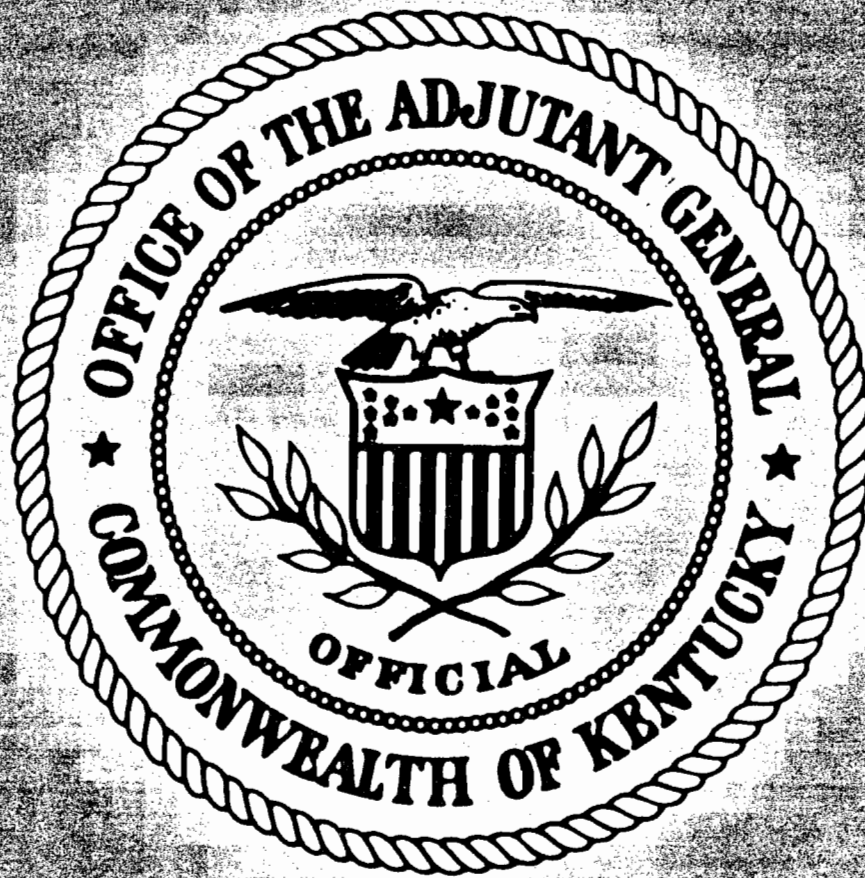


Commonwealth Of Kentucky

**VIETNAM VETERANS BONUS ACT  
FINAL REPORT**



Prepared By  
Department of Military Affairs  
Division of Veterans Affairs

"Serving Kentucky's 348,000 Veterans"

# Table of Contents

<b>Dedication</b>	<b>2</b>
<b>Executive Summary</b>	<b>3</b>
<b>Introduction</b>	<b>4</b>
<b>Summary Of The 1960 Bonus Act</b>	<b>5</b>
<b>Vietnam Veterans Bonus Act</b>	<b>5</b>
Qualifications For Payment Of The Vietnam Veterans Bonus .....	6
Amendment Of The Vietnam Veterans Bonus Act .....	7
Publicity Efforts .....	8
Organization Of The Bonus Branch .....	11
Application Procedure .....	12
Administrative Operations .....	12
The Application Processing System .....	14
Review Board Operations .....	15
<b>Summary</b>	<b>16</b>
<b>Appendix I:</b>	<b>18</b>
Vietnam Veterans Bonus Branch Personnel .....	18
Board Of Review Members .....	19
<b>Appendix II:</b>	<b>20</b>
Administrative Cost of Bonus Program .....	20
<b>Appendix III:</b>	<b>21</b>
Application / Payment Information .....	21
<b>Appendix IV:</b>	<b>22</b>
Applications Received By Month (Original Program) .....	22
<b>Appendix V:</b>	<b>23</b>
Vietnam Veterans Bonus Dollars Awarded By County .....	23
<b>Glossary</b>	<b>28</b>

