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STATE INSTRUCTION NUMBER 25-10

To: Local Workforce Area Signatory Officials
Local Workforce Area Board Chairs
Local Workforce Area Administrators
DEW Area Directors
DEW Regional Managers

Subject: **VR&E Program Guidance**

Issuance Date: March 18, 2026

Effective Date: Immediately

Purpose: To provide guidance to the Jobs for Veterans State Grants (JVSG) program on providing seamless services to participants of the Department of Veterans Affairs (VA), Veteran Readiness and Employment (VR&E) program.

References:

- Workforce Innovation and Opportunity Act (WIOA), Public Law 11-128
- Wagner-Peyser Act, as amended, Public Law 73-30
- 20 CFR Parts 651; 652; 680; 682
- Veterans' Program Letters (VPLs) 05-24; 07-09; 01-26
- Training and Employment Guidance Letters (TEGLs) 03-24; 10-09
- Training and Employment Notice (TEN) 15-10
- State Instruction Letters (SILs) 11-09; 13-05; 19-03, Change 1; 23-01; 24-05
- Technical Assistance Guide for State Workforce Agency Services to VR&E Participants (VETS/VR&E TAG)

Background: The VA, through its Veterans Benefits Administration's (VBA) VR&E Services, rehabilitates veterans and service members with a service-connected disability that impacts their ability to work. VR&E program participants receive assistance to learn new skills, find a new job, start a business, engage in educational counseling, or return to a former job.

The Department of Labor (DOL) Veterans' Employment and Training Service (VETS) administers the Federal JVSG. The Department of Employment and Workforce (DEW) administers the JVSG program in South Carolina, which provides individualized career and training services to eligible veterans and covered persons, and assists employers in filling their workforce needs with job-seeking veterans through the SC Works system.

The JVSG program is comprised of Disabled Veterans' Outreach Program (DVOP) Specialists and Local Veterans' Employment Representatives (LVERs). DVOPs assist "job-ready" eligible veterans and covered persons with employment opportunities. LVERs work with employers and those veterans who do not fall under DVOP services. DEW has full-time and part-time DVOPs and LVERs. DVOPs and LVERs in a full-time status only perform duties related to the employment, training, and placement services under 38 USC Chapter 41, Section 4104(e). Part-time (commonly known as 50/50) DVOPs and LVERs conduct 50% of their workday with other Wagner-Peyser programs.

Policy: VR&E staff deliver services to their participants using a shared caseload system, meaning that VR&E staff may serve participants anywhere across the country. When VR&E participants approach program completion, they may be referred to the SC Works system for employment services. For seamless, coordinated services, VR&E staff send all referrals for VR&E participants in South Carolina to the DEW-maintained email: SCVRandE@dew.sc.gov.

Shared Electronic Mailbox

The SCVRandE@dew.sc.gov email must be monitored by JVSG management and administration staff. Monitoring includes the following responsibilities:

- Receive VR&E participant referrals from VR&E staff and assign appropriate program staff to initiate contact and screening for program participation.
- Enter new participants, referring VR&E staff, and assigned program staff into a tracking sheet that is updated as needed to reflect participant status.
- Monitor and assess services provided to VR&E participants in the SC Works centers.
- Ensure monthly progress reports are submitted for each VR&E participant.
- Participate in quarterly meetings with VR&E and VETS staff.

Limitations on Monitoring. The following must be adhered to when assigning duties to SC Works center staff who support VR&E participants:

- JVSG staff and JVSG program managers **CANNOT** oversee the work of non-JVSG staff.
- LVERs **CANNOT** perform any of the functions described in this policy.
- Full-time DVOP Specialists **CANNOT** receive referrals directly from VR&E staff.

Veterans' Services Director

The DEW Veterans' Services Director (VETS Director) is responsible for the following:

- Meet with VR&E and DEW staff quarterly to monitor actions, discuss best practices and areas of improvement, and ensure effective coordination for program success.
- Identify problem areas, work toward resolution, and offer technical assistance.
- Help VR&E and DEW staff work together for the benefit of participants.
- Notify VR&E staff when the SCVRandE@dew.sc.gov email is updated.

SC Works Center Staff

The appropriate program staff in the SC Works center delivers services to VR&E participants. This is typically a DVOP Specialist but may be other program staff, dependent on participant needs. Ideally, VR&E participants receive individualized career services in coordination with other SC Works partner programs.

When serving VR&E participants, SC Works center staff must:

- Focus on employment services that are compatible with the participants' VR&E program.
- Immediately attempt to contact the referred VR&E participant, provide services or make referrals, and maintain consistent contact through post-exit follow-up services.
- Adhere to the obligations listed below in the section **VR&E Monthly Progress Reports**.
- As needed, reach out to the appropriate VR&E staff to discuss concerns about a participant's progress and cooperation in their job search.

Non-VR&E Referrals. Occasionally, a veteran who applies for the VR&E program is either not eligible or needs stop-gap employment while continuing their education. VR&E staff may refer these individuals, along with other veterans seeking employment to SC Works centers. These individuals must **NOT** be recorded as VR&E participants.

VR&E Monthly Progress Reports

VR&E participant information, services, and outcomes must be documented by SC Works center staff to comply with DOL reporting requirements, state policies, and to ensure that each participant receives proper employment services. The SC Works center staff assisting VR&E participants must use **VA Form 28-10289** (attached) to submit the monthly progress report, mindful of the following:

1. The original referral email from VR&E staff to the SCVRandE@dew.sc.gov mailbox contains **VA Form 28-10289 Monthly Progress Report**.
2. SC Works center staff assisting VR&E participants must send monthly progress report to the appropriate VR&E staff and SCVRandE@dew.sc.gov at the following intervals:
 - a. **Monthly.** SC Works center staff must send a progress report within the first ten days of every month, beginning when they receive the VR&E referral.
 - b. **Case Closure.** SC Works center staff must consult the appropriate VR&E staff prior to case closure. When the case is closed, the SC Works center staff must send a final progress report to the appropriate VR&E staff.

