medical treatment from community clinics to include dental work, and no cost psychological counseling. The only piece of this project that is missing is on site readjustment counseling, this however, is performed by the Vet Counseling Center. This project has enjoyed a 70% success rate over the past seven years.

The examples provided and the description of service endeavors can work in any community. The key to moving forward on this matter is to first get the local veterans' community to acknowledge that there is a difference in the problems faced by African-American veterans, and that the traditional solutions are not the answer.



United States
**Office of
Personnel Management**

Washington, DC 20415-0001

In Reply Refer To:

Your Reference:

Honorable Lane Evans
Chairman, Subcommittee
on Oversight and Investigations
Committee on Veterans' Affairs
House of Representatives
Washington, DC 20515

Dear Representative Evans:

I am pleased to respond to questions you raised as a followup to a hearing on African-American Veterans: Veterans' Readjustment Benefits and Related Issues held on September 14, 1994. The enclosure contains the Office of Personnel Management's answers to the questions you raised.

Sincerely,

Leonard R. Klein
Associate Director
for Career Entry

2 Enclosures

Enclosure

QUESTIONS SUBMITTED BY HONORABLE LANE EVANS, CHAIRMAN,
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS, COMMITTEE ON
VETERANS' AFFAIRS, AND THE OFFICE OF PERSONNEL MANAGEMENT'S
RESPONSES

Q 1. Vietnam Veterans of America has called for a, "... review of current personnel policies used by the Office of Personnel (OPM) and the various Federal agencies with a view toward ascertaining what legislation changes in veterans preference laws are needed to make them current and enforceable through the Federal Government."

What is needed, in your opinion, to make veterans' preference laws current and enforced through the Federal Government?

OPM Response:

This question suggests that the veterans preference laws are somewhat out-of-date and are not being enforced. In our view, there is simply no basis for such an assumption. While the Vice President's National Performance Review did make a great many changes in the way the Government operates, veterans preference is not an item on the table. There are no proposals to change it, and, in our view, no changes are needed. With a history that dates back over 100 years, veterans preference is an established and accepted feature of Federal employment. Veterans preference is routinely applied by agencies in hiring and reduction-in-force and its application is rigorously enforced by OPM.

Q 2. Describe the programs and strategies the Office of Personnel Management has developed to meet the unique needs of African-American veterans.

OPM Response:

OPM has a variety of programs and strategies to meet the unique needs of African-American veterans. These programs include the Veterans Readjustment Appointment Program, the Disabled Veterans Affirmative Action Program, the noncompetitive hiring authority for 30 percent or more disabled veterans, and the Federal Equal Opportunity Recruitment Program. The strategies OPM uses to communicate these programs to African-Americans include ongoing academic relations with Historically Black Colleges and Universities, participation in Blacks in Government forums, quarterly meetings with the national veteran organizations, and providing Federal job information to the public through OPM's network of Federal Employment Information Centers. In addition,

2.

I have enclosed OPM's new brochure, Getting on the Federal Employment Information Highway, which contains useful employment information which may be of interest to African-American veterans. The brochure is available through OPM's Federal Employment Information Centers.

Q 3. Describe OPM efforts to provide veterans information on veterans' preference in Federal hiring and provide the results of the most recent assessment of the effectiveness of these efforts.

How could OPM be more successful in providing veterans information on veterans' preference in Federal hiring? How could OPM be more accessible to veterans seeking information on veterans' preference in Federal hiring?

OPM Response:

The Office of Personnel Management publishes several pamphlets and flyers concerning veterans preference and makes them available to veterans upon request. The representation of veterans in the Federal Labor Force is more than double that of the civilian labor force (CLF). The latest CLF data (as of 1991) were obtained from the U. S. Department of Labor's Bureau of Labor Statistics and show that 13.6 percent of the CLF (excluding the Federal sector) were veterans. The percentage of veterans in the Federal Labor Force rose from 28.7 percent in 1991 to 28.8 percent in the 1992.

The Office of Personnel Management uses a computerized employment service, "Career America Connection," which contains information on veterans preference and special hiring authorities for veterans. Veterans can access this system by dialing (912) 757-3000. We are committed to ensuring that veterans receive the Federal employment information they deserve. One effort under way to provide improved access to Federal employment for disabled veterans is our new application procedures. We plan to make the flyer, Applying for a Federal Job, available in alternative formats such as braille, large print, and audio tape for applicants with disabilities including disabled veterans. In addition, we are currently collaborating with the Department of Labor's Office of Veterans' Employment and Training to strengthen our capacity to disseminate job information to local communities.

We welcome your use of these systems and hope they will meet your information needs.

<p>For More Information Contact your nearest Federal Employment Information Center by consulting your telephone directory under the U.S. Government section.</p>	<p>TDD Service: 912-744-2299</p>
---	----------------------------------

FEDERAL EMPLOYMENT INFORMATION CENTER

Customer Service Standards

We will provide you with courteous and timely service.

We will update our nationwide job listings every business day.

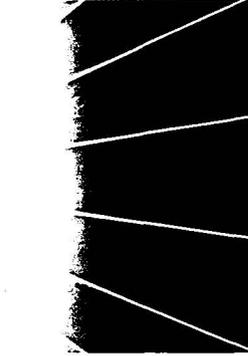
We will have Employment Information Specialists available to answer your questions.

We will provide 24-hours-a-day, 7-days-a-week, access to nationwide job information and application request services through a variety of electronic media.

We will respond to your requests for applications and/or routine information within one business day.

We will use your suggestions and complaints to improve our service continually. We will always remember we work for you, the American public.

Getting on the Federal Employment Information Highway



Career
AMERICA



United States
Office of
Personnel
Management

CE 301
(September 1991)



Federal Recycling Program
Printed on Recycled Paper



We are changing the employment information business in the Federal Government. Job seekers can use the Federal Employment Information Highway to conduct job research and find out about Federal career opportunities through the use of the following four user-friendly systems.

- ★ CAREER AMERICA CONNECTION
- ★ FEDERAL JOB OPPORTUNITIES BOARD
- ★ FEDERAL JOB INFORMATION TOUCH SCREEN COMPUTER
- ★ FEDERAL OCCUPATIONAL AND CAREER INFORMATION SYSTEM

Read on for additional information . . .

★ CAREER AMERICA CONNECTION

JUST DIAL: 912-757-3000 for

A Telephone-based System.
 Current Worldwide Federal Job Opportunities.
 On-line Information and Application Packages Mailed to You.
 Salaries and Employee Benefits Information.
 Special Recruitment Messages.
 Service Available Worldwide, 24 Hours a Day, 7 Days a Week.

★ FEDERAL JOB OPPORTUNITIES BOARD

JUST DIAL: 912-757-3100 for

A Computer-based Bulletin Board System.
 Current Worldwide Federal Job Opportunities.
 Job Fairs and Career Days.
 Salaries and Pay Rates.
 General and Specific Employment Information.
 Service Available Worldwide, 24 Hours a Day, 7 Days a Week.

OR . . .

You can contact us on Internet (address supports TELNET connections only)
 at:

**FJOB.MAIL-OPM.GOV or
 IP address 198.76.46.10**

★ ★ ★ FEDERAL JOB INFORMATION TOUCH SCREEN COMPUTER

A Computer-based System Utilizing Touch Screen Technology.
 Current Worldwide Federal Job Opportunities.
 On-line Information and Application Packages Mailed to You.
 Available at Federal Employment Information Centers Nationwide.

★ ★ ★ FEDERAL OCCUPATIONAL AND CAREER INFORMATION SYSTEM

A Computer-based Career Counseling Software.
 Overview of 600 Federal Occupations.
 Access to Worldwide Federal Job Opportunities.
 Qualification Requirements, Salaries, and Job Locations.
 Tips on Completing Application Forms.
 Work Interest Test.
 Sample Practice Examinations.
 Training Courses Available to Federal Employees.
 Available at Many College Placement Offices, Federal Agency Personnel Offices or by Contacting the State Occupational Information Coordinating Committee (SOICC) for Locations in Your State.

