BUILDING JOB OPPORTUNITIES FOR RETURNING VETERANS

his Memorial Day, as we remember those who made the ultimate sacrifice in service to our country, we must also ensure that our returning heroes have opportunities to apply their skills, experience and work ethic as they transition to civilian life. The overall veterans' unemployment rate was below the national rate in 2012, and the unemployment rate for veterans who served in the post-9/11 era declined by two percentage points.

Yet, for many recent veterans, finding job opportunities has been more difficult than it should be. While there has been modest progress in the last year, the unemployment rate for post-9/11 veterans remains above the national unemployment rate.¹

This report examines the employment situation for veterans in the United States, with a particular emphasis on the challenges that returning veterans face as they transition to the civilian workforce. It highlights the demographics of the veteran population and explores how unemployment rates vary by gender, ethnicity, age, education and period of service. The report also examines the differences in veterans' unemployment rates among the states.

The impact of the recession on industries in which veterans often work adds to the difficulty many recent veterans have had in finding civilian employment. Many private-sector industries in which veterans are well-represented were hard-hit by the recession and have not fully recovered, while veterans are underrepresented in industries that better weathered the downturn.² Moreover, veterans have higher rates of employment in public-sector jobs than nonveterans, and budget cuts at the

federal, state and local levels have the potential to disproportionately affect veteran employment.³

Policymakers have taken a number of steps to improve employment opportunities for recent veterans. These include enacting the Post-9/11 GI Bill to modernize and expand educational benefits, implementing training programs to facilitate transitions to the civilian workplace and creating tax credits for employers who hire unemployed veterans. States and localities have also explored a variety of policy approaches to improve employment outcomes for veterans.

But there is more work to be done to ensure that veterans have opportunities in the industries that will drive future economic growth. This will require a continued emphasis on helping veterans obtain the knowledge, skills and certifications required for jobs in fast-growing industries. In addition, policymakers should review the effectiveness of recently enacted programs and consider examples of best practices across the states.

Demographics of the Veteran Population

The veteran population differs from the nonveteran population along a number of demographic lines. There are also differences between veterans overall and veterans who served in the post-9/11 era. (Appendix Table 1)

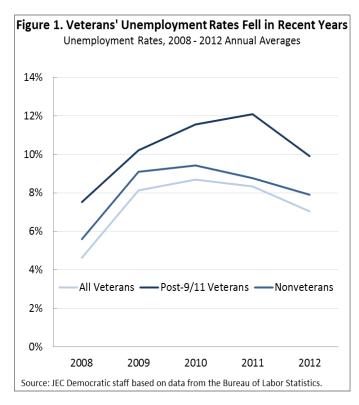
Veterans Overall: Compared to the population who never served in the military, veterans are much more likely to be older and male. Most veterans are male (91%), versus about 44% of nonveterans. Nearly half (42%) of veterans are 65 years old or older and four-fifths (80%) are 45 years old or older. Less than 10% of veterans are under the age of 35. Veterans are also more likely than nonveterans to have graduated from high school, but they are somewhat less likely to have received a bachelor's degree or higher. The race and ethnicity breakdown of the veteran population roughly corresponds to the demographic breakdown of the nonveteran population.

Post-9/11 **Veterans:** The demographic characteristics of post-9/11 veterans differ from those of veterans who served in earlier conflicts. While men still account for the vast majority of recent veterans (83%), the share of women among post-9/11 veterans (17%) is nearly twice the share of women in the veteran population overall (9%). Recent veterans are younger: nearly 60% of post-9/11 veterans are under 35, while only about 7% are 55 years old or older. Nearly all recent veterans 25 years old or older have a high school diploma (99%), and they are as likely as nonveterans to have a bachelor's degree or higher. Recent veterans are much more likely to have attended some college or earned an associate degree than nonveterans (44% versus 26%). A larger share of post-9/11 veterans are African American compared to the nonveteran population.

Veterans' Unemployment: Overview and Trends

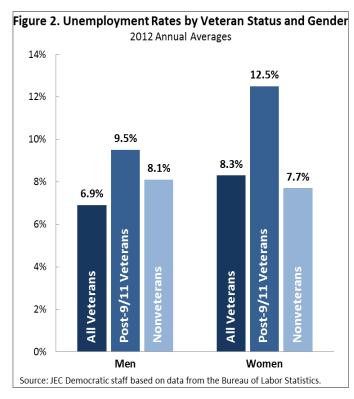
Last year, the overall veterans' unemployment rate stood at 7.0%, lower than the 7.9% rate for nonveterans, and the unemployment rate for post-9/11 veterans declined by more than two percentage points from its recent peak of 12.1% in 2011.4 (**Figure 1**) This is a testament to the caliber of veterans and the strengths they bring to the labor market. The drop in the post-9/11 veterans' unemployment rate was larger than the drop in the unemployment rate for all veterans or nonveterans.