3. Monthly progress reports must be precise, concise, detailed, and contain only valid data. See the *VETS/VR&E TAG* (attached) for advice on efficiently submitting the report.
4. Submit the monthly progress report by:
 - a. Opening the VR&E referral email.
 - b. Completing the report.
 - c. Sending it to the appropriate VR&E staff.
5. Consult the appropriate VR&E staff when a participant is unresponsive, uncooperative, or fails to participate for at least 45 days.

Action: Please ensure that all appropriate staff receive and understand this policy.

Inquiries: Questions may be directed to WorkforcePolicy@dew.sc.gov.

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Attachment

- VA Form 28-10289
- VETS/VR&E TAG

SECTION V: VR&E PARTICIPANT'S JOB SEARCH EFFORTS

NOTE: For submission of additional information, use a separate form (VA Form 28-10289) for each statement.

27. VR&E PARTICIPANT'S JOB SEARCH EFFORTS

**SECTION VI: DVOP/AJC CASE MANAGER'S JOB SEARCH ASSISTANCE:
INDIVIDUALIZED CAREER SERVICES; REFERRALS FOR SUPPORTIVE SERVICES; LVER SUPPORT**

28. DVOP/AJC CASE MANAGER'S JOB SEARCH ASSISTANCE

SECTION VII: ADDITIONAL INFORMATION

29. REMARKS

SECTION VIII: AUTHORIZED SIGNATURE

30. CASE MANAGER SIGNATURE (*REQUIRED*)

31. DATE SIGNED (*MM/DD/YYYY*)

PENALTY: The law provides severe penalties (including fine and/or imprisonment) for willfully submitting any statement or evidence of a material fact you know to be false, or for fraudulent receipt of any document you are not entitled to.

PRIVACY ACT NOTICE: VA will not disclose information collected on this form to any source other than what has been authorized under the Privacy Act of 1974 or Title 38, Code of Federal Regulations 1.576 for routine uses (i.e., civil or criminal law enforcement, congressional communications, epidemiological or research studies, the collection of money owed to the United States, litigation in which the United States is a party or has an interest, the administration of VA programs and delivery of VA benefits, verification of identity and status, and personnel administration) as identified in the VA system of records, 58VA21/22/28, Compensation, Pension, Education, and Veteran Readiness and Employment Records - VA, published in the Federal Register. Your obligation to respond is voluntary.

RESPONDENT BURDEN: An agency may not conduct or sponsor, and a person is not required to respond to, a collection of information unless it displays a currently valid OMB control number. The OMB control number for this project is 2900-0939, and it expires 03/31/2027. Public reporting burden for this collection of information is estimated to average 15 minutes per respondent, per year, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate and any other aspect of this collection of information, including suggestions for reducing the burden, to VA Reports Clearance Officer at VACOPaperworkReduAct@va.gov. Please refer to OMB Control No. 2900-0939 in any correspondence. Do not send your completed VA Form 28-10289 to this email address.



**U.S. Department of Veterans Affairs
Veteran Readiness and Employment Service (VR&E)**

and

**U.S. Department of Labor
Veterans' Employment and Training Service (VETS)**

**Technical Assistance Guide for State Workforce
Agency Services to VR&E Participants**

A Team Approach to Serving VR&E Participants

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Introduction

The U.S. Department of Veterans Affairs (VA), Veterans Benefit Administration's (VBA) Veteran Readiness and Employment (VR&E) Service assists service members and veterans with service-connected disabilities to prepare for, obtain, and maintain suitable employment; start their own business; or receive independent-living services. It oversees VR&E program participants' education and training and provides career counseling to help guide career paths and ensure the most effective use of VA benefits.

The U.S. Department of Labor (DOL), Veterans' Employment and Training Service (VETS) oversees several veteran-related programs including the Jobs for Veterans State Grants (JVSG), which provides federal funding to a government agency in each of the 50 states, the District of Columbia, and the territories of the U.S. Virgin Islands, Puerto Rico, and Guam. Recipients use this funding to hire dedicated staff that provide individualized career and training-related services to eligible veterans and eligible persons with employment barriers, and that assist employers in filling their workforce needs with job-seeking veterans.

JVSG recipients deliver grant-funded services through many of the approximately 2,300 American Job Centers (AJC) nationwide. The American Job Center network, part of the One-Stop system, provides universal access to an integrated array of labor exchange services so that workers, job seekers, and employers can find the services they need. All qualified job-training programs that are funded in whole or in part by the U.S. Department of Labor, such as many of those accessed through AJCs, must prioritize services to veterans and other covered persons as described in Title 38, U.S. Code, Chapters 41 and 42, and clarified in [Veterans' Program Letter 07-09](#).

When a VR&E participant approaches the end of their VA-funded training program, VR&E staff may refer the participant to their local AJC for access to this array of employment services, including those available through JVSG.

Most VR&E participants who are referred to AJCs are served by JVSG-funded staff, called Disabled Veterans' Outreach Program (DVOP) specialists,¹ who specialize in delivering individualized career services to eligible veterans and transitioning service members (TSM). Because of this collaboration between the VBA and VETS-funded activities on behalf of VR&E participants, the two agencies maintain a Memorandum of Understanding (MOU) that formalizes our joint commitment to maximizing participants' success. See [Resources | U.S. Department of Labor](#) for the current MOU.