CHICAGO VIETNAM VETERANS AND FAMILY ASSISTANCE PROGRAM

Vietnam & Persian Gulf Family Assistance

POW / MIA : NEVER FORGOTTEN

JOANN WILLIAMS
Executive Director(312) 752-8600
Fax (312) 752-8482

December 4, 1994

U.S. House of Representatives
The Honorable Congressman
Lane Evans
335 Cannon House Office Building
Washington, D.C. 20515

Dear Congressman Evans:

Attached is a copy of the response to your letter of inquiry regarding testimony before the Veteran Affairs Committee, September 14, 1994 on African-American Veterans.

We are sorry that the original response mailed to you on October 30, 1994 appears to have been lost in mail.

I provided a "Summary" of the Veterans Rehabilitation Program of Illinois (VRPI). The actual Wisconsin Plan was provided to you at the hearing during the CBC conference. Our Illinois adaptation of the Wisconsin Plan and the Actual Wisconsin Plan are approximately 50 pages in length and will be re-mailed to you. I understand there is a deadline for my response to your letter dated September 23, 1994 and attached is my response and summary of the VRPI program. 20 total pages faxed.

I would like to meet with you when you return to Illinois at your earliest convenience.

Very truly yours,


Joann Williams,
Executive Director

Attached - Fax 20 Pages

FILE

October 30, 1994

U.S. House of Representatives
The Honorable Congressman
Lane Evans
335 Cannon House Office Building
Washington, D.C. 20515

In Re: Your Letter Dated September 23, 1994 regarding
Hearing on African-American Veterans, September 14,
1994.

Dear Congressman Evans:

The attached is a response to your letter of inquiry regarding the above-mentioned questions on the hearing. Since our recent emphasis has been on veteran homelessness, our response primarily pertains to our homeless veteran population.

Question 1.

According to your prepared statement, the Veterans Rehabilitation Program for Illinois (VPRI) is based on a similar plan in Wisconsin.

Please describe the Wisconsin plan, explain why the Wisconsin Plan is a good model and describe the results and accomplishments of the Wisconsin Plan.

SEE ATTACHED

Question 2.

Are current Federal programs meeting the readjustment needs of African-Americans returning to civilian life and if not, why?

Answer 2.

No. It appears that federal programs place too much emphasis on counseling. I can only speak for veterans we service in Chicago. However, the veteran readjustment programs (VET CENTERS) and V.A. Hospitals are statistically oriented. Team Leaders and social workers are quick to provide you with statistics and "numbers crunching" to justify their programs. Counseling/social services are necessary PARTS OF THE PUZZLE. However, there are important critical needs which are overlooked: job training, economic development, VETERAN ENTERPRISE ZONES, etc. Particularly in Chicago, we have no Homeless Veterans Reintegration Program which is essential to job re-training to help veterans either improve old skills or learn new ones.

What readjustment needs of African-American veterans are not being met by current Federal Programs?

Employment and training as discussed above. Also, many African-American veterans particularly Vietnam Era, have less than honorable discharges this causes difficulty when applying for a job. Many veterans who are now unemployed need re-training, and affordable housing. Many of the vets who contact our office are either out of work, homeless or both. Some of these vets are angry because they do not understand our changing competitive world wide economy. They were employed as Laborers, Blue Collar - White Collar workers and a few held middle to upper management jobs. Many of their jobs were in the manufacturing/industrial field which were plentiful both during and after the Vietnam War. Our client base age range is between 45 and 55 years of age. Many were working at these jobs for ten or more years and have drifted from job to job over the last five years. According to the United Way of Chicago, we have lost approximately 200,000 manufacturing jobs in the Chicagoland area over the past twenty years. We must, as the nation focus on job creation to absorb unemployed and underemployed Americans.

Emphasis must be placed on economic development, veteran self-employment, entrepreneurship, government procurement contract set-asides for veteran owned businesses, Small Business Administration (SBA) loan support, Community Reinvestment Act enforcement to include support of veteran owned businesses in the community etc. There must be veteran participation in HUD assisted homeless programs. One-third of funding for HUD housing programs be earmarked for homeless veteran projects for VETERAN COMMUNITY BASED ORGANIZATIONS. Let VETERANS HELP VETERANS! Social services and counseling is not the ONLY answer. I have yet to see a social worker create jobs and economic development for veterans. Social workers primarily create jobs for themselves and other social workers. Most jobs requiring contact with veterans at the V.A. (Vet Centers in particular) require a degree in SOCIAL WORK! Why not a degree and/or experience in BUSINESS to help CREATE jobs for veterans. The V.A. Hospitals, it appears, has more NON-VETERANS employed than ever before. Most government jobs place no emphasis on the need to hire vets or provide special incentive for veterans or veterans preference. There is no monitoring or requirement for veteran hiring preferences for federal contract procurement. There is no requirement for federally assisted public housing for U.S. Citizenship or veteran preference to obtain permanent shelter. A total approach is needed from the city, county, state and federal government as well as the business community, veteran organizations and social service agencies. This is why I feel the Veterans Rehabilitation Program of Illinois (VPRI) modeled after the "Wisconsin Plan" is a workable solution to homeless veterans.

Question 3

What are the special or unique readjustment needs of African-American veterans? How can the Federal government best respond to these special or unique needs?

2

Answer 3

African American Veterans experience a disproportionately high rate of unemployment. A critical element as mentioned previously is education. Job Training/re-training, and small business assistance along with drug/alcohol/PTSD and financial counseling. An HVRP program in Chicago is essential.

The federal government can request that emphasis on assisting veterans become a priority as was done after WWII. The Montgomery G.I. Bill needs to be given the same "teeth" as the WWII G.I. Bill. Each year, very quietly, veterans lose more and more of their benefits. Stop the erosion of our benefits. Provide, in all branches of government, specifically targeted (AVAILABLE Funds - No new funding) government funds whereby VETERANS can obtain employment, training, federal contracts and businesses opportunities as veterans. There was at one time, a degree of pride and patriotism associated with hiring a veteran by both government and private employers. Today, no one cares about hiring a veteran. This is especially the case if employers and government managers are not veterans themselves.

Job development/search and evaluation of employable skills should begin while a servicemember is still on active duty six months to a year prior to anticipated discharge.

Question 4

How can available resources be used more effectively to meet the readjustment needs of African-American veterans returning to civilian life?

Answer 4

See Answer 3. Also, as stated at the Homeless Veteran Summit in Washington earlier this year, most individuals who service homeless veterans do not represent the ethnic groups who require the service. The vast majority of the homeless in Chicago are African-American and Hispanic. Funding for service to African-American Veterans, homeless in particular tends to go to individuals and agencies who may not be culturally sensitive or represent the ethnic background of those in need. This must be changed.

Emphasis must be made to make the business community responsible to help veterans. The SBA and banking community should be evaluated for veteran participation and funding for veteran owned small businesses. This includes financial support and business technical assistance for new as well as established African-American veteran owned businesses.

Better networking links between DOD and the veteran/civilian community through computer job banks and information services for service members being discharged from active service. 3

Question 5. Which existing programs should be reduced or eliminated to increase funding for other programs which better meet the readjustment needs of African-American veterans?

Answer to question 5.

In both cities and rural areas, there are four distinct generations of veterans. WWII, Korean, Vietnam, and Post Vietnam Era veterans. Reduction in Force Veterans are not given much consideration at this time in America's history. Each generation has its own agenda and problems affiliated with their war/conflict. Last year, for the first time in history, Vietnam Veterans became the "majority" veteran. WWII Veterans have very little sensitivity to issues affecting newer and younger veterans. Veterans who are still young enough to participate in the work force experience more challenges as a result of an ever changing economic environment. These vets need employment and business development opportunities which no one seems to want to address. It's easier to say these vets are crazy alcoholics, drug abusers, and counsel or warehouse them for life. (i.e. jails, shelters, medical institutions (V.A.), etc.)