Post-9/11 veterans, however, still face challenges: nationally, their unemployment rate was 9.9% in 2012, two percentage points higher than the nonveteran unemployment rate.⁵ Though policy actions taken to date may be starting to yield results, more work remains to be done.



Gender: While small sample sizes make it difficult to draw definitive conclusions, the data suggest that female veterans have a more difficult time securing employment than both male veterans and their female nonveteran counterparts. The unemployment rate for female veterans was 8.3% in 2012, compared to 6.9% for male veterans and 7.7% for female nonveterans. (Figure 2) Particularly troubling is the unemployment rate for recent female veterans—12.5% of female post-9/11 veterans were unemployed in 2012.

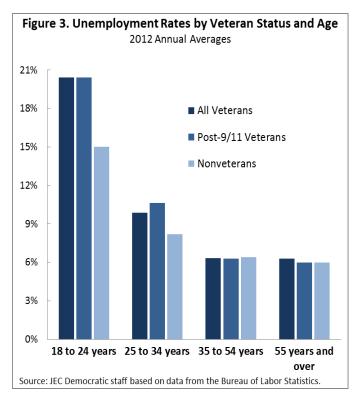
On the other hand, male veterans generally fare better than their male nonveteran counterparts. Last year, the unemployment rate for male veterans stood at 6.9%, more than a percentage point below the 8.1% unemployment rate for male nonveterans. Nonetheless, post-9/11 male veterans continued to face higher unemployment rates (9.5%) than male veterans overall or nonveterans.



Race and Ethnicity: Differences in unemployment rates across race and ethnicity for veterans roughly correspond to these differences in the nonveteran population. In 2012, the unemployment rate for black and Hispanic nonveterans was above the rate for white nonveterans, while the unemployment rate for Asian nonveterans was below the overall rate. The same pattern holds among the veteran and post-9/11 veteran populations.

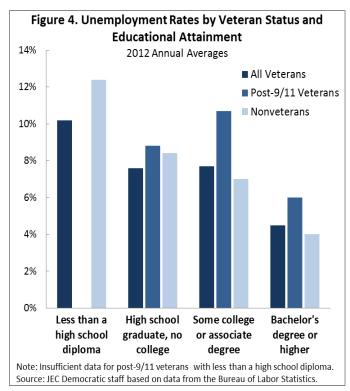
Age: Veterans under the age of 35, most of whom served in the post-9/11 era, have had a particularly difficult time securing civilian employment. Last year, 20.4% of post-9/11 veterans under 25 years old were unemployed, versus 15.0% of nonveterans in the same age category. (**Figure 3**)

Among 25- to 34-year olds, the unemployment rate for post-9/11 veterans was 10.6%, about 2.5 percentage points higher than the unemployment rate for nonveterans. In contrast, the unemployment rates for older veterans and nonveterans were about the same.



The youngest veterans have a higher unemployment rate, but they are also more likely to be in the labor force than nonveterans of the same age. Nearly three-quarters of post-9/11 veterans under 25 years old were in the labor force, compared to only 65% of nonveterans, because nonveterans in this age group are likely to be students. However, the labor force participation rate gap between veterans and nonveterans narrows to less than one percentage point among individuals ages 25 to 34, and a significant gap remains in unemployment rates between veterans and nonveterans in that age group.

Education: Among veterans overall, the unemployment rates for those with a high school diploma or less education were lower than the rates for nonveterans with similar levels of education, while the unemployment rates for veterans with some college or more education were higher than the rates for similarly educated nonveterans. (**Figure 4**) Last year, post-9/11 veterans of all education levels had higher unemployment rates than their nonveteran counterparts.



Long-term Unemployment: The recent recession and recovery have caused long spells unemployment for some workers.8 Long-term unemployment can be devastating to families and the economy more broadly. Veterans' and post-9/11 veterans' long-term unemployment rates generally consistent with this rate in the overall population, especially after controlling for age.

The share of veterans unemployed for over six months (the definition of long-term unemployed) was 3.1% in 2012, up from 0.8% before the recession in 2007 but down from a peak of 4.1% in 2010 and 2011. The long-term unemployment rate for post-9/11 veterans fell from 4.6% in 2011 to 3.5% in 2012.