VR&E participants' success depends on several different entities working together smoothly. This Technical Assistance Guide (TAG) describes best practices that VBA and VETS request of every role in each of these entities. It should be read as a guide, not necessarily as required

¹ Any mention of DVOP specialists in VETS guidance refers equally to Consolidated DVOP/Local Veterans' Employment Representative (CODL) staff, unless clearly not applicable.

guidance. As such, DOL grant recipients are advised that the contents of this TAG do not supersede requirements placed in any statute, regulation, policy, or the terms and conditions of the grant award. Where conflicts exist or are perceived to exist, grant-funded staff must act in accordance with those requirements rather than this TAG.

Section I: A Team Approach to Serving VR&E Participants

VETS and VR&E share a common goal to deliver efficient and seamless services to VR&E participants who are seeking assistance with one of the most important aspects of their lives: finding meaningful employment in a suitable career field. Effective communications and coordinated efforts from all agencies and staff involved will ensure participants receive comprehensive, efficient, caring, and professional services that result in successfully achieving their goals.

Because direct employment services are delivered by states’² Employment Services Specialists³ (ESS) through AJCs, states are fundamental partners alongside VETS and VR&E staff. Together, we strive to create a seamless, positive experience for VR&E participants as they transition out of their training phase and begin their job search and employment.

Each organization adheres to the following guidelines as we deliver services to or work on behalf of VR&E participants:

- Representatives from the VR&E, VETS, and each state will coordinate to ensure maximum effectiveness and efficiency are provided in services to VR&E participants and to resolve common concerns.
- VR&E and state staff will communicate program activities, share information, and report on participants through a monthly progress report as described in [Section III](#). The information exchanged will be used to facilitate solid rehabilitation planning, job development, and placement services for participants.
- All information from interviews, counseling, testing, and assessments will be used by each organization in accordance with the Privacy Act of 1974 and other applicable laws and regulations. VR&E staff obtain documented consent as part of the enrollment process into the VR&E program and share it with the state as needed. Each organization will apply practical and appropriate safeguards to protect participants’ Personally Identifiable Information (PII) in accordance with applicable law, including the Americans with Disabilities Act of 1990 (as amended), the Rehabilitation Act of 1973 (as amended), and Title VII of the Civil Rights Act of 1964 (as amended).

A description of each organization’s staff positions’ roles respective to supporting VR&E participants follows below.

² In this guide, the term “states” generally means state workforce agencies (SWA) and/or JVSG recipients. Not all JVSG recipients are the state workforce agency, and the term does include the District of Columbia and the territories of Guam, Puerto Rico, and the Virgin Islands, which also receive JVSG and other DOL-funded grants.

³ This guide uses the term “Employment Services Specialist” or ESS to describe a state employee who delivers direct services to a VR&E participant. This may be a DVOP, a Wagner-Peyser Act-funded staff, or other program staff. In most cases, the ESS will deliver services within a case management framework.

U.S. Department of Veterans Affairs VR&E Staff

VR&E staff include:

- Veteran Readiness and Employment Officer (VR&EO)
- Vocational Rehabilitation Counselor (VRC)
- Employment Coordinator (EC)

When working with VR&E staff, note that they often handle responsibilities and functions beyond their assigned roles or titles. For example, a VRC may sometimes perform EC roles and vice versa. In addition, some functions of these roles may be carried out by contracted staff.

Veteran Readiness and Employment Officer (VR&EO)

The VR&EO, in coordination with the Director for Veterans' Employment and Training (DVET), ensures effective coordination and works as a liaison between VR&E, VETS, and the state to implement the goals established in the MOU.

To that end, the VR&EO (or Designee) will:

- Meet with the DVET and state representatives quarterly to discuss best practices and areas of improvement to ensure effective coordination for program success.
- Maintain regular contact and communication with the DVET and appropriate state representatives as needed, but at least each quarter.
- Identify problem areas, work toward their resolution, and render technical assistance as needed.
- Share available success stories quarterly showing coordination of services between VR&E and the state resulting in job placement successes.
- Ensure relevant information that may affect services is shared with the state representatives to facilitate participants' job search efforts.
- Provide the DVET and state with timely information relevant to the employment assistance being provided by VR&E staff.

Vocational Rehabilitation Counselor (VRC)

The Vocational Rehabilitation Counselor (VRC) is responsible for executing and completing participants' evaluations and serves as the VA case manager. The VRC:

- Determines whether participants meet the entitlement criteria for VR&E benefits, identifies and meets participants' counseling needs, and prepares the participants' rehabilitation plan.
- Evaluates participants' vocational interests, aptitudes, abilities, and limitations and develops and implements the rehabilitation plan.

- Assists participants to identify and enroll in programs within their abilities, aptitude, and interests. As appropriate, uses Labor Market Information (LMI) to validate that the program will provide meaningful and realistic opportunities leading to employment.

Employment Coordinator (EC)

The Employment Coordinator (EC) oversees or provides employment assistance to participants. To deliver those services, the EC:

- Helps participants identify an appropriate employment track that best meets their needs.
- Assists participants with resumé preparation, interviewing skills, and other job readiness activities.
- Advises participants on job training and placement programs available through federal and other sources.
- Provides participants with the link to their state’s workforce delivery system website and encourages them to register.
- Refers participants to the state workforce delivery system for employment services, which includes a) providing the registration link to the state’s website, b) obtaining a signed Release of Information (ROI) form, and c) emailing the participant’s information to the state’s shared electronic mailbox.
- Collaborates with the ESS in support of the participant, which includes a) sharing information about the participant’s employment issues, b) ensuring job search and placement efforts align with the participant’s goals, c) promptly notifying the ESS of case status changes, and d) confirming receipt of the monthly progress report within 10 calendar days.
- Performs job development functions such as marketing participants to employers based on the individual’s vocational goals.
- Informs employers on ways to meet reasonable accommodation and assistive technology needs.