The Department of Defense did their part to assist veterans effected by the RIF. Sen. Les Aspen helped to sensitize the Joint Chiefs of Staff on this issue shortly after the collapse of the Soviet Union. After a servicemember leaves the military, DOD pre-separation responsibility to him/her is complete. The SBA began a Veterans Business Resource Council (VBRC) to assist veterans interested in starting their own businesses. However, SBA provided no budget, kicked many VBRC VOLUNTEER staff members out of the SBA offices and the VBRC program, to this day, is a paper program with NO TEETH. SBA has many very pretty and EXPENSIVE brochures explaining their programs. (I was listed as an SBA contact for the VBRC in their literature two years ago. I'm STILL LISTED! The VBRC DIED and has never had any concrete programs in Chicago for vets due to lack of SBA support or funding.) There are NO REAL VBRC/SBA PROGRAMS to assist veterans with obtaining government procurement contracts or to help veterans obtain loans for businesses. Many government small contracts (Under \$100,000-Davis-Bacon Act Exempt.) could be used by small veteran owned businesses to help veterans gain economic independence. HUD and public housing authorities nationwide have various contracting programs, i.e. lead abatement, construction/rehab, security, etc. Allow veterans an opportunity to become knowledgeable in the procurement procedures and compete for these government contracts. Under the Federal Acquisition Reform Act PL 103-355, insure that veterans participate in procurement activities. Small veteran community based not-for-profit organizations such as ours, could employ and train veterans to rehab property for homeless veterans through use of these small contracts.

The Department of Labor (DOL) has funds to provide training programs. Are veterans getting their fair share of training dollars? Are veterans getting their fair share of SBA Loans? Are veterans and veteran owned business receiving their fair share of loans under the CRA? How many veterans received RTC Property? Are Veterans receiving their fair share of government contracts offered by all federal agencies? Are veterans given a preference in

government hiring? Is there anyone watching and does anybody care what happens to veterans? I think not, since there is no sensitivity to veterans in America anymore. However, Congress could strongly ENCOURAGE government agencies and the American public to be more sensitive to veteran jobs, businesses and employment.

Better coordination between the V.A., HUD, SBA, DOL and DOD could greatly enhance veteran employment. THE DOLLARS ARE ALREADY IN PLACE. However, the coordination and the emphasis on veteran participation in these programs is sorely lacking.

Our Emphasis is employment. We may not need ANY additional funding, but merely focus on what is currently available and place a strict emphasis and strong directives toward helping veterans.

African American males, more than any other male, are now considered excess labor in this country. There are very few jobs in the new American "Service Based Economy" for African American males who primarily occupied blue collar jobs. When jobs were plentiful in the '60s and '70s there wasn't much need for counseling people to death! With reasonable financial stability, veterans could provide for themselves and their families. There was also more hope in the minds and hearts of African Americans for a better life. Fear, frustration, disappointment and uncertainty has paralyzed many African American veterans. Stable/Secure jobs, hard work, upward mobility, work seniority, promotion, etc. was the fabric of the American work ethic. The rules of the game have changed and many African-Americans are angry and confused. Job insecurity, RIF, downsizing, global economy, new technology, NAFTA, GATT, recession, etc. bring forth new employment challenges to our vets and we have not met the challenge.

I was talking with a retired WWII vet recently at my American Legion Post. His answer to the veteran unemployment and homeless problem was that the President must bring factory and industry jobs back to America. How do you explain to men who have worked hard and reaped the rewards of a thriving American industrial economy that MOST of those jobs are NEVER coming back. (Some no longer exist -- replaced by new Technology!) This vet, as is the case with most Americans, refuse to believe how this country has and will continue change.

Jails are not the answer. Homeless shelters are not the answer. Training programs are not the only answer. Counseling is only PART of the answer. Jobs may not be the only answer. However, combined all can easily provide pieces of the puzzle to help solve the problem. I do hope that someone will understand and act on these issues.

Thank you for allowing me this opportunity to respond to your questions and provide to you insight from someone who is truly in the trenches.

I would like to meet with you after the election at your earliest convenience.

JoAnn Williams,
Executive Director

Enc. "Veterans Rehabilitation Program of Illinois".

VETERANS ASSISTANCE AND RESOURCE COUNCIL

VETERANS REHABILITATION PROGRAM OF ILLINOIS

Veterans Assistance and Resource Council (VARC) is an organization established to provide continuum of care programs to Illinois veterans. This umbrella veterans organizations/agencies was created to allow all veteran specific organizations/agencies and veteran service providers an opportunity to network and assist the homeless veteran population in Chicago and throughout the State of Illinois.

VARC members participated in the first U.S. Department of Veterans Affairs Homelessness Among Veterans Conference in Washington, D.C., February 24-25, 1994. At the conference, the Illinois Delegation, in an Illinois regional workshop, outlined plans and steps which needed to be taken to assist homeless veterans. A summary of our conference recommendations is attached. (See Exhibit A) One clear answer to the problem of homeless veterans was the need for veteran specific program uniformity and the adaptation of what was called the "Wisconsin Plan". This plan, presented by Mr. Raymond Boland, Director, Wisconsin Department of Veteran Affairs and Mr. Tom Wynn, Executive Director, Center for Veterans Issues, provided participants at the Conference with a "Veterans Rehabilitation Program" which we now refer to as the Wisconsin Plan. Their strategic plan outlines a community based partnership between the U.S. Department of Veteran Affairs, V.A. Hospitals, Vet Centers, Veteran Community Based Organizations, the Wisconsin Department of Veteran Affairs, the U.S. Department of Labor, military installations, concerned veterans and other local community service agencies. It took Wisconsin veterans two years to develop their program. As a result of the Illinois Regional Workshop, we established VARC to answer the question of how we could best provide a continuum of care program to truly address and end veteran homelessness in Illinois.

We have structured and adapted the "Wisconsin Plan" model to the agencies and programs located throughout the State of Illinois. Although commitments from various Illinois veteran organizations and agency programs have not yet been obtained, we will be working on a full commitment and partnership between agencies as discussed above.

Veterans Rehabilitation Program of Illinois

PROGRAM OVERVIEW

This transition program assists veterans who are homeless or "at risk" of becoming homeless in receiving the forms of assistance necessary for them to achieve stable living conditions and re-enter the mainstream of society. It also addresses the needs of

veterans with chronic mental illness and other disorders requiring long term treatment and support. The VRPI is a collaborative effort involving the Illinois Department of Veterans Affairs, the VA Hospitals, medical centers and clinics in Illinois and the Chicago region. In addition, agencies which provide services or benefits to the homeless such as the Illinois Department of Health and Human Services, the Illinois Departments of Commerce, Labor, Employment Security, and Public Assistance, as well as local government and community based organizations, act as resources for the program.

The VRPI was designed to establish a systemic, statewide, "one-stop-shop" approach to assist veterans in accessing existing federal, state and local human services programs for which they qualify but have not utilized. The program is designed to help veterans receive the support services necessary for them to successfully re-enter the work force, or for those for whom securing steady employment is not practical, to receive a steady and consistent source of income that will allow them to live independently. The VRPI does not duplicate existing programs or services, but rather creates a process that allows veterans to take advantage of them, as well as provides assistance or services in those areas where programs or services are lacking.

Eligible veterans are guided through an extensive city and county level referral network to regional Veterans Assistance Centers. Each center has a similar, but not exact, operational design. Flexibility is built into each facility to allow for local conditions, cultural differences, etc., yet each emphasizes military structure and schedules that help veterans regain the pride and discipline many have lost on the streets.

Services are provided in six general categories -- education and training, employment, health care, housing, counseling and prevention of homelessness. Program operation entails and initial intake and assessment of the veteran's needs. A case manager is assigned to each veteran once intake/assessment are completed and, based on the evaluation, the case manager develops a plan with the veteran and assists him or her in gaining access to the programs and services identified to meet all the veteran's needs. The Veterans Resource and Assistance Council (VARC) will be instrumental in the establishment for providing a continuum of care services network for these veterans. Veterans, both hired and volunteer, comprise the majority of the staff.

Policy and Procedure Guidelines

I. Mission Statement:

The mission of the the Veterans Resource and Assistance Council, (VRAC), Veterans Rehabilitation Program of Illinois (VRPI) is to help needy veterans regain, maintain or improve their status in

SUMMARY
Policy and and Procedure Guidelines

I. Mission Statements:

The mission of the Veterans Resource and Assistance Council, (VRAC), Veterans Rehabilitation Program of Illinois (VRPI) is to help needy veterans regain, maintain or improve their status in society by providing a secure environment through which a wide array of human services can be accessed in an atmosphere of dignity and mutual concern.

We will identify multi-unit properties, single family properties (for veterans with families, i.e. women veterans) for rehab to establish housing centers for veterans and a strong supportive/continuum of care services program. We will identify real-estate management companies who have large apartment buildings who are willing to set aside ten or more units and become housing "centers".