**THE KENTUCKY**  
**VIETNAM VETERANS BONUS**  
**FINAL REPORT**

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**The Adjutant General of Kentucky**

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May 29, 1992

## DEDICATION

This report is dedicated to the men and women of the Commonwealth of Kentucky who answered the call of their nation to defend democracy during the Vietnam Conflict. Over 108,000 Kentuckians proudly served their nation in every branch of the armed forces during this period. They left the peace and security of small towns and the hustle and bustle of large cities; the grandeur of the rolling hills of the Bluegrass; the splendor of the western plateaus; and the towering majesty of the eastern mountains to go to a country torn by civil war. A country that many had never heard of ... but would never forget.

They served as soldiers and marines ... muddy, tired and hot in jungles and deltas ... they served as sailors ... on ships bombarding the shores of that far away country ... they served as pilots flying endless mission after mission ... they served as doctors and nurses who mended broken and mangled bodies. Wherever they served and no matter what the price, all served with dignity and honor.

Most returned to the beauty of their native state. Some did not...

The sacrifice of all who served will not be forgotten by the citizens of the Commonwealth of Kentucky.

## **EXECUTIVE SUMMARY**

### **Original Program**

On December 23, 1988, Governor Wallace G. Wilkinson signed into law authorization for payment of a Vietnam Veterans Bonus.

The Adjutant General, then BG Michael W. Davidson, was charged with the overall administration of the bonus program. The Division of Veterans Affairs was created to coordinate the effort.

The General Assembly appropriated funds for payment of the Vietnam Veterans Bonus in March, 1990. On April 18, 1990 the first 51,000 checks were mailed after a brief ceremony at the Frankfort Post Office with Governor Wilkinson in attendance.

The program officially closed on December 31, 1990, with a total payout of \$31,962,912 to 87,113 veterans and beneficiaries.

The General Assembly exempted the bonus payment from state income tax. The Internal Revenue Service also exempts this type of payment from federal income tax.

### **Amended Program**

Questions were raised over the provision of the Bonus Act that excluded Vietnam veterans who had received a bonus for service during World War II or the Korean Conflict.

The 1960 Bonus Act allowed a combination of all wartime military service prior to January 31, 1955, toward the bonus computation.

An Amendment was passed in a special session of the General Assembly and signed into law by Governor Wilkinson on March 1, 1991. The Vietnam Veterans Bonus Branch was reopened on March 11, 1991.

The Amended program officially closed on December 31, 1991, with a total payout of \$362,080 to 2,026 veterans and beneficiaries.

## INTRODUCTION

On December 23, 1988, Governor Wallace G. Wilkinson signed into law authorization for payment of a Vietnam Veterans Bonus to Kentuckians who served during this conflict. This is the final report of how the mission was accomplished and is designed to serve as a guide in the event future programs of this type are directed.

Adjutant General Davidson, was charged with the overall administration of the bonus program. The Division of Veterans Affairs, was deactivated in 1963 after completion of the 1960 Bonus Act. It was reactivated under the leadership of Larry L. Arnett. BG (Ret) Edward L. Gill was appointed Manager of the newly created Vietnam Veterans Bonus Branch on February 1, 1989. Gill, along with two other employees, Lanny E. Goins and Donald L. Ross, began the planning and implementation of the Vietnam Veterans Bonus Act.

This report is a detailed account of the history, administration, and payment of the Kentucky Vietnam Veterans Bonus.

## **SUMMARY OF THE 1960 BONUS ACT**

The 1960 Bonus Act recognized veterans of four wars for their patriotic service. The Act authorized payment to veterans of the Spanish American War, World War I, World War II, and the Korean Conflict.