U.S. Department of Labor Veterans’ Employment & Training Service Staff

VETS staff include the State DVET. One DVET is assigned to each state and serves as their single point of contact for the JVSG recipient. With respect to VR&E, the DVET monitors actions and reporting between VR&E and the state representatives and provides technical assistance as necessary.

The DVET’s responsibilities include:

- Meeting with VR&EO/Designee and state quarterly to discuss best practices and areas of improvement to ensure effective coordination for program success in their assigned state.

- Identifying problem areas, working toward resolution, and rendering technical assistance as needed/appropriate.
- Helping VR&E and state staff work together for the benefit of participants.
- Notifying VR&E staff when the state’s shared electronic mailbox address is updated.
- If the state does not designate a single state representative or shared electronic mailbox, coordinating with the state to ensure participants are referred for services at the AJCs.

VETS/VR&E Joint Work Group

Both VETS and the VR&E Service assign members to a joint work group that meets at least monthly. Members from each agency may include staff from the field, regional, and national levels. Together, the group drafts policy and resources (such as this Technical Assistance Guide), evaluates their effectiveness, and advances the agencies’ goals in support of VR&E participants.

State Agencies

In most states, the state workforce agency (or a subcomponent) is the designated JVSG recipient and manages the workforce delivery system. As this is not universally true, this guide simply refers to “states” with the expectation that readers will interpret as appropriate.

State staff/functions include:

- Establish and maintain a shared electronic mailbox overseen jointly by:
 - The JVSG State Veterans Coordinator (SVC), who manages the state’s JVSG program, and
 - Other state program manager(s) or administrative staff who can coordinate between VR&E staff and ESS.
- The ESS, which may be a JVSG-funded DVOP specialist or another employment specialist working in the state’s workforce delivery system who provides individualized career services within a case management framework in coordination with other partner program staff.

VETS and VR&E ask states to:

- Assign state-level management staff, such as the JVSG SVC, to meet with VR&E and VETS staff quarterly to discuss best practices and areas of improvement to ensure effective coordination for program success.
- Designate a shared electronic mailbox for the VR&E program to function as the state’s central point of contact for participant referrals.
- Allow all staff who serve (or coordinate service delivery to) VR&E participants to attend professional training through the National Veterans’ Training Institute (NVTI) to enhance participants’ successful outcomes.

- Oversee and track services to VR&E participants within their state.
- Quickly resolve any issues that may impact services to VR&E participants.

State Shared Electronic Mailbox

Individuals who oversee a shared electronic mailbox should coordinate between VR&E staff and their state, including the staff (i.e., ESS) who serve participants.

These individuals, and/or JVSG program managers, should:

- Meet with VR&E staff and the DVET quarterly to discuss best practices and areas of improvement to ensure effective coordination for program success.
- Receive VR&E participant referrals and assign them to an appropriate ESS.
- Monitor and assess services provided to participants by the ESS.
- Ensure that timely and accurate monthly progress reports are sent to the referring VR&E staff.
- Use any mechanism, such as a shared document or workbook, to track all VR&E referrals, assigned ESS, and case status.

Employment Services Specialist (ESS)

The ESS will typically be a DVOP but may be any other appropriate AJC program staff. Ideally, VR&E participants will receive individualized career services within a case management framework in coordination with other partner program staff.

The ESS will follow their state's usual protocols when serving any participant. With respect to VR&E participants, an ESS should additionally:

- Focus on employment services that are compatible with the participant's VR&E program.
- Acknowledge receipt of VR&E participant referrals within 10 calendar days.
- Reach out to the referring VR&E staff with any concerns regarding the participant's cooperation in their job search.
- Consult with the referring VR&E staff prior to case closure and/or when participants are unresponsive, uncooperative, or fail to participate for at least 45 days.
- Send a monthly progress report to the referring VR&E staff, with a copy to the state's shared electronic mailbox, by the tenth day of each month for as long as services to the participant continue, including post-employment follow-up services, and upon case closure. See [Appendix C](#) for an image of VR&E's preferred format for receiving a monthly progress report.

Section II: Referral, Service Delivery, Tracking, & Closure

Just as not all VR&E participants are referred to states for employment services, not all veterans referred to states by VR&E staff are necessarily VR&E participants.

Along similar lines, although most VR&E participants who are referred to states for employment services are served by a DVOP, this is not always the case. States assign participants to an ESS based on a variety of factors, such as availability, eligibility, location, and current caseload levels. In accordance with [VPL 05-24](#), Jobs for Veterans State Grants Staff Roles and Responsibilities and Coordination with Workforce Innovation and Opportunity Act Services to Veterans, Section IX.B.4:

Department of Veterans Affairs' Veteran Readiness and Employment (VR&E) Program Participants. Because not all VR&E participants are eligible for DVOP services, there is no exception to the screening requirement for VR&E participants. They must be screened for eligibility based on the criteria described in Section VI prior to being referred for DVOP services.

Section IX.B.6 explains that the screening may be performed either by AJC intake staff or by an online system, such as the one used for any participant who is registering for employment services. To facilitate a smooth referral process, VR&E staff will encourage participants to register online before (or concurrently with) referral.

This section will describe the process flow for each type of referral.

VR&E Participant Referral

Starting at the point when a VR&E staff member determines that the participant would benefit from state employment services, the referral and rehabilitation process generally takes the following path:

- VR&E staff:
 - Direct the participant to enroll in the state's employment service system; provide a link to the state's employment services website.⁴
 - Obtain a signed ROI from the participant (see [Appendix B](#)).
- Complete a referral form (see [Appendix A](#)) and forward it to the appropriate shared electronic mailbox for the participant's state.
 - **Note:** The referral form will include the monthly progress report form.