II. Operation:

The purpose of each Center is to achieve the reintegration of veterans back into the community. Each center will coordinate their Continuum of Care program with city, county, state agencies, V.A. Hospitals, Vet Centers as well as other human/social service providers.

III. Program Mission:

A. General

Each center shall admit all eligible veterans seeking assistance into the program, unless a veteran has been barred for violating the center's rules. Health care and follow-up treatment will be provided by the Vet Centers and V.A. Medical Centers. The V.A. hospitals will provide off-site treatment for Alcohol and other drug problems, Post Traumatic Stress Disorders (PTSD) and or other physical and/or mental disorders. Admission may be deferred or subject to a waiting list.

The Chicago Veterans Assistance and Resource Council (VARC) will help coordinate the activities of those who qualify for the program.

IV. Referrals to the Veterans Rehabilitation Program of Illinois (VRPI).

A. Source of Referrals:

Referrals to the program may be accepted from any source. Examples include, but are not limited to: CBVSOs, the VA, the

criminal justice system, public/private/religious social service agencies, programs within the IDVA or self referral by the individual veteran.

V. In-take and Assessment Procedures:

A. General

Each incoming client will complete the VRPI in-take Assessment/Evaluation form (IDVA 2038). The information included on this form will serve as the basis for making admission decisions and as a data base to monitor the client through all program phases.

Each client will be required to take a physical exam at the area V.A. hospital within three days of admission.

Medical Assessment must be made and a caseworker assigned who will be responsible for continually reviewing medical and treatment data to ensure compliance with the client's treatment program.

VI. Legal Assessments

Intake staff will verify and legal issues facing a client and assess the effects such issues could have on the client's ability to participate in the VRPI.

Legal issues that could effect the rehabilitation process include, but are not limited to: the client is on parole or probation, court judgements against a client for past debts, court orders to garnishee wages and orders against a client for non-payment of child support.

VII. Alcohol and other Drug Abuse Assessments (AODA)

Intake staff shall attempt to screen any clients not self identifying for potential AODA.

VIII. Mental Health Assessment

Initial assessments of acute or chronic mental health problems will be made by staff during the intake process. Appropriate plans for treatment of these problems will be developed incorporating recommendations from all professionals involved in the client's treatment.

IX. Vocational Assessment

Intake staff will assess a client's vocational goals as well as work and educational history for inclusion in his/her caseplan and targeting of special assistance. 4

X. Housing Assessment

XI. Veterans Benefits Assessment

Intake staff shall assess a clients' short and long term need

XII. Development of the caseplan:

Development of a client's caseplan will begin as soon as the intake process is complete.

WOMEN VETERAN

Women veterans will be assessed according to their needs and needs of their children involved in the program.

"Bridge Counseling" will also be available to help stabilize rebuild a broken family structure as may be necessary and/or desired.

CONDENSED OUTLINE: (See Total "Center" Plan for detailed info

Periodic plan reviews

Program Completion

Contractor Liability Plan (Contract Services)

Services Provisions

Hours of Operation

Development Policies

Staffing Requirements

Health & Safety Requirements

Records

Administration

Subcontracting

Program Assessment

Roles & Responsibilities of the VARC and IDVA

THIS IS A VERY SMALL OUTLINE OF THE OPERATIONAL PLAN WHICH CONSISTS OF 16 TOTAL PAGES.



6

✓



ORGANIZATIONAL CHART OF VRPI PROGRAM
PARTICIPANTS:

U.S. Department of Veteran Affairs

Illinois Department of
Veteran Affairs

V.A. Hospitals throughout Illinois

Vet Centers

Veterans Advocacy and Assistance Council
Representatives

Veteran Community Based Organizations

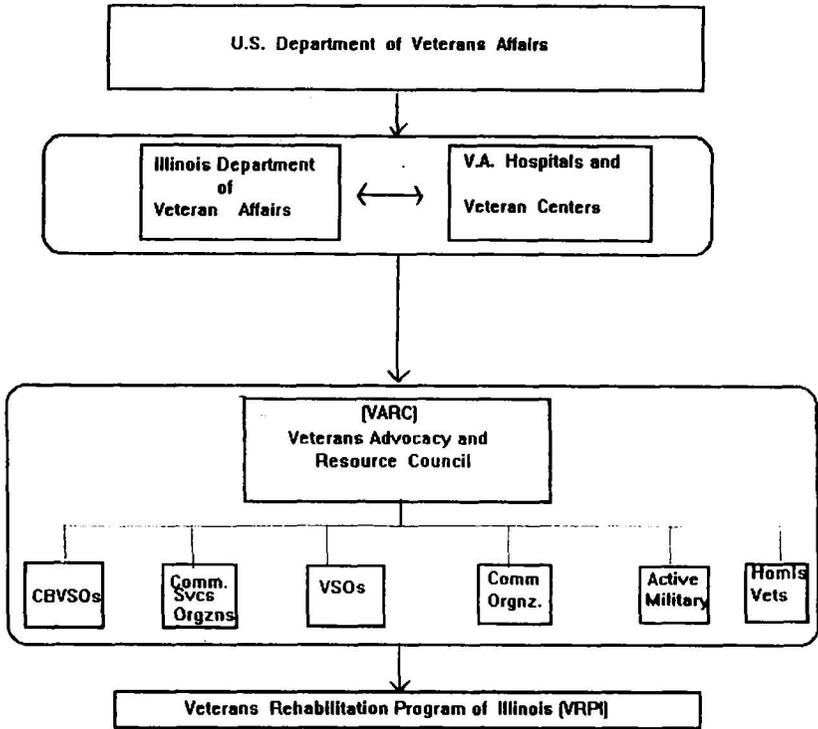
Community Based Organizations

Veteran Service Organizations

Homeless Veterans & Advocates

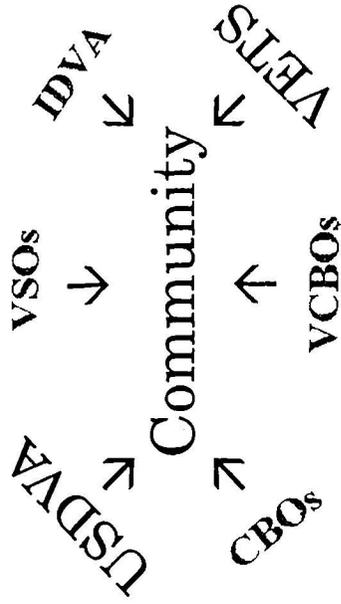
U.S. Department of Defense Active Programs

1. Active Military Installations
2. Active Military Reserve and National
Guard Units



VRPI

A COMMUNITY BASED
PARTNERSHIP MODEL



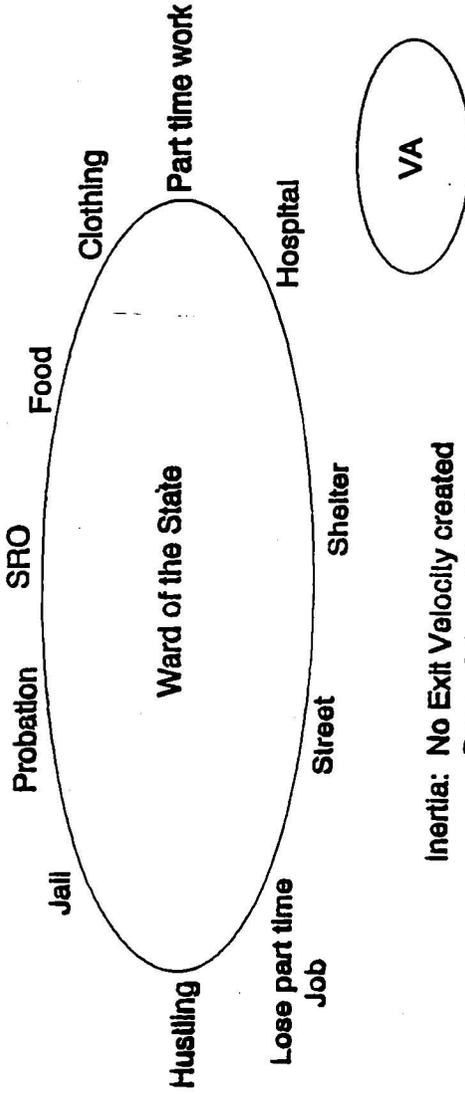
VRPI Veterans Reintegration Program of Illinois
USDVA U.S. Department of Veterans Affairs (Veterans Administration)
VCBOs Veteran Community Based Organizations (Tax Exempt 501 (c) (3))
VSOs (Traditional Veterans Service Organizations, i.e. American Legion
Veterans of Foreign Wars, Disabled American Veterans, Paralyzed
Vets, etc.)
CBOs Community Based Organizations. Neighborhood social/ health human
services and educational programs.
IDVA Illinois Department of Veterans Affairs