Legislation for a veteran's bonus was introduced in the first General Assembly after World War II and every session that followed. Some thirteen years after the initial efforts, the 1958 Bonus Act was submitted by the General Assembly to the electorate, who overwhelmingly endorsed payment of a bonus.

The 1960 General Assembly then enacted legislation that set forth the amount of bonus payment to be paid to eligible veterans or their beneficiary(s) and established the eligibility criteria that was to be met by the applicant. Establishment of a retail sales tax provided the funding for the Bonus.

Execution of the program was assigned to Adjutant General A. Y. Lloyd. He established a Division of Veterans Affairs to administer the program. At its peak, the Division had 170 employees who reviewed over 400,000 applications in the 3 years and 8 months of operation. Veterans and their beneficiaries were paid \$126,573,296 in recognition of their service to the Commonwealth and the Nation.

## **VIETNAM VETERANS BONUS ACT**

When Governor Wallace G. Wilkinson signed Senate Bill 2 into law on December 22, 1988, Kentucky's Vietnam Veterans were finally recognized for their service some fifteen years after the first efforts to pass bonus legislation.

The Vietnam Conflict was the most controversial war fought in American history. The conflict was never a declared war, and it led to much public disagreement. Due to the public's lack of unified support for the efforts in Vietnam, some veterans of that conflict felt that the nation did not appreciate their sacrifices.

Efforts to pass bonus legislation for these individuals had been supported by The Joint Executive Council of Veterans Organizations of Kentucky as well as individual veteran's organizations, private individuals, and several legislators since 1974. Bills were introduced in each legislative session beginning in 1974 but were never brought out of committee. Despite the precedent set by the 1960 General Assembly, the broad political support necessary to bring a bonus bill to a vote could not be found.

Over 108,000 Kentuckians served on active duty during this Conflict. Countless others served as members of the National Guard and as members of the Army, Navy, Marine, and Coast Guard Reserve. Membership in those Reserve Components did not exclude an individual from active military service.

Entire units and individual members of the reserve forces were called to serve on active duty. The 2d Battalion of the 138th Field Artillery, Kentucky Army National Guard, was activated on May 13, 1968. The entire battalion deployed to Vietnam in October, 1968. On June 19, 1969, five members of Battery C were killed in a night attack, giving Nelson County the solemn distinction of having the highest casualty rate per capita of any county in the Nation.

In the mid-eighties, the public's perception of the Vietnam Conflict and its veterans began to change dramatically. A time of healing had begun and a national Vietnam Memorial was dedicated in Washington, D.C.

During his gubernatorial race, Governor Wilkinson recognized the injustice of further denial of a monetary payment to the Vietnam Era veteran. He campaigned for the Vietnam Veterans Bonus and proposed a state lottery from which the first proceeds would be used to pay the bonus. On November 11, 1988, Governor Wilkinson dedicated the Kentucky Vietnam Veterans Memorial in Frankfort.

As promised, Governor Wilkinson called for a Special Legislative Session one year after taking office to consider the Bonus question. As a result of this Extraordinary Session, a Kentucky Vietnam Veterans Bonus was enacted with the signing of Senate Bill 2 in December, 1988. This bill also stipulated that payment of the Vietnam Veterans Bonus would begin when funds became available from lottery proceeds.

The General Assembly appropriated funds for payment of the Bonus in March, 1990. On April 18, 1990 Governor Wilkinson presented the first 51,000 bonus checks to the Frankfort Postmaster at the Frankfort Post Office. The Governor also presented Adjutant General Davidson, a Vietnam veteran, his bonus check. Davidson immediately endorsed the check as the first donation to the Vietnam Veterans Trust Fund.

The program officially closed on December 31, 1990, with a total payout of \$31,962,912 to 87,113 veterans and beneficiaries.

The General Assembly exempted the Bonus payment from state income tax. The Internal Revenue Service also exempts this type of payment from federal income tax.