⁴ VETS will maintain and share a list of each state's point of contact, employment services website, and DVET with VR&E staff.

- Email the completed referral form and ROI, if required for that state, to the shared electronic mailbox.
- Quarterly: meet with the DVET and state representatives; discuss this participant if needed.
- As needed: reach out to the DVET, state representatives, and/or ESS for assistance or to provide an update on the participant's status.
- State staff who monitor the shared electronic mailbox:
 - Receive the referral, assign the case to an appropriate ESS, and forward the referral to the ESS.
 - Enter the new participant, referring VR&E staff, and assigned ESS into a tracking sheet.
 - Update the tracking sheet as needed.
 - Quarterly: meet with the DVET and VR&E staff; discuss this participant only if needed.
 - As needed: update the tracking sheet to reflect the participant's status.
 - As needed: reach out to the VR&E staff and/or DVET for assistance.
- ESS:
 - Within 10 days, acknowledge receipt of the assigned referral via email to the referring VR&E staff with a copy to the state's shared electronic mailbox.
 - Immediately attempt to make contact with the VR&E participant and begin providing services and making referrals as appropriate. Document services and contacts in the management information system in accordance with state procedures.
 - If required by the state, obtain a signed ROI from the participant to allow information sharing back to the VR&E staff.
 - By the tenth day of each month thereafter, email a monthly progress report to the VR&E staff with a copy to the state's shared electronic mailbox. The VR&E staff will reply-all to acknowledge receipt and, if needed, ask any follow-up questions.
 - **Note:** The monthly progress report form is in the original referral email from VR&E staff.
 - Maintain consistent contact and continue providing services, including post-exit follow-up services, in accordance with the state's standard operating procedures.
 - Coordinate with the VR&E staff prior to closing the case, as appropriate.
 - When the participant's case is closed in accordance with the state's standard operating procedures, submit a final monthly progress report to the VR&E staff with a copy to the shared electronic mailbox.

- As needed, reach out to the VR&E staff to discuss concerns about the participant's progress.

Participant Tracking

To ensure that a monthly progress report is completed for each active participant, states should consider using a shared tracking sheet with, for example, the following columns:

- Referral date
- Referring VR&E staff
- Participant identifier, such as the SWA ID number
- Assigned ESS
- Case status
- Comments

During the first week of each month, the state should review each active participant and begin submitting a monthly progress report to the referring VR&E staff for each one.

Non-VR&E Referrals

On occasion, a veteran applies for the VR&E program but is not eligible or is found entitled and may need “stop-gap” employment while continuing their education. VR&E staff are encouraged to refer those and any other veterans seeking employment to the state agency's website for registration and local AJC location information. Such individuals would **not** be captured by the state as a VR&E participant, a referral form should not be used, and no collaboration is needed between VR&E and the AJC.

Section III: VR&E Monthly Progress Reports

In order to fulfill their programmatic requirements and validate continued program participation, VR&E staff need to collect information from states regarding the services ESS provide to participants as well as participants' own efforts toward securing employment.

In the states, each ESS must document participant information, services, and outcomes to comply with DOL reporting requirements, state policies, and as a part of ensuring that each participant—VR&E and otherwise—receives excellent employment services.

VR&E staff cannot access states' management information systems (MIS), so the VR&E monthly progress report is intended to bridge the gap. It allows VR&E staff to meet their agency's requirements by connecting them with the information that ESS are already capturing. It also facilitates the VR&E staff's support of the participant.

The subsections below describe how the ESS will receive the monthly progress report template, when it should be submitted, what it should contain, and how to submit it. Through NVTI, VETS has also created a 10-minute microlearning video, *Completing the VR&E Monthly Progress Report: Best Practices for Employment Service Specialists*, that provides additional context and further describes this process. View the video at [NVTI Microlearning – Serving Veterans](#).

Receipt

The ESS will receive the monthly progress report form as part of the original referral email from the VR&E staff.

Timing

VETS and VR&E request that an ESS send a monthly progress report at specific intervals and upon case closure, as follows:

- **Monthly.** The ESS sends a progress report within the first 10 days of every month, beginning when the ESS receives the referral. Progress reports continue to be important even after the participant is placed into employment.
- **Case closure.** The ESS closes a participant's case in accordance with their state policy and the participant's needs. It is not necessarily affected by the timing of employment. When the ESS closes the case, they send a final progress report to the VR&E staff.

Content

VR&E staff appreciate precise, concise, detailed, and valid data in a monthly progress report. Its content should be sufficiently detailed to allow VR&E staff to assist the participant. However, it should not contain so much detail that VR&E staff find it difficult to quickly find the relevant

information. See [Appendix C](#) for a monthly progress report with sample content that strikes the best balance between not enough and too much detail.

Ideally, the ESS will use VA Form 28-10289 to submit the monthly progress report. Its estimated burden time to complete and submit is 20 minutes. However, many of its entries are basic information about the participant, which need not be re-entered each month if the ESS maintains an organized filing system. VR&E staff anticipate that, after the first month, the ESS should be able to paste case notes into a saved form with the participant's basic data in it, make minor updates, and send to VR&E staff within only five minutes.

VETS and VR&E staff understand that this may not be feasible for all ESS for various reasons. In that case, the ESS may take screenshots of the MIS or copy/paste case notes and other information into an email to the VR&E staff. This response would constitute a minimally acceptable monthly report.

Submission

The ESS will submit the monthly progress report by opening the referral email (this is the only way to access the form), completing the report, and sending it to the referring VR&E staff.