Illinois Department of Veterans Affairs Areas of Input and leadership:

1. Provide Leadership in Addressing the Homeless Veterans Issue.
2. Support in procurement of State funding for veterans Programs in:
 - a. Education/Grants & Loans
 - b. Housing - Ill Dept of Housing - for acquisition and rehab loans
 - c. Employment - Employment Security Jobs Bank
 - I. Support for the JTPA Program
 - II Encourage Employers to hire vets in the VRPI Program.
 - III.Encourage State Procurement with veteran owned businesses-State Contracts
 - d. State Supported Programs - Public Aid & Food Stamps
 - e. Support for families and veterans - Medicaid Medicare - Department of Children & Family Services
 - f. Coordinate the "Centers" for homeless veterans throughout the State.
 - g. Coordinate housing services at Quincy & Manteno for elderly veterans in need of housing.
 - h. Support the use of Ft. (Camp) Sheridan as a center to shelter homeless vets and vets at risk of becoming homeless.
 - i. Lobby for funding in Washington to support activities to help end veteran homelessness. Lobby Illinois Congressional Representatives. Lobby the U.S. Dept of Veteran Affairs.
 - j. Review proposals from various veteran community based organizations for funding projects to assist homeless veterans.

1994 Programs within the "Contium of Care"

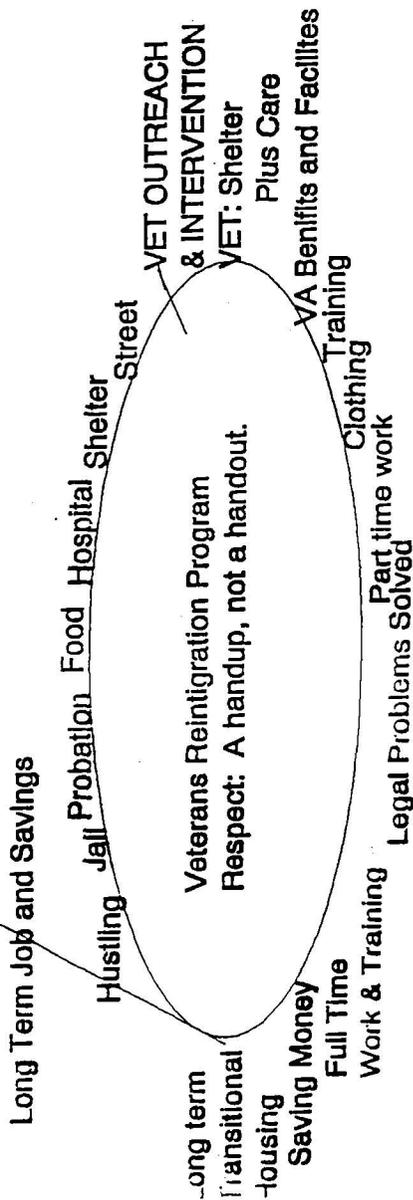
No Veterans Outreach to end Homelessness Cycle



**Inertia: No Exit Velocity created
Drugs & Legal Problems
Working poor with no long term goal
Its the Veterans Fault for Being Homeless - Perception**

Homeless Programs LM1

veterans have the Economic Independence and Safe, Decent & Affordable Housing
 Intervene in the Homelessness Cycle among Veterans
 and Assist Veteran to Create their Own Exit Velocity.



Exit Velocity: Re-Establish Self-worth and Self Responsibility
 Safe, Decent and Drug Free Transitional Housing
 Veteran benifits for health and training established
 Commitment to assist for two years
 Not based on any religious program

VET MODEL: LM-94

Responses to Questions from the Subcommittee on Oversight & Investigations
Committee on Veterans' Affairs

**AFRICAN AMERICAN VETERANS: VETERANS' READJUSTMENT
BENEFITS AND RELATED ISSUES**

SEPTEMBER 14, 1994

Submitted By

Leroy Ervin, Ph.D.

INTRODUCTION

The National Consortium for Educational Access was created in 1984 as a partnership between historically Black colleges and universities (HBCUs), Hispanic-serving institutions (HSIs), doctoral granting institutions and the private sector (see figure 1a,b and c). The NCEA's mission has been to increase the number of minority Ph.D. holders in mathematics, the sciences and computer science who enter the higher education professoriate. The NCEA's experience in bringing college and university and private-sector resources to bear on financing increased minority access to doctoral study has informed NCEA's approach to expanding its activities to recruit, train and place qualified minority teachers in public schools.

As the military began downsizing and the need in the public schools for minority and male teachers increased, the NCEA recognized the need to inaugurate a program that would establish a nexus between separating military personnel and those urban and rural school districts in search of qualified personnel - especially minority male candidates. The NCEA saw the need:

1. to identify those retiring and separating military personnel who wanted to pursue a career in teaching;
2. to assess the academic credentials and need for additional preparation leading to licensure for transitioning military personnel (TMPs);
3. to identify, modify and implement teacher licensure institute initially in a ten (10) state area for TMPs;
4. to provide additional financial support to those whose military severance and veterans' benefits would not cover the cost of attendance and family support during training; and
5. to facilitate access to elementary and secondary school teaching vacancies.

Ervin to Evans (Page 2)

Given the downsizing of the military, and the dire need in schools with at-risk students for qualified teachers who can act as leaders, mentors and role models, the NCEA recognized the obligation of the government to provide TMPs avenues for alternate, meaningful employment. This would give an opportunity to the nation's education system to recruit, train and place mature, dedicated and well-qualified teachers in public school settings, especially in areas of critical need.

The NCEA operation was a pilot effort covering the period March 1994 through November 30, 1994. We were led to believe that the program would evolve into a full blown effort for two years at the conclusion of the pilot effort. Unfortunately, this did not happen even though the pilot was extremely successful, surpassing all requirements established for it by the Department of Labor. The pilot has stimulated many colleges to become involved in implementation -- they are ready to receive and train transitioning military personnel to become qualified, licensed teachers.

1. **What lessons has NCEA learned from its pilot program to transition former military personnel into certified classroom teachers and how successful has this program been to date?**

Perhaps one of the most important lessons learned was that being required to focus only on degree holders we significantly reduced the pool of capable minorities from which to recruit--those with some college education but not a bachelor's degree. Essentially we were missing the group which perhaps performed the major portion of instruction and mentoring in the military....the enlisted personnel with an Associate degree and perhaps experience as an instructor.

Secondly, the partnership the NCEA established with the American Association for Colleges of Teacher Education (AACTE) was instrumental in bringing together institutions of higher education and sensitizing them to the specific and special training needs of former military personnel. This relationship was also instrumental in helping academic administrators recognize the need for curriculum modification in preparing these more mature individuals for public classroom teaching.

Ervin to Evans (Page 3)

1B. This program, given its short duration of less than eight months, has been extremely successful. Unfortunately, a decision was made not to continue the project on grounds other than its record of accomplishment. There were two primary project objectives:

1. identify, recruit and assist transitioning veterans to obtain teaching positions in K-12 classrooms and;
2. work with institutions of higher education (through the American Association of College of Teacher Education, AACTE) to develop stronger programs of teacher preparation, utilizing transitioning military personnel, taking into consideration their maturity and experience.

Third, transitioning military personnel need more specific information and academic counseling about what is required to obtain teacher licensure in the state which one plans to teach. Some of the specific information includes: job availability (by discipline), additional course requirements, nearest locations of accredited teacher certification programs, the advantage of enrolling in a post baccalaureate program vs a master's degree program, etc.

Figures 2,3, and 4 reflect numerical success, in that of the 81 veterans placed in teaching positions, 70 are enrolled in certification programs and 338 are in the pipeline for certification and placement.