## **QUALIFICATIONS FOR PAYMENT OF THE VIETNAM VETERANS BONUS**

Senate Bill 2 set forth very specific guidelines for payment of the bonus. The maximum amount payable for any period of service or combination of conditions was \$500.00. The law specified that:

a. A veteran would be defined as a member of any of the Armed Forces, including any reserve component in a Federal status, but excluding members of the Merchant Marine.



b. A veteran must have been a resident of the Commonwealth of Kentucky at time of entry and for at least six months immediately prior to entry onto active duty.

c. A veteran must not have received a bonus under the provisions of the 1960 bonus bill for service in any of the World Wars or Korean Conflict.

d. A veteran must not have received a bonus from any other state or commonwealth.

e. A veteran must not have received a dishonorable discharge as defined by military regulations.

f. Payment of the bonus was based on the following conditions:

(1) "Qualifying Vietnam Era Service" was the period between August 5, 1964, to May 15, 1975. The service must have been performed in an area other than that covered in subsection f (2) of this paragraph. Any service in an Absent Without Leave (AWOL) status or in confinement was deducted from the creditable service. Payment for this service was \$15.00 monthly or when at least 16 days of a month were served. The maximum payment for this service was \$300.00.

(2) "Qualifying Vietnam Service" was defined as occurring:

(a) During the period July 1, 1958 through May 15, 1975, for a period of service in Vietnam; or in aerial missions or in the contiguous waters of Vietnam for a period of at least 30 days. (This era is defined specifically in United States Department of Defense Directive 1348.15, dated October 1, 1965.) Payment was \$25.00 monthly when at least 16 days of a month were served. The maximum payment for this service was \$500.00.

(b) During the period July 3, 1965, through May 15, 1975, a period or periods of service in Thailand, Laos, Cambodia, the Dominican Republic or the Congo; or on missions over the airspace of those countries for a period of at least 30 days. Payment was \$25.00 monthly when at least 16 days of a month were served. The maximum payment for this service was \$500.

g. Veterans who were medically evacuated out-of-country or the beneficiary of veterans who were killed in action received \$500 regardless of the amount of time spent in-country.

## **AMENDMENT OF THE VIETNAM VETERANS BONUS ACT**

Controversy had arisen over the provision of the Bonus Act which excluded Vietnam veterans that had received a bonus for service during World War II or the Korean Conflict. There was no formal protest against this provision, but there were sufficient individual complaints to convince the General Assembly of the inequity and to obtain sponsors for the amendment.

Studies were made by the Division of Veterans Affairs of the proposed amendment and the probable cost of extending the bonus to include this category of Vietnam veteran. It was determined that there was a serious inequity in the Vietnam Veterans Bonus Act as compared to the Kentucky Veterans Bonus Act of 1960. The 1960 Bonus Act allowed a combination of all wartime military service prior to January 31, 1955, toward the bonus computation. The Vietnam Veterans Bonus Act not only disallowed a combination of service but specifically excluded the veteran if he had received any prior bonus payment.

The Division of Veterans Affairs, with the full support of veteran organizations, recommended that the original Vietnam Veterans Bonus Act be amended to delete the provision that excluded the veteran who had received a prior bonus. It was also recommended that the bonus legislation should follow the example set by the 1960 Bonus and not pay a separate bonus for each conflict period. It was recommended that the bonus payment for Vietnam service be computed and the prior bonus payment subtracted with the veteran paid the difference.

It was estimated that there were approximately 7,500 Kentucky Vietnam veterans who had served during a previous conflict period. The total payment would be less than \$2,000,000 and there was sufficient funds available from the original Vietnam Veterans Bonus Act allocation to pay the additional bonus and administrative costs.

Adjutant General Michael Davidson considered the Division of Veterans Affairs' recommendation and requested that Governor Wilkinson include the amendment in a special session of the General Assembly. The Governor called a Special Session in November, 1990, and included the amendment on that agenda. It repealed the prior bonus disqualification and directed payment of the difference between the amount calculated for Vietnam and the prior bonus payment.