Section IV: Local Memorandum of Understanding

VR&E, VETS, and the state have the option to enter into a Local Memorandum of Understanding (LMOU), but it is not mandatory. The agreement can be helpful to identify key staff by position, provide contact information, outline specific responsibilities for these key staff, and agree to any local specific processes unique to their respective locations.

Local MOUs must not conflict with policy issued by the DOL or VA.

Section V: Issue Resolution

If issues arise between our various agencies that may impact the partnership's effectiveness or the quality of services delivered to participants, we will work together to solve them at the lowest possible level. Issues that cannot be immediately solved will be escalated by each party to the next higher level until a solution is reached. If the issue is not resolved before reaching agency leadership, it should be directed to the VETS/VR&E Joint Work Group.

For example:

- An ESS who is experiencing a programmatic issue with VR&E staff or who identifies a potential process improvement should discuss it with their supervisor.
- The supervisor should advise the ESS to the best of their ability and brief the SVC.
- The SVC should resolve the issue if possible by working with their VR&E contact. Whether or not the issue was resolved, it should be discussed at the next quarterly meeting with the DVET and VR&E staff.
- The DVET and VR&E staff should resolve the issue if possible and should consider escalating to the VETS/VR&E Joint Work Group.
- If leadership intervention is needed, the Joint Work Group will present a recommendation to agency leaders for final resolution.

VETS and VR&E meet with staff from each state on a quarterly basis to discuss best practices and potential areas of concern. All issues that have arisen during the quarter should be addressed at these meetings, even if a solution was reached. The topic should remain on each quarter's agenda as a follow-up until all parties agree that it is no longer needed.

Appendix A: Sample Referral Form

Below is an example of the form VR&E staff will complete and email to the state to request services for a participant.

	
Veteran Readiness & Employment (VR&E)	
Veterans' Employment and Training Service (VETS)	
VR&E Referral	
<p>This form is used to refer VR&E participants to the State Agency (SA) for the purpose of receiving employment services. The completion of this form attests to VR&E participants' signed Release of Information (ROI) being in the case records. State Agencies may not require receipt of the signed ROI and will process this referral upon receipt. However, please be advised that SAs may require completion of a "State-specific" ROI. DO NOT SEND Personally Identifiable Information (PII). PII includes, but is not limited to, social security number, driver's license, financial information, and medical records.</p>	
Referral Date: «CurrentDate»	
Referral To State: _____	State Email: _____
Referral Out of State: _____	Out of State Email: _____
Has the participant registered on the SA's management information system (MIS)? Yes/No (circle one)	
Referring VRC/EC Information	
VR&E Office: «ROStationNumber»/28	
Name: «CaseMgrName»	
Email: «CaseMgrEmailAddress»	Phone: «CaseMgrPhone»
VR&E Participant's Contact Information	
City/State: «MailingAddress»	
Name: «FullName»	
Email: «EmailAddress»	Phone: «HomePhone»
VR&E Participant's Plan Information	
Employment Goal(s): «RehabPlanGoal»	
Training/Education Level or Degree:	
Completion Date:	
https://www.onetonline.org O*NET Code(s):	
Zip Code: _____	Commute Distance: _____
Employment Services (ES)	
* Employment Barriers (Homelessness, Justice Involved, Medical, etc.)	
* Employment Limitations (No prolonged standing for more than 2 hours, etc.)	
* Reasonable Accommodations (Ergonomic Chair, Work Schedule Flexibility, etc.)	

Military Background

Branch of Service (identify if National Guard/Reservist):

Dates of Service:

Reason for Discharge:

Comments (Provide additional information needed to be assist the SWA; **please do not identify PII or specific disability information**)

These instructions provide guidance for completing the VR&E Referral in requesting labor market information and employment services.

REFERRAL DATE: Enter the date the referral is forwarded to the State Workforce Agency. **REFERRED TO:** State for which the referral is to be sent. **STATE EMAIL:** state email. Was the participant provided the SA's website to register for services?

REFERRING VRC/EC INFORMATION

VR&E Office: Enter the three-digit referring VARO identification number.

VRC/EC Name (First MI, Last), Email, Phone: Enter the referring VRC/EC contact information.

VR&E PARTICIPANT'S CONTACT INFORMATION

City, State: Enter the VR&E participant's current locality of residence.

Name (First, MI, Last), Email, Phone: Enter the VR&E participant's contact information.

VR&E PARTICIPANT'S PLAN INFORMATION

Employment Goal(s): Enter up to two specific occupational titles. i.e. Logistician, Court Clerk.

Training/Education Level or Degree: Include on-the-job training and apprenticeship programs. Completion

Date: Enter the anticipated/actual completion date.

O*NET Code(s) Enter the code(s) for the occupational title(s) identified in the employment goal.

<https://www.onetonline.org> Use the link to research O*NET Code(s) for occupational title(s). **Zip Code:** Enter the zip code for the locality of employment interest.

Commute Distance: Select the commuting distance in proximity to the identified zip code.

EMPLOYMENT SERVICES (ES)

Employment Barriers: Enter employment hindrances that impact the VR&E participant's job search. e.g. criminal record, homelessness, or long-term unemployment.

Employment Limitations: Enter limitations that impact the VR&E participant's employability. e.g. restrictions in bending, twisting, lifting; no prolonged sitting/standing for more than 2 hours. **Reasonable Accommodations:** Identify accommodations needed for the VR&E participant to apply for jobs, perform job functions, or have equal access to benefits available to other individuals in the workplace. e.g. assistive technology, frequent breaks, or accessible parking.

MILITARY BACKGROUND- need to add instructions

COMMENTS

Provide additional information needed to assist the State Agency in processing the VR&E Referral such as the need for supportive services, transportation, and housing.