With regards to securing the support of major universities to re-evaluate teacher preparation using our TEP's, the initial response was overwhelmingly positive. The next phase could not be continued because the project did not receive continuation funding.

2. **What is the average cost of transitioning non-degreed former military personnel and former military personnel who have an associate degree into certified classroom teachers?**

The average NCEA per unit cost of transitioning former military with at least a bachelor's degree into a certified classroom teacher is \$2,458. This program did not address individuals with Associate degrees because this generally directed minorities to "teachers-aide" positions as opposed to "teaching" positions.

Ervin to Evans (Page 4)

The NCEA was only permitted to work with individuals who had at least a bachelor's degree.

The NCEA has a joint proposal before the Department of the Army and the National Science Foundation to identify and assist military personnel with the associate degree. The primary reason for this approach is to: (1) significantly increase the pool of minorities from which to recruit (2) avoid tracking minorities into lower paid teacher-aide positions and (3) identify those who mentor and perform most of the instruction which occurs in military classrooms.

3. **Describe the success NCEA has achieved in increasing minority participation in doctoral study. (See figures 5&6)**

The NCEA has operated a Minority Doctoral Fellowship Program since 1985. To date the program has produced 33 Ph.D.'s, and all but five are teaching at a college or University (mostly at HBCU's). There are 125 NCEA doctoral fellows currently in programs and will be graduating at a rate of about 35 per year beginning in 1995.

The NCEA has begun to meet with minority groups composed of active and retired officers to assist them with their goal of continued education towards obtaining the Ph.D. We are hopeful that federal support will become available to assist with this effort.

The consortium of NCEA Ph.D.-granting institutions provides a tuition waiver and an assistantship to all minorities referred (by the NCEA) and accepted into one of its Ph.D. programs. This leveraging has allowed NCEA to accomplish (1) an increased number of doctoral students with a decrease in per unit cost and (2) the removal of the most formidable barrier of access to graduate education for most minorities....adequate financial support

4. **Are current Federal programs meeting the readjustment needs of African American veterans returning to civilian life and if not, why?**

Many minority veterans with degrees wish to pursue doctoral study for teaching at the College or University level. There are no federal programs to our knowledge designed to assist this group. In fact this is one of the flaws of the "Troops to Teachers" legislation.

Ervin to Evans (Page 5)

Another serious legislative flaw concerns veterans' without a bachelor's degree (mostly minorities) that are tracked to teacher-aide positions, the lowest paying in the educational system (custodial pay exceeds that of a teacher's aide). The NCEA would not have opted to participate in this part of the program, even if permitted, because of its discriminatory nature.

Due to the language and structure of the "Troops to Teachers" legislation, the major portion of African Americans military personnel are excluded from substantial assistance under this program for lack of having a degree.

The \$50,000 allocation to a Chapter 1 school for each veteran it hires should be eliminated and reallocated to training of veterans. This is extremely important if we are to encourage and assist minorities to enter the K-12 classroom. The best chance for success in getting minority males into education will come from the enlisted ranks. This group will need the added financial assistance to obtain their bachelor's degree and teacher certification. The NCEA has found in the civilian population that with sufficient financial support the number of minorities pursuing advanced graduate work, including Ph.D.'s, increases substantially. With support, they persist and graduate.

- 4a. **What readjustment needs of African American veterans are not being met by current Federal programs?**

Do not have sufficient information at this time to respond adequately.

5. **What are the special or unique readjustment needs of African American veterans? How can the Federal government best respond to these special or unique needs?**

The largest number of African American Veterans come from the enlisted ranks (see figure 7,8 and 9). These individuals need the greatest amount of academic counseling and financial support to develop marketable civilian skills. Minorities, especially African Americans Veterans, often do not have a network or support systems as do their white counterparts in the civilian marketplace and therefore require special assistance in learning how to navigate the system to obtain and sustain gainful employment.

Ervin to Evans (Page 6)

Recruitment of transitioning African American military personnel (TMPs) into teaching will be enhanced when military Education Service Officers (ESOs) are well informed about programs available and procedures to follow to inform and counsel TMPs. Also, ESOs should be taught how teacher licensure works, the differences among licenses (emergency, provisional, initial, etc.) the relative "value" of these (thus to steer them to quality programs), and licensure variability between states.

Further, information should be made available about the profession of teaching - what it's like, what TMP can expect, benefits, challenges, future prospects. It would also help to include descriptions of typical training environments; testimonials from parents, principals, master teachers, and previous TMPs, and stories about at-risk students who have been "turned around."

We envision an effective, comprehensive program--to inform and recruit-- including print, audiovisual media and information services. Videotape (Bill Cosby, Norman Schwartzkopf, Colin Powell) aimed at TMPs to choose teaching as a career in service to the country. Another videotape aimed at education service officers/counselors.

We need: professional media people to produce the videos (they must be high quality); training workshops (regional) for education service officers/counselors; ads in military service publications; toll-free information number about licensure programs/requirements; referrals to specific schools, colleges and departments of education (SCDEs) in higher education institutions; contact person in each SCDE as part of network - ready to respond to TMP or education service officer/counselor.

The NCEA and the AACTE should seek joint partnership funding between the federal and private sector to develop materials and programs to accommodate both the postbaccalaureate and the prebaccalaureate TMP. The latter will be considerably more complex in that a creditable, quality baccalaureate program has to be shaped for on- or near-site delivery (program may start 2-3 years before separation). All of this requires close cooperation and consultation with the appropriate SCDE(s) and with other schools/colleges to which the TMP transfers after discharge.

Ervin to Evans (Page 7)

The AACTE service should include national monitoring of their member institutions of higher education activity for quality control. The NCEA should develop a national database of programs, contact people, and a system for tracking of TMPs-in-process. Regular mailings to make them part of a national "club" (a la the Saturn automobile marketing strategy,) in order to continue the cohort identity they will have developed while in professional training. Centralized or regional, quick-response system (toll-free) for education service officers/counselors and TMPs.

6. **How can available resources be used more effectively to meet the readjustment needs of African American veterans returning to civilian life?**

The \$50,000 allocation to a secondary school for each qualified veteran it hires represents the expenditure of federal resources void of any preceding cerebral activity. These funds should be focused on readjustment and training expenses of veterans to assist them with acquiring the appropriate qualifications to enter the K-12 classroom. With a shortage of qualified teachers school systems do not need an "inducement" of any kind to hire beyond "being qualified".

This "bounty" can only lead to problems in the long run if it becomes an enticement to hire. Quality would be sacrificed for temporary financial gain for the system and when the money disappears so, most likely, will the position.

7. **Which existing programs should be reduced or eliminated to increase funding for other programs which better meet the readjustment needs of African American veterans?**

The Montgomery G.I. Bill should be reviewed for possible increases in school/training benefits. This is especially true for the enlisted ranks where the greatest number of minorities exists. The excess funding provided to school systems for hiring veterans that obtain certification for teaching positions (very few of which are minorities) should be redirected to assist those coming from the enlisted ranks. The \$50,000 "bounty" could easily be reduced or eliminated altogether, causing no impairment to a school system. It would provide a tremendous incentive and necessary support for minorities to acquire the required preparation to become certified classroom teachers.....providing a rich supply of needed African American and other minority males.