The amendment also changed one other provision of the original act. The original version defined a child as a person under the age of eighteen as of December 22, 1989. The amendment defined a child as a person under the age of eighteen at the time application is made, or who was under the age of eighteen at the time of the veterans death.

The deadline for application under the original Vietnam Veterans Bonus Act was midnight, February 28, 1990, one year after the opening of the application period. The amendment opened the application period for those veterans that would become eligible under the provisions of the amendment until 31 October 1991. It did not extend the filing deadline for other Vietnam veterans who had failed to apply or those whose application was not submitted prior to the original deadline.

Governor Wilkinson signed the Amendment into law on March 1, 1991. The Vietnam Veterans Bonus Branch of the Division of Veterans Affairs was reopened on March 11, 1991. There were over 4,400 applications on hand that had been rejected due to the receipt of a previous bonus. Reprocessing of these applications began immediately.

## **PUBLICITY EFFORTS**

The signing of Senate Bill 2, the Vietnam Veterans Bonus Act, by Governor Wilkinson began the statewide and national publicity efforts in early December, 1988. Media releases to TV stations, radio stations and newspapers, along with numerous veteran's publications, were extensive. A toll free in-state telephone number was established in the Bonus Branch.

Governor Wilkinson fully supported the effort to assure dissemination of information about the Vietnam Veterans Bonus program. He made a public service announcement that was distributed to both TV and radio stations. Another radio announcement was made by the Director of Veterans Affairs,

Larry L. Arnett. Both were aired as paid or free announcements by most stations in Kentucky.

Well known country singer Tom T. Hall made a tremendous contribution to the publicity campaign. A Kentucky native and a veteran, he agreed to make a public service announcement without charge. Veterans responded favorably to this announcement.

News releases to reach Kentucky veterans that had moved out-of-state or those that were still on active duty were sent to over 80 national publications whose readers included Vietnam veterans. Articles about the bonus appeared in **Army Times**, **Navy Times** and **Air Forces Times**, weekly publications read widely by active duty and retired military personnel. National veteran's publications, such as **The Veterans of Foreign Wars** and **The American Legion Magazine**, also published articles about the Kentucky bonus. The Retired Activities Branch at Fort Knox used their newsletter to publish several articles that reached not only retirees in Kentucky but also surrounding states. As a result of this intensive campaign, over 20,000 applications were received from veterans who had relocated to other states. Applications were received from Vietnam Era veterans from every state in the Union and several foreign countries.

Press clippings were provided by a commercial source. By November, 1989, most newspapers in Kentucky had printed at least one story on the Vietnam Veterans Bonus. The Director of Veterans Affairs wrote a personal letter to each newspaper editor whose paper had not carried any recent articles. His letter was printed in many of those publications.

With the largest majority of veterans residing in Jefferson and Fayette counties, the greatest concentration of paid radio, TV, and newspaper advertising was conducted in those areas. Local radio advertising campaigns directed at rural counties throughout the state were also used.

A handbill giving brief information about the Vietnam Veterans Bonus and including the toll-free number was sent to all state correctional institutions, every medical facility with more than 100 beds, employment service offices, banks, major manufacturing plants, labor organizations, savings and loan associations and credit unions. This handbill generated a great deal of interest and hundreds of phone calls and letters were received requesting additional information.

An intense media campaign was again initiated in November 1989. Statistics showed a continued decrease in the number of applications being received. On September 30, 1989, only 44,213 applications of a projected possible 108,000 applications had been received. In addition to stepped-up press releases and radio and TV announcements, South Central Bell telephone company included a notice in the November 1989 monthly invoice as a public service. Signs were put on metropolitan mass transit Louisville TARC (Transit Authority of River City) and Lexington's LexTrans buses that displayed the toll-free number to call for information.