Appendix B: VR&E Release of Information

Before VR&E staff refer a participant to a state workforce delivery system, the participant will sign an ROI form that allows VR&E staff to share information with the state. If requested by the state, the form will be attached to the referral email. Below is an example of a blank ROI form.

REQUEST FOR AND CONSENT TO RELEASE OF INFORMATION FROM CLAIMANT'S RECORDS		
<p>NOTE: The execution of this form does not authorize the release of information other than that specifically described below. The information requested on this form is solicited under Title 38, United States Code, and will authorize release of the information you specify. The information may also be disclosed outside VA as permitted by law to include disclosures as stated in the "Notices of Systems of VA Records" published in the Federal Register in accordance with the Privacy Act of 1974. Disclosure is voluntary. However, if the information is not furnished, we may not be able to comply with your request.</p>		
<p>RESPONDENT BURDEN: Public reporting burden for this collection of information is estimated to average 7.5 minutes per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimated or any other aspect of this collection of information, including suggestions for reducing this burden, to VA Clearance Officer (723), 810 Vermont Avenue, NW, Washington, DC 20420; and to the Office of Management and Budget, Paperwork Reduction Project (2900-0232), Washington, DC 20503. Please do not send this form or applications for benefits to these addresses.</p>		
TO	Department of Veterans Affairs «SiteAddress»	NAME OF VETERAN (Type or print) «FullName»
		VA FILE NO. (include prefix) «ClaimPayee»
		SOCIAL SECURITY NO. «SSN»
NAME AND ADDRESS OF ORGANIZATION AGENCY, OR INDIVIDUAL TO WHOM INFORMATION IS TO BE RELEASED		
VETERAN'S REQUEST		
I hereby request and authorize the Department of Veterans Affairs to release the following information from the records identified above to the organization, agency, or individual named hereon:		NAME è
INFORMATION REQUESTED (Number each item requested and give the dates or approximate dates - period from and to - covered by each.)		
PURPOSE(S) FOR WHICH THE INFORMATION IS TO BE USED.		
<p><small>NOTE: Additional information may be listed on the reverse side of this form.</small></p>		
DATE «CurrentDate»	SIGNATURE AND ADDRESS OF CLAIMANT, OR FIDUCIARY, IF CLAIMANT IS INCOMPETENT	

VA FORM 3288

SECTION V: VR&E PARTICIPANT'S JOB SEARCH EFFORTS

NOTE: For submission of additional information, use a separate form (VA Form 28-10289) for each statement.

27. VR&E PARTICIPANT'S JOB SEARCH EFFORTS

The Veteran provided a generic resume and transcript. They felt that additional training to include current certifications would aid in making them more employable. They reported that they discussed with their assigned VRC and were informed that they were considered employable with the existing VRE supported training/education. They were told that additional certification could be considered after an exhaustive job search was conducted without success.

The Veteran looked at the job referral for XYZ company and they didn't submit an application package because they did not feel confident that they could describe their skills and experience well enough to be considered. They need to work on a targeted resume that focuses more on the skill set the employer is seeking rather than submitting a general IT resume.

They have never had to apply for civilian jobs before because they went directly into the military from high school.

They looked at local resources for child care and are concerned that costs would be such that they would need to seek a higher wage in their search for employment. They were looking at local resources that could aid in childcare and was compiling a listing of available assistance based upon wage. They asked if there were employers that offered on-site child care and if there was a way to search for those employers.

Although they applied to a Postal Clerk position, they were concerned about finding child care that would fit within the work schedule.

Participant did provide their monthly job log to DVOP and VR&E staff showing the positions they applied for.

They did not attend the two employment workshops DVOP got them registered for- job searching skills and federal resume writing. They said they could not make the workshops because of childcare issues.

Participant contacted DVOP to provide an update and stated they did not apply for the IT position because it did not pay enough and required them to work 2nd shift at the company's headquarters, which participant said would not work because of their kids.

**SECTION VI: DVOP/AJC CASE MANAGER'S JOB SEARCH ASSISTANCE:
INDIVIDUALIZED CAREER SERVICES; REFERRALS FOR SUPPORTIVE SERVICES; LIVER SUPPORT**

28. DVOP/AJC CASE MANAGER'S JOB SEARCH ASSISTANCE

10/18/2024-DVOP had initial meeting with participant. Discussed employment goal of cyber security and participant states they prefer to work in this area but are willing to take other IT positions in order to get their foot in the door with an organization. Participant did state they do not have any certifications, just their degree in cyber security. Participant prefers remote work but can work in an office environment if needed. Participant does have school-age children and would like to work from home to cut down on childcare costs. DVOP discussed programs that may be available through the AJC to help pay for IT certifications and childcare assistance. 10/25/2024- DVOP spoke with participant and sent them a vacancy announcement for a cyber security specialist with XYZ Company that states they prefer certifications but will work with a new hire to obtain them. DVOP worked with participant to target their resume to reflect the skills in the job announcement, which the participant did state they developed through group projects while in school. 10/30/2024- DVOP met with participant and referred them to an IT position with ABC Company. Participant said they did apply for a postal clerk position and DVOP explained that the postal clerk position is outside of their approved training plan and would need to let the VR&E staff know. Participant stated the position was close to home, day shift, and makes \$55,000/yr which would help with childcare expenses. DVOP did meet with LVER to see if there are any upcoming job fairs, specifically for IT positions, and LVER sent several to DVOP. DVOP provided this to the participant. Participant attended a virtual one on 10/28/2024.

SECTION VII: ADDITIONAL INFORMATION

29. REMARKS

DVOP researched current vacancies in cyber security and other positions in information technology and most do require certifications in addition to or in lieu of a degree. DVOP spoke with the referring employment coordinator so further discussion could be had with participant's voc rehab counselor. If VR&E is not able to pay for the certifications, DVOP will talk to WIOA staff to see what options are available.