NCEA Ph.D. Faculty Development Program Ph.D.-Granting Institutions

Alabama A & M University	Pennsylvania State University	University of Florida
Auburn University	Purdue University	University of Georgia
City University of New York	Rensselaer Polytechnic Institute	University of Illinois/Chicago
Clark Atlanta University	Rutgers, the State University of N.J.	University of Illinois/Urbana Champaign
Clemson University	Southern Illinois University/Carbondale	University of Iowa
Cornell University	Stanford University	University of Kansas
Dartmouth University	State University of N.Y./Stony Brook	University of Kentucky
Duke University	Texas A & M University	University of Maryland
Emory University	Tulane University	University of Massachusetts/Amherst
Florida State University	University of Alabama/Birmingham	University of Minnesota
Georgia Institute of Technology	University of Alabama/Huntsville	University of Missouri/Columbia
Georgia State University	University of Arizona	University of North Carolina/Chapel Hill
Harvard University	University of California/Berkeley	University of Pennsylvania
Howard University	University of California/Davis	University of Pittsburgh
Indiana University	University of California/Los Angeles	University of Southern California
Kent State University	University of California/Santa Cruz	University of Virginia
Michigan State University	University of Cincinnati	University of Wisconsin/Madison
Medical College of Georgia	University of Connecticut	Western Michigan University
New Jersey Institute of Technology	University of Delaware	

Figure 1a

NCEA Consortium Historically Black Colleges and Universities (HBCUs)

Alabama A & M University	Johnson C. Smith University	Savannah State College
Alabama State University	Kentucky State University	Selma University
Albany State College	Knoxville College	South Carolina State College
Alcorn State University	Lane College	Southern University/Baton Rouge
Benedict College	Lincoln University	Southern University/New Orleans
Bethune-Cookman College	Mississippi Valley State College	Spelman College
Central State University	Morehouse College	Stillman College
Chicago State University	Morgan State University	Talladega College
Clark Atlanta University	Morris Brown College	Tennessee State University
Delaware State College	Norfolk State University	Texas Southern University
Dillard University	North Carolina A & T University	Tougaloo College
Fisk University	Paine College	Tuskegee University
Fort Valley State College	Paul Quinn College	University of the Virgin Islands
Grambling State University	Prairie View A & M University	Virginia State University
Howard University	Rust College	Wiley College
Jackson State University	St. Augustine's College	Xavier University
Jarvis Christian College	St. Paul's College	

Figure 1b

**Hispanic Serving Institutions Which Are Members of
the NCEA Consortium**

Bayamon Central University

Lehman College (CUNY)

St. Edward's University

Colegio Universitario del Este

Mount St. Mary's College

University Metropolitana

Incarnate Word College

Pontifical Catholic University

Universidad Politecnica de Puerto Rico

Inter American University of Puerto Rico

Figure 1c

NCEA MILITARY TRANSITION TO EDUCATION PROGRAM

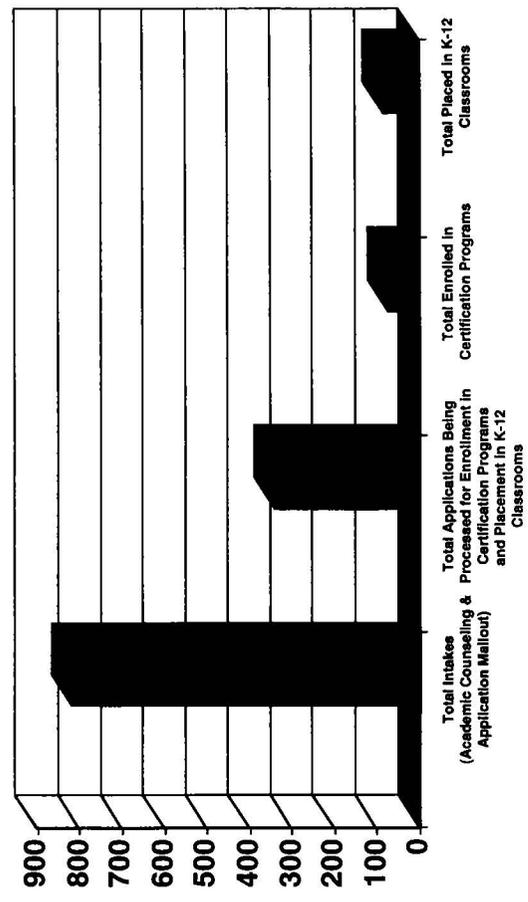
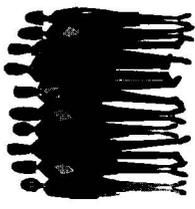


Figure 2

NCEA TRANSITION TO EDUCATION PROGRAM

TOTAL APPLICATIONS BEING PROCESSED FOR ENROLLMENT IN CERTIFICATION PROGRAMS AND PLACEMENT IN K-12 CLASSROOMS

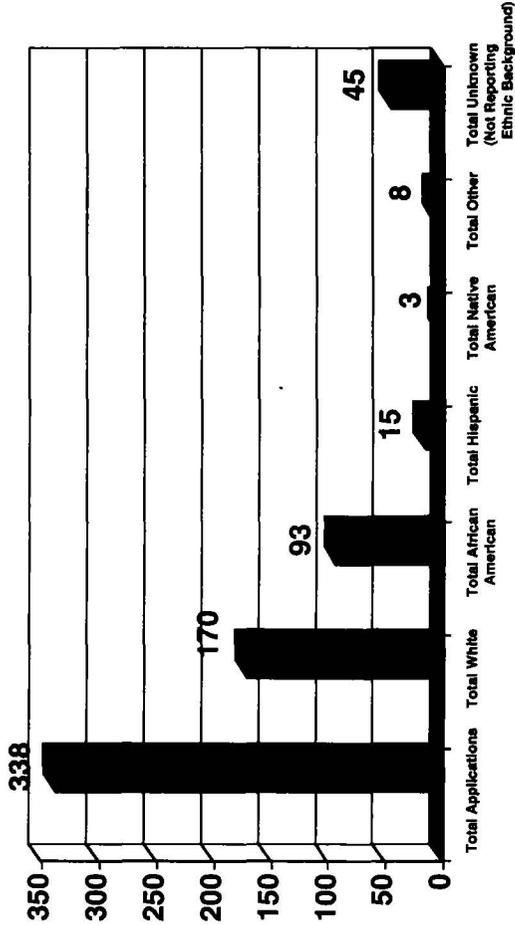
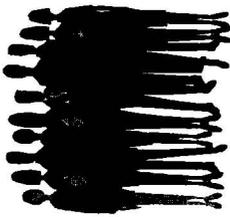
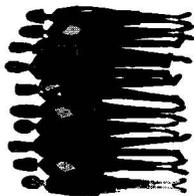


Figure 3

NCEA TRANSITION TO EDUCATION PROGRAM



TOTAL MILITARY PERSONNEL ENROLLED IN CERTIFICATION PROGRAMS AND PLACED IN K-12 CLASSROOMS

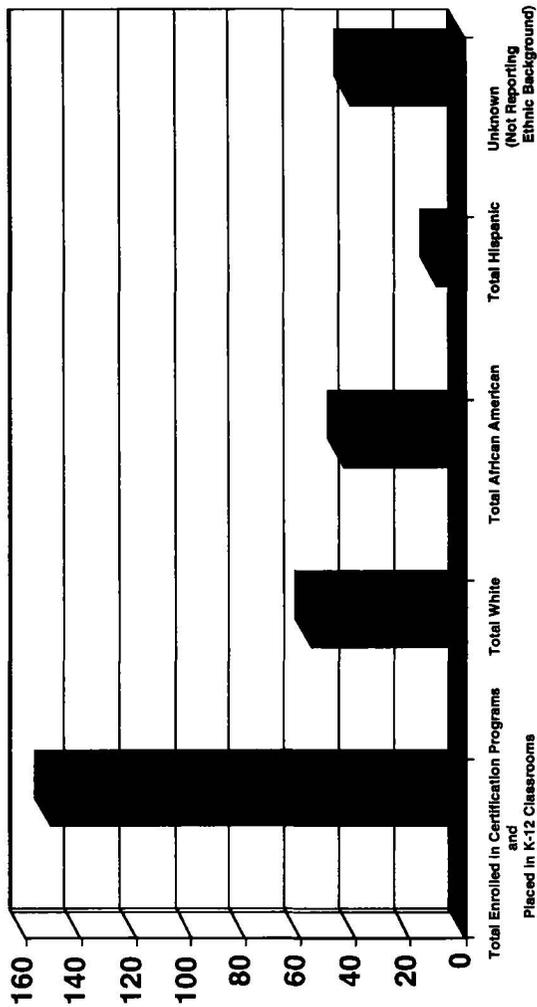
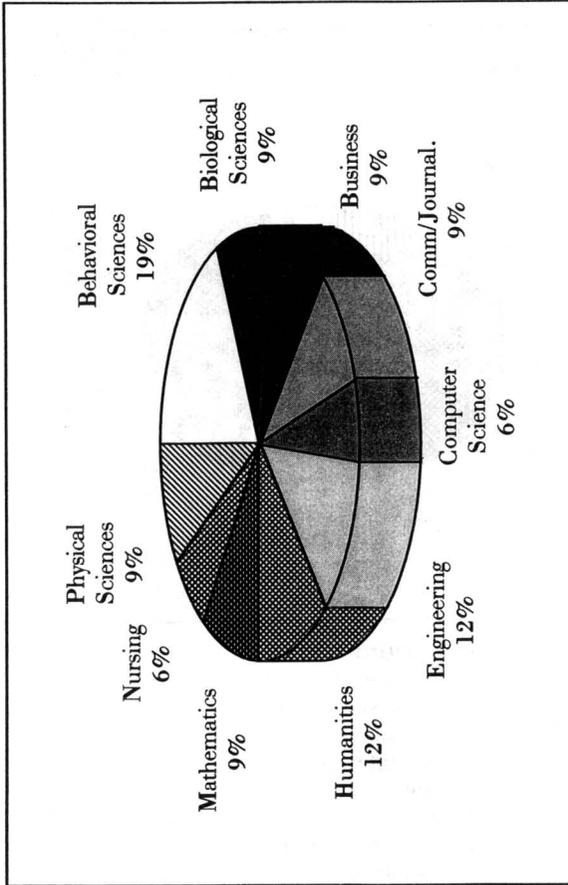