The media announcements encouraged veterans or their beneficiaries to complete and mail their application even if they could not locate the necessary documentation. The application had to be received prior to the February 28, 1990, deadline. Many veterans could not locate a copy of their DD Form

214 (statement of service) and did not realize that the Veterans Bonus Branch would help them locate this document. The Military Records and Research Branch in Frankfort had on file DD 214's of most soldiers who had listed Kentucky as their Home Of Record. The Military Records and Research office received many requests and was able to provide 85 percent of all DD 214's requested in connection to the Bonus.

In February, 1990, a personal letter was sent to all veterans in the Commonwealth who were receiving a non-service connected disability pension. This letter informed veterans that the United States Senate might grant a one-time exception to reporting the Kentucky Vietnam Veterans Bonus as income. Some veterans had not applied since the receipt of the bonus would be an offset to their disability pension.

Unfortunately, efforts at the national level in the form of a bill introduced by Senator Mitch McConnell failed to change the requirement that the bonus be declared as income. Since this income is reduced dollar for dollar from the veterans pension, most refused the bonus. Over 800 veterans were impacted by this federal provision.

One press release that generated a great deal of favorable publicity provided information concerning the potential economic impact of the program by county. Statistical information based on the number of applications received and the projected amount due each veteran was developed. This reflected in real dollars not only how the veteran, but the community could benefit from this program. The Director of Veterans Affairs wrote a personal letter to each County Judge-Executive which included this information and asked for their assistance in publicizing the availability of the bonus.

The publicity campaign immediately showed results, and applications began to increase in November 1989, to the peak month of February 1990, when 22,884 applications were received.

Other publicity activities included staff members of the Vietnam Veterans Bonus Branch manning a State Fair booth. This activity permitted one-on-one contact with veterans and their families. Personal contacts also were made by attendance of staff members at veterans organization meetings and reunions.

One additional advantage that computer technology brought to the Bonus effort was the targeting of advertising. By using periodic computer reports of the number of applications received from each county advertising dollars were spent only where they were most needed.

## **Amended Bonus Publicity**

The Amendment of the bonus also brought some unique challenges to the publicity campaign. The target audience had been narrowed significantly from 108,000 veterans to an estimated 7,500 veterans.

Now, it was even more difficult to reach the affected parties through the usual media, because they were a smaller and older segment of the population.

Paid newspaper and radio advertising was used along with media releases and distribution of Public Service Announcements. Unlike previous efforts, the additional publicity did not bring about the dramatic increases in work-

able applications. The publicity did increase general awareness and generated many telephone inquiries as to the particular eligibility criteria of the Amendment.

Computer generated reports of the number of applications received were also used to target the advertising for the Amended Bonus Program.

## **ORGANIZATION OF THE BONUS BRANCH**

### **GENERAL**

The Vietnam Veterans Bonus Branch was organized on February 1, 1989. An initial staff of three individuals began to plan the most efficient way to process and pay the Vietnam veteran or his/her beneficiary.

The after-action report from the the prior bonus proved to be a valuable tool. Although almost 30 years had passed, the administrative procedures to process applications for payment were similar. The application had to be developed, printed, and distributed; staff had to be found who were either already trained in military personnel administration or could be quickly trained; adequate working space had to be found; and, coordination with other state agencies involved in the payment of the bonus had to be made along with coordination with the National Personnel Records Center in St. Louis. These were just a few of the first tasks undertaken.

However, changes had occurred over 30 years. Automation had become a part of the workplace. If applications were to be processed quickly and accurately, the use of automation was required. Preliminary estimates conducted by the staff indicated a substantial personnel cost savings could be achieved through the application of information management technology.

The use of this technology brought additional benefits to the Bonus program. The system provided a flexible interactive tool to management for the tracking of work flow and organizational analysis. Further, the system completely supported the application processing requirements from notification of application receipt in the Bonus office through eventual payment or rejection notice sent to the applicant.