Veterans' Unemployment across the States

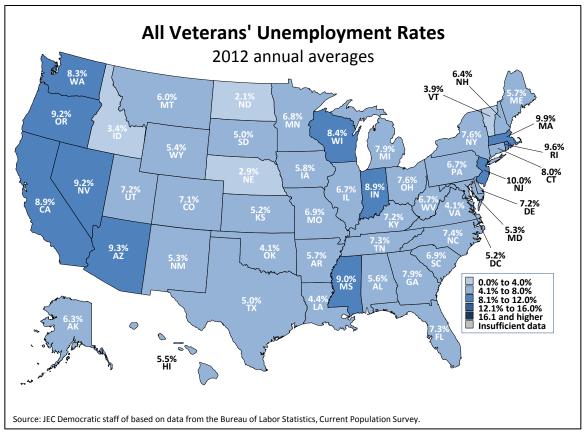
The unemployment rates for veterans overall and post-9/11 veterans vary across the states. (Maps and Appendix Table 2) The overall veterans' unemployment rate was 7.0% in 2012, with statelevel rates ranging from a high of 10.0% in New Jersey to a low of 2.1% in North Dakota. Four states had veterans' unemployment rates at or below 4.0%, 35 states and the District of Columbia had veterans' unemployment rates between 4.1% and 8.0% and 11 states had veterans' unemployment rates over 8.0%. Last year, the post-9/11 veterans' unemployment rate was 9.9% nationally. Recent veterans in Massachusetts (23.4%), Nevada (22.6%) (20.7%)and Tennessee had the highest unemployment rates. Other states were more successful: Colorado (2.1%), Connecticut (2.2%) and Nebraska (2.8%) had the lowest post-9/11 veterans' unemployment rates. Seven states had post-9/11 veterans' unemployment rates at or below 4.0%, 15 states and the District of Columbia had rates between 4.1% and 8.0%, ten states had rates between 8.1% and 12.0%, 12 states had rates between 12.1% and 16.0% and five states had rates above 16.0% (data is unavailable for one state, Vermont). 10

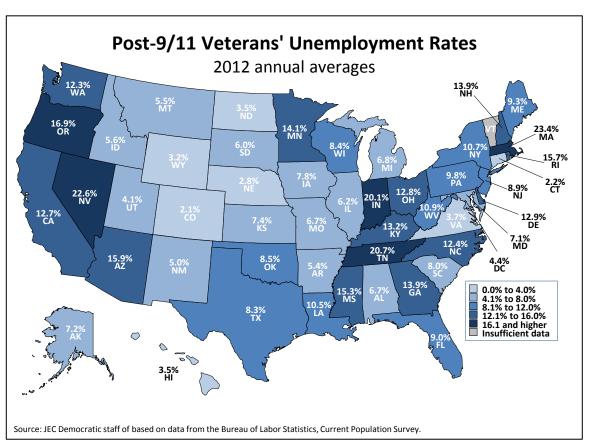
The Impact of the Recession on Industries in Which Veterans Often Find Work

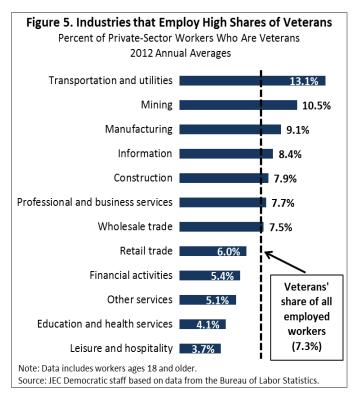
The impact of the recession on the industries in

which veterans often find work contributes to the

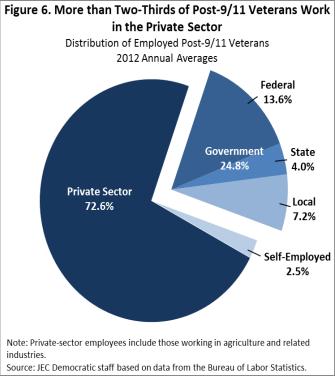
difficulty that many recent veterans have had in finding civilian employment. Many industries in which veterans are well-represented (Figure 5) have yet to recover all of the jobs lost during the recession, including: transportation and utilities net job loss since January manufacturing (-12.6%), information (-11.1%), construction (-22.6%) and (-4.9%). 11 This makes it tougher for recent veterans to follow in the path of many of their predecessors. Net job gains in the mining (+15.8%) and professional and business services (+2.2%) industries, both of which employ a higher-thanaverage share of veterans, have not been enough to compensate for net job losses in other industries. 12







In addition, while 72.6% of post-9/11 veterans work in the private sector (**Figure 6**), they make up a large share of public-sector employment. Post-9/11 veterans make up 7.0% of the federal workforce, compared to 1.3% of employed workers in the economy overall. In fact, 13.6% of all post-9/11 veterans work in the federal government, while only 2.1% of nonveterans work for the federal government. Of veterans from all service periods, 8.5 percent work in the federal government.