Participant is willing to do an internship to get real world experience and DVOP recommended participant look at various social media platforms, like LinkedIn, for opportunities.

DVOP also talked with participant about not attending the career workshops because of childcare issues. DVOP asked participant what they would do if they were called for an interview and the participant said they would figure something out. DVOP did make a referral to Kids-R-Us to reach out to participant about childcare assistance they provide and participant is waiting to be contacted. DVOP will follow up with Kids-R-Us in a few days if participant still has not been contacted.

SECTION VIII: AUTHORIZED SIGNATURE

30. CASE MANAGER SIGNATURE (REQUIRED)



31. DATE SIGNED (MM/DD/YYYY)



PENALTY: The law provides severe penalties (including fine and/or imprisonment) for willfully submitting any statement or evidence of a material fact you know to be false, or for fraudulent receipt of any document you are not entitled to.

PRIVACY ACT NOTICE: VA will not disclose information collected on this form to any source other than what has been authorized under the Privacy Act of 1974 or Title 38, Code of Federal Regulations 1.576 for routine uses (i.e., civil or criminal law enforcement, congressional communications, epidemiological or research studies, the collection of money owed to the United States, litigation in which the United States is a party or has an interest, the administration of VA programs and delivery of VA benefits, verification of identity and status, and personnel administration) as identified in the VA system of records, 88VA21/22/28, Compensation, Pension, Education, and Veteran Readiness and Employment Records - VA, published in the Federal Register. Your obligation to respond is voluntary.

RESPONDENT BURDEN: An agency may not conduct or sponsor, and a person is not required to respond to, a collection of information unless it displays a currently valid OMB control number. The OMB control number for this project is 2900-0939, and it expires March 31, 2027. Public reporting burden for this collection of information is estimated to average 15 minutes per respondent, per year, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate and any other aspect of this collection of information, including suggestions for reducing the burden, to VA Reports Clearance Officer at VACOPPaperworkReduAct@va.gov. Please refer to OMB Control No. 2900-0939 in any correspondence. Do not send your completed VA Form 28-10289 to this email address.

Appendix D: Acronyms

The VETS and VR&E teams tend to use many acronyms, including those listed below.

AJC	American Job Center
DOD	U.S. Department of Defense
DOL	U.S. Department of Labor
DVET	Director for Veterans' Employment and Training
DVOP	Disabled Veterans' Outreach Program (Specialist)
EC	Employment Coordinator
ES	Employment Services
ESS	Employment Services Specialist
GAO	Government Accountability Office
IEAP	Individual Employment Assistance Plan
IWRP	Individual Written Rehabilitation Plan
JWG	Joint Work Group
LMI	Labor Market Information
LMOU	Local Memorandum of Understanding
MOU	Memorandum of Understanding
NPWE	Non-Paid Work Experience
NVTI	National Veterans' Training Institute
OJT	On-the-Job Training
PII	Personally Identifiable Information
RAVET	Regional Administrator, Veterans' Employment and Training
ROI	Release of Information
SA	State Agency

SBA	Small Business Administration
SVA	Secretary of Veterans Affairs
SVPC	State Veterans' Program Coordinator
SWA	State Workforce Agency
TAG	Technical Assistance Guide
USC	United States Code
VA	(U.S. Department of) Veterans Affairs
VARO	(U.S. Department of) Veterans Affairs Regional Office
VETS	Veterans' Employment and Training Service
VRC	Vocational Rehabilitation Counselor
VR&E	Veteran Readiness and Employment
VR&EO	Veteran Readiness and Employment Officer
WOTC	Work Opportunity Tax Credit

Appendix E: Timeline of VETS and VA Collaboration in VR&E

- 1995 VR&E and VETS concur that the successful readjustment of veterans with disabilities into the civilian workforce is a mutual responsibility and concern. The agencies sign their first Memorandum of Agreement (MOA).
- 2004 The VA creates a VR&E Task Force, which recommends that the Secretary of Veterans Affairs increase the VR&E program's employment focus, particularly in relation to collaboration with VETS.
- 2005 VR&E and VETS revisit the MOA and policies to adjust for evolving service delivery systems in the states. A new MOA is signed.
- 2008 VETS and VR&E implement a pilot project at eight locations to identify best practices, develop common performance elements, improve reporting processes, identify administrative barriers, and provide training to staff. The agencies develop a Technical Assistance Guide (TAG) that delineates the roles and responsibilities and describes the flow of participant referrals.
- 2012 In response to a request from Congress, GAO conducts a study of the VR&E program that includes a survey of VA VR&E Employment Coordinators and DOL VETS State Directors. GAO reports their recommendations for improvement in GAO-13-29, dated December 13, 2012.
- 2016 VETS and VR&E sign an updated MOA and release an updated TAG and tracking report to address the recommendations in GAO Report 13-29.
- 2020 VETS and VR&E revise the MOA to prioritize employer engagement, customer experience, and training on apprenticeship and other paid and unpaid work experience programs. The new MOA also highlights the use of LMI and other state-generated data to guide VR&E participants' selection of appropriate training and employment opportunities.
- 2023 VR&E begins distributing cases through a nationally shared caseload system. VETS and VR&E request each state assign a single point of contact for all VR&E participant referrals. The agencies work toward standardizing protocols for referrals and monthly progress reporting between VR&E staff and the Employment Services Specialists (ESS) who serve them.
- 2024 The JWG works to revise and reestablish the MOA (renamed as an MOU) and develops a draft VPL and TAG to align.
- 2025 VETS and VR&E sign a new MOU and release VPL 01-26 Coordinating and Delivering Employment Services to VR&E Participants and this TAG.