An additional benefit derived through the design of the system was the quantity of information captured that now makes up the Vietnam Veteran's Database. This data represents one of the most complete data bases in existence concerning Vietnam veterans in the United States.

The flexibility of the system, derived primarily through the extensive use of relational data base technology and Structured Query Language (SQL), provided the Legislature and project managers with up to the minute information on the application process with a minimal amount of support personnel.

This complex task was undertaken by the staff of the Department of Information Management in the Department of Military Affairs. A computer system with associated hardware and software was selected and purchased. Since there was no known program to meet these exact needs, one was developed by programmer Lloyd Bryant, Department of Information Management. This effort was extremely successful and critical in the overall success of the Bonus program.

## APPLICATION PROCEDURE

The application form used was a one page form (front and back) with a detachable instruction sheet. Most of the military information needed to process the form could be found on the veteran's DD Form 214. The instruction form also included a toll-free number that was in service on March 1, 1989, the first date applications could be legally received.

The Adjutant General approved the application form on February 10, 1989. Initial distribution of 150,000 forms was made in late February 1989, to all state Employment Service offices, County Clerk's Offices, National Guard armories and veteran's organizations.

Thirty-one applications were received on March 1, 1989, and by March 31, 1989, 13,981 applications had been received. As the initial publicity for the bonus wore off, the monthly number of applications received dropped steadily until the eighth month of operation.

Then, in October, 1989, the trend turned upwards, accelerating to a total of 22,884 applications received in February, 1990, the last month in which applications could be legally accepted.

Total applications received in the one year period was 100,262.

## ADMINISTRATIVE OPERATIONS

The Vietnam Veterans Bonus Branch was organized into three elements; Management, Administration and Processing. Computer support was provided by the Division of Information Management.

The state prison system was contracted with for remote data input of the application. However, input of selected information from the application had to be entered by the Bonus Branch and this was the responsibility of the Administrative Section.

The Administrative section was responsible for receiving, date stamping and prescreening all applications. The prescreening consisted of sorting applications into the following categories:

- a. Veterans applications complete, with signature and DD Forms 214.
- b. Veterans applications incomplete, e.g., lacking signature, DD Form 214 or any other problem noted at that time.
- c. Beneficiary applications.

Applications were then divided into batches of 50 each and assigned a batch number. A mailroom data entry clerk entered Section I of each application into the computer using a program that consisted of:

- a. Veteran's social security number.
- b. Veteran's service or serial number (if available).
- c. Veteran's name.
- d. Veteran's date of birth.
- e. Veteran's current mailing address.
- f. Batch number.

In this manner, control of each application was established. Each application would be processed in the order that it was received. Most importantly, the status of each application could easily be tracked from the date it was

received in the Vietnam Veterans Bonus Branch to the date the check was sent to the applicant.

The mailroom printed a label for each applicant's file folder, two labels for any correspondence between the Bonus branch and the applicant, a reply post card notifying the applicant that the application had been received and a file folder for each application. A listing was also produced that allowed for tracking applications as they were sent to the contractor for remote data entry.

Batches were sent to the remote data entry contractor and, after each application was keyed into the system, batches were returned to the mailroom where they were again reviewed. Applications that had not been signed were returned for completion. Requests for those missing DD Forms 214 were sent to the Military Records and Research Branch, Division of Veterans Affairs and approximately 85% were located. If a DD Form 214 could not be located in the Military Records Branch, a request was sent to The National Personnel Records Center in St. Louis.

A research clerk was eventually assigned to the Records Center at St. Louis. The duties consisted primarily of coordinating with the staff at the Records Center to obtain documents missing from an application. Not only were DD Forms 214 needed, but documentation concerning Navy personnel assigned to ships serving in Vietnam waters and documents pertaining to medical evacuation of personnel were required as well.