Veterans often continue their public service by finding jobs in the federal government after leaving active duty. According to the most recent data, veterans make up 24.0% of the federal workforce, including 43.7% of employees at the Department of Defense. Department 29.0% at the Transportation, 27.8% at the Department of Veterans Affairs and 24.9% at the Department of Homeland Security. 19 There are several possible explanations for this trend. Veterans' knowledge and skill sets may be more directly aligned with federal needs, especially at security-related agencies, and they may have existing networks that ease the process of finding and transitioning into these jobs.

In addition, the federal government places emphasis on military service when considering job applicants, including granting preferred hiring status to veterans for many civil service positions. The VOW to Hire Heroes Act, enacted in November 2011, further streamlined transitions to federal government employment. It allows service members to begin the federal employment process

prior to separation to help them transition more easily into jobs at the Department of Veterans Affairs, the Department of Homeland Security or the many other federal agencies that could use their skills.

However, recent budget cuts at the federal, state and local levels have led to public-sector job losses. Because of the high concentration of veterans in public-sector employment, veterans are likely to be disproportionately affected by current and future budget cuts. As a result, it is even more important to facilitate the transition of returning veterans into fast-growing private-sector industries.

Challenges Returning Veterans Face in Transitioning to the Civilian Workforce

Many skills learned in the military can translate into civilian job requirements, but it can take an extra effort to ensure that veterans have the knowledge, skills and certifications needed for available jobs. For example, a veteran may have substantial medical experience from serving as a paramedic in the military, but it still might not be straightforward to obtain the required certification to practice as a civilian paramedic. This is counterproductive, particularly considering the shortage of trained medical personnel in many rural areas.²⁰ Further, given the high-tech nature of the modern military, many veterans have substantial experience working with technology. With the appropriate training, returning veterans have the potential to make a significant contribution to filling gaps in the labor force, such as the need for skilled workers identified by manufacturing employers.²¹

Another challenge is matching unemployed veterans with employers who want to hire. Veterans learn many skills in the military that make them exceedingly capable employees, but returning veterans—many of whom entered the military without significant past work experience—may

need help with job search tools, resume-writing and interviewing. Businesses may also face information barriers in recruiting and hiring returning veterans, as they may be unsure about how skills learned in the military translate to a civilian workplace. In addition, it is important to ease concerns some businesses have expressed regarding redeployment of veterans who remain in the National Guard or Reserves. 24

In other instances, there could be greater gaps between the skills of returning veterans and the needs of employers. In these cases, support is needed to ensure that veterans can obtain the more-intensive education and training they need as they prepare to enter fast-growing private-sector industries. Obtaining a bachelor's degree or an associate degree or participating in an apprenticeship are approaches that could help to facilitate transitions to the civilian workforce.

Solutions

A number of actions have been taken to improve transitions for returning veterans. These include federal and state government programs, private-sector initiatives and public-private partnerships. Collectively, these efforts have contributed to improving employment prospects for recent veterans, as evidenced by the over two-percentage-point decline in the post-9/11 veterans' unemployment rate from 2011 to 2012.

Despite this improvement, the continued underrepresentation of veterans in growing sectors of the economy means that there is more work to be done to facilitate transitions to further reduce the unemployment rate for recent veterans. Improving returning veterans' transitions to growing private-sector industries will be particularly important in the coming years as the United States continues to draw down troop levels.

Efforts to improve employment outcomes for returning veterans should include:

- Providing incentives for private-sector employers to hire veterans, including extending or expanding tax credits.
- Streamlining the process of obtaining certifications and occupational licenses.
- Furthering higher education opportunities for returning veterans.
- Building upon existing programs to ensure that returning veterans can obtain the training required for jobs in growing industries.
- Ensuring that returning veterans have the assistance they need in transitioning from active duty to the civilian workplace.