Figure 4

Fields in Which NCEA Ph.D. Faculty Development Program Graduates are Working*

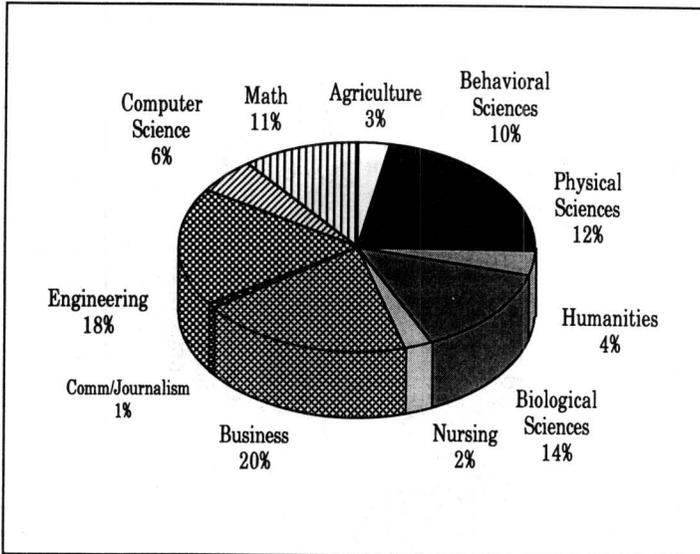


Total Number of Graduates: 33

*All but 4 graduates are currently working as professors of higher education in the academic arena.

Figure 5

1994 NCEA Fellows by Discipline

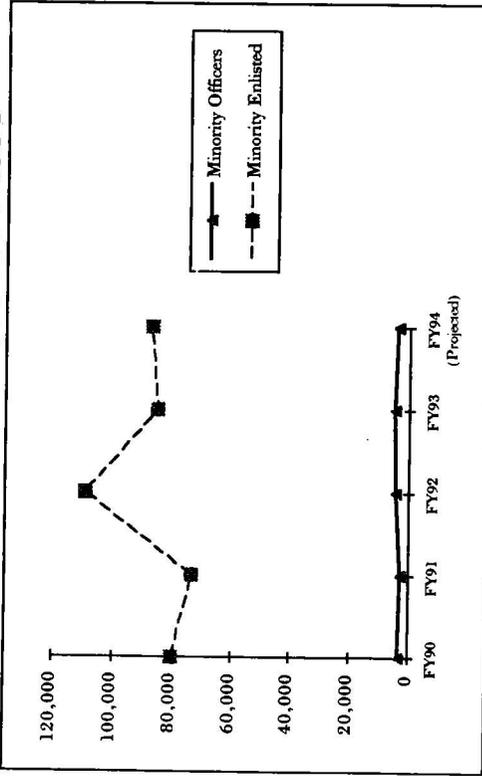


Agriculture	4
Behavioral Sciences	13
Physical Sciences	15
Humanities	5
Biological Sciences	17
Nursing	3
Business	24
Comm/Journalism	1
Engineering	23
Computer Science	7
Math	13

Total Number of Fellows: 125

Figure 6

Enlisted Personnel vs. Officers Separating from the Armed Services from FY 1990 to FY 1994



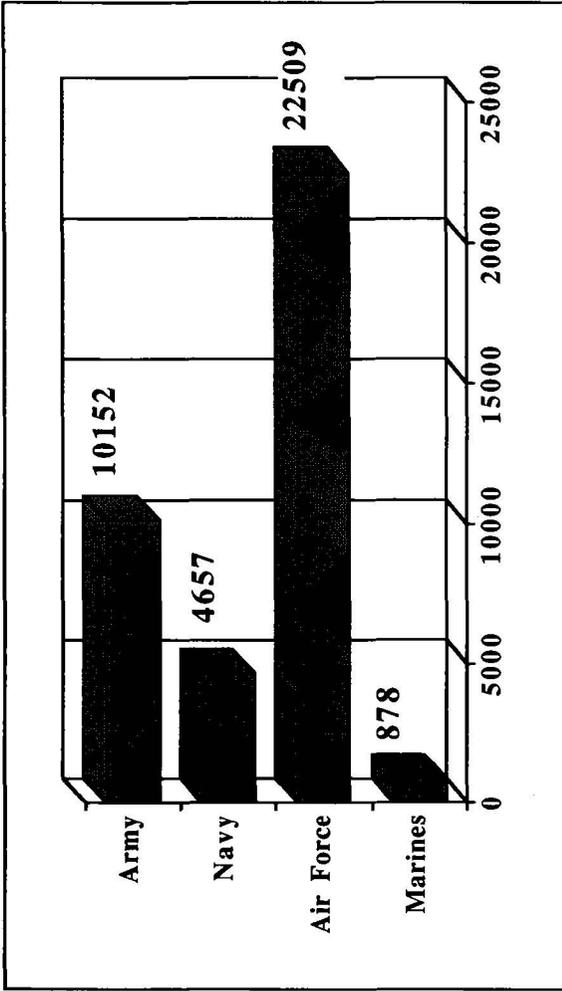
	Minority Officers	Minority Enlisted
FY90	3,069	79,824
FY91	2,599	73,339
FY92	4,135	109,416
FY93	4,360	84,894
FY94 (Projected)	3,541	86,868

(Projected)

Source: DoD Manpower Data Center, 1994

Figure 7

**Enlisted Personnel With Associate Degrees or Equivalent
by Branch of the Military as of March 1994**

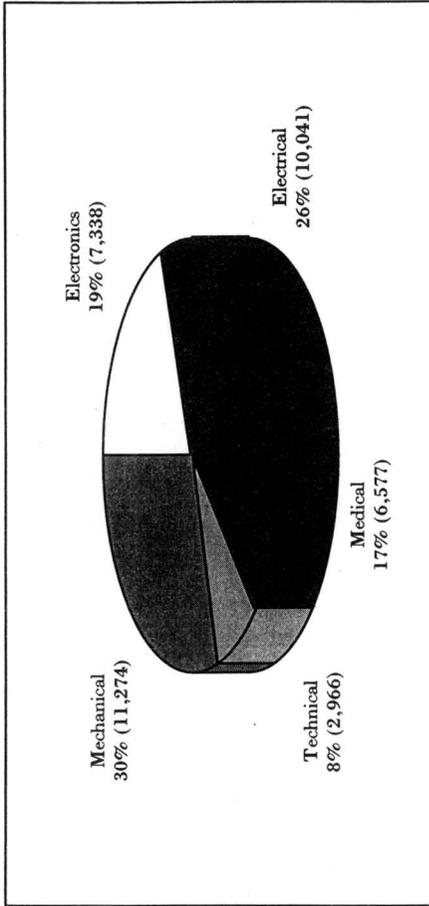


**Total Number of Enlisted Personnel in Technical Fields in All Branches
with AA Degrees or Equivalent: 38,196**

Source: DoD Manpower Data Center, 1994

Figure 8

Enlisted Military Personnel Who Have Associate Degrees or Equivalent in Technical Occupations (As of March 1994)



Total Number of Enlisted Personnel In the Military: 1,000,000+

Total Number of Enlisted Personnel with Associate Degrees or Equivalent in Technical Fields: 38,196

Source: DoD Manpower Data Center, 1994

Figure 9