Incentivizing Private-Sector Hiring: Tax incentives offered at the federal level can help to boost veterans' employment in the private sector. The VOW Act provided employers with a tax credit for hiring unemployed veterans and a larger tax credit for hiring veterans with service-connected disabilities who have been looking for a job for more than six months. At the beginning of this year, Congress extended these tax credit programs through the end of 2013. An additional extension or expansion of tax incentives for hiring veterans could help further reduce their unemployment rate.

Many private-sector businesses have increased their hiring of veterans. Through the Hiring Our Heroes program, the National Chamber Foundation is working with businesses to obtain commitments to hire 500,000 veterans and military spouses by the end of 2014.²⁵

Streamlining Credentialing: Streamlining state occupational licensing helps veterans with equivalent military skills and abilities meet

credentialing requirements for training and education. Veterans in occupations such as emergency medical technicians, licensed practical nurses and bus and truck drivers often have skills that overlap with these types of positions outside the military. In addition, spouses of returning veterans often follow them across state lines and may need to obtain a certification or license in their new state.

Last year, the President created the Department of Defense Military Credentialing and Licensing Task Force to help lower employment barriers for veterans. Since the start of these efforts, 13 states have acted to help veterans earn credentials (19 states had previously enacted similar laws).

These state-level efforts complement Congressional action that allows federal agencies to permit certain types of military training to meet the requirements for a federal license. Additional legislation, such as the Veterans to Paramedics Transition Act, could facilitate the transition of veterans with specific skill sets into in-demand civilian occupations.

Furthering Higher Education: Unemployment rates for veterans with bachelor's degrees are lower than the rates for veterans with less education. A significant share of the jobs that will be created over the coming years and decades will require a college degree. The Post-9/11 GI Bill, which took effect in 2009, offers enhanced tuition benefits for veterans who served in the post-9/11 era, providing up to 36 months of benefits, depending on a veteran's length of service. Post-9/11 GI Bill funds can go toward tuition and fees, housing, books and supplies, tutorial and relocation assistance and testing and certification fees. To date, about 900,000 veterans have used the Post-9/11 GI Bill to further their education and skills.

In addition, the VOW Act established the Veterans Retraining Assistance Program, which expands education benefits for older veterans by providing unemployed veterans of past eras with additional assistance for education or training programs at community colleges or technical schools.

Enhancing Training Opportunities: In addition to federal actions, such as flexibility for training covered by the Post-9/11 GI Bill, 30 there have been efforts to boost training at state and local levels. Some states have found success by pairing veteranspecific services with broader employment assistance programs available at One-Stop Career Centers. For example, Connecticut centers leverage their existing infrastructure to provide a full complement of services to veterans embarking on a job search. 31 Indeed, many of the same services that would benefit the long-term unemployed can be helpful for returning veterans who have spent years away from the civilian labor force.

Coalitions are also developing at the local level to help train and match veterans with jobs. For instance, the Get Skills to Work (GSTW) coalition—comprised of major manufacturers, colleges and not-for-profit partners—focuses on helping veterans translate their military experience into the qualifications they need. ³² GSTW provides an accelerated training program for veterans. In March 2013, the first group of U.S. veterans completed classes from the GSTW program in Cincinnati, Ohio. ³³ The program is planning on expanding to 13 cities this year. ³⁴

Providing Transition Assistance: There are often challenges in moving from active duty to civilian life that go beyond simply having the right skills for available jobs. Veterans may also need assistance with more general skills that are helpful in the workplace and throughout the job search process.

The VOW Act requires returning troops to participate in the Transition Assistance Program, which teaches veterans how to approach a job search, write resumes and apply their military skills to civilian jobs.³⁵ In addition, the Obama

administration has taken steps to improve transitions for recent veterans through the Veterans' Employment Initiative Task Force. These include the creation of an online Veterans Job Bank, the development of the Gold Card that veterans can use to access six months of personalized assistance at One-Stop Career Centers and a renewed effort to hire veterans into suitable positions in government agencies. ³⁶

Conclusion

In addition to the policies described above, veterans will also benefit from more general policies that improve the economy and foster job creation. Strengthening the economy will mean employers will continue to hire more workers, and this will expand job opportunities for returning veterans.

Finally, policymakers should continue to monitor the effectiveness of the policies enacted in the past several years to address employment challenges for returning veterans. Many of these programs have only recently been implemented, and there is evidence to suggest that they are beginning to have an impact. Nonetheless, ongoing troop withdrawals underscore the need to build job opportunities for returning veterans.

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	All Veterans	Post-9/11 Veterans	Nonveterans
Sex			
Male	91.4%	83.2%	43.8%
Female	8.6%	16.8%	56.2%
Age			
18-24	1.4%	11.7%	13.9%
25-34	7.5%	48.1%	18.5%
35-44	10.7%	18.2%	17.5%
45-54	16.6%	15.1%	18.8%
55-64	21.6%	5.8%	15.8%
65 years and over	42.2%	1.0%	15.4%
Race/Ethnicity			
White	79.6%	76.8%	79.1%
Black	12.2%	15.2%	12.3%
Asian	5.3%	3.0%	5.7%
Other race	2.9%	5.0%	3.0%
Hispanic ethnicity (any race)	14.8%	12.0%	15.7%
Education			
Less than a high school diploma	6.1%	1.2%	12.8%
High school graduate, no college	31.8%	24.2%	30.0%
Some college or associate degree	34.1%	43.5%	25.8%
Bachelor's degree or higher	28.0%	31.0%	31.4%
Disability Status			
Service-connected disability	14.1%	27.7%	n.a.
No service-connected disability	69.8%	55.5%	n.a.
Presence of disability not reported	16.1%	16.8%	n.a.

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Source: JEC Democratic staff of based on data from the Bureau of Labor Statistics, Current Population Survey.

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alifornia olorado connecticut elaware vistrict of Columbia lorida ieorgia lawaii	890,000 218,000 110,000 39,000	8.9% 7.1%	156,000	5.4%
olorado connecticut delaware district of Columbia lorida deorgia lawaii	218,000 110,000 39,000	7.1%	,	12 70/
onnecticut Pelaware Pistrict of Columbia Iorida Georgia	110,000 39,000		44.000	12.7%
lelaware listrict of Columbia lorida leorgia lawaii	39,000	8.0%	44,000	2.1%
istrict of Columbia lorida ieorgia awaii	· · · · · · · · · · · · · · · · · · ·	7.20/	12,000	2.2%
lorida ieorgia awaii		7.2%	6,000	12.9%
ieorgia lawaii		5.2%	5,000	4.4%
awaii	745,000	7.3%	164,000	9.0%
	424,000	7.9%	108,000	13.9%
taho l	53,000	5.5%	15,000	3.5%
	64,000	3.4%	11,000	5.6%
linois	394,000	6.7%	70,000	6.2%
ndiana	240,000	8.9%	30,000	20.1%
owa	117,000	5.8%	23,000	7.8%
ansas	120,000	5.2%	28,000	7.4%
entucky	165,000	7.2%	29,000	13.2%
ouisiana	155,000	4.4%	35,000	10.5%
laine	67,000	5.7%	9,000	9.3%
laryland	251,000	5.3%	56,000	7.1%
1assachusetts	169,000	9.9%	24,000	23.4%
1ichigan	281,000	7.9%	32,000	6.8%
1innesota	192,000	6.8%	27,000	14.1%
1ississippi	96,000	9.0%	19,000	15.3%
lissouri	226,000	6.9%	37,000	6.7%
1ontana	55,000	6.0%	10,000	5.5%
ebraska	78,000	2.9%	14,000	2.8%
evada	114,000	9.2%	19,000	22.6%
ew Hampshire	62,000	6.4%	8,000	13.9%
ew Jersey	189,000	10.0%	24,000	8.9%
ew Mexico	85,000	5.3%	20,000	5.0%
ew York	451,000	7.6%	72,000	10.7%
orth Carolina	429,000	7.4%	89,000	12.4%
orth Dakota	33,000	2.1%	6,000	3.5%
hio	410,000	7.6%	58,000	12.8%
klahoma	160,000	4.1%	35,000	8.5%
regon	167,000	9.2%	24,000	16.9%
ennsylvania	467,000	6.7%	60,000	9.8%
hode Island	34,000	9.6%	5,000	15.7%
outh Carolina	176,000	6.9%	25,000	8.0%
outh Dakota	44,000	5.0%	9,000	6.0%
ennessee	257,000	7.3%	48,000	20.7%
	967,000	5.0%	211,000	8.3%
exas tah	76,000	7.2%	15,000	4.1%
	•	3.9%		4.1%
ermont	23,000		3,000	2.70/
irginia /ashinatan	451,000	4.1%	143,000	3.7%
/ashington	326,000	8.3%	57,000	12.3%
Vest Virginia	77,000	6.7%	21,000	10.9%
/isconsin /yoming	208,000 33,000	8.4% 5.4%	28,000 6,000	8.4% 3.2%

Source: JEC Democratic staff based on data from the Bureau of Labor Statistics, Current Population Survey.