The Telephone Assistance Team manned the toll free telephones and provided information on the completion of applications, where in the processing an individual's application was and what documents were necessary to complete applications. This became a valuable tool in the effort to have more complete applications submitted; and, in many cases, it saved the time and effort required to send an application back to the veteran for signature or additional information. Veterans or their beneficiaries were provided with quick and accurate answers to specific questions over the phone.

## **APPLICATION PROCESSING SECTION**

The Application Processing Section was divided into three teams.

### **Verification Team**

Training of the verification team began on May 25, 1989, with 13 personnel. The majority of personnel had no previous military personnel or administrative training; however, this lack of experience was quickly overcome. As part of their training and while awaiting the completion of computer program development, the verifiers were trained on the applications that had been received.

On July 5, 1989, the computer programs for verification of veterans applications were received and training began. The verification teams were fully operational on July 15, 1989.

### **Validation Team**

These individuals were required to validate information that had been verified, making another check of the application against source documents

and keying in the code for payment or rejection of the bonus. The first 199 applications were validated August 3, 1989, for a total payment of \$7,150, an average of \$376 per applicant. Checks could not be issued until the General Assembly had appropriated funds which occurred during the Regular Session beginning January 3, 1990.

#### **File Team**

After validation, the files were taken out of batches and placed in an alphabetical filing system designed to hold over 100,000 files.

## **THE APPLICATION PROCESSING SYSTEM**

Preliminary requirements analysis was conducted by staff personnel in conjunction with the Commissioner, Department of Information Systems (DIS). It was determined that the Bonus program would best be served by a stand alone multi-user system. The original sizing study was conducted based on information provided by the Department of Defense and the Division of Veterans Affairs.

An extensive request for proposal was distributed to major automation systems manufacturers with support offices in the central Kentucky area. After a two week evaluation period, the UNISYS Corporation proposal was selected. The platform of choice was the 5000/85 system with a single 32 bit, dual 68000 CPU. The application development software chosen included Oracle Corporations Relational Database Management System with its proprietary 4th Generation Language tool SQL\* Forms.

Program requirements analysis began in March, 1989. During this period, members of the Department of Military Affairs, Division of Information Management, in conjunction with Bonus Branch personnel, documented the expected system requirements and began the process of system design. During the system design phase, the various processes required were developed and coded. In July and August, 1989, the Verification and Validation processes were completed and fielded to the Bonus Branch.

Four screens were developed for use in verification of the application. The applications, through a remote data entry contractor, were uploaded into the computer. The verifier called up a specific application by social security number. The hard copy application was compared against the source document and corrections were made to the computer record, if necessary.

The first screen contained the applicant's name, social security number, mailing address and prior bonus information. It was also used to flag an application if further action was required such as verification of service, residency, proof of service in Vietnam, etc. This flag caused automated production of a letter to the individual asking for additional information and also placed the individual's name on a roster with a description of the problem.

The second verification screen recorded the individual's Home of Record at the time of entry into the service, designated if the bonus payment was to be made to the individual or to the Veterans Program Trust Fund and recorded if the Vietnam Service Medal or Armed Forces Expeditionary Medal had been awarded to the applicant.



The third screen was the individual's service record. All service, regardless of the period of service, was entered. Vietnam service and/or service in Thailand, Laos, Cambodia, the Dominican Republic and Congo was a separate entry; as was any AWOL or confinement periods.

The fourth screen was used to process the applications made by beneficiaries of service members who were deceased.

The average time to verify an application was approximately five minutes, and each verifier could handle approximately 100 applications during a workday.

After verification was complete, the applications were no longer in a "batch"; although, the batch number was retained on each record and as part of the computer record. Applications that required action by the Branch Manager were sent to that office for decision, and applications missing documents were either sent to suspense or to the central files. Applications that were complete were sent to the validation team.

The validation team members would "double verify" the data entries against the hard copy and code the service periods for payment. The computer automatically calculated the bonus payment amount.

The average time to validate a record was approximately two minutes, and each validator could handle approximately 250 applications during a workday.

The computer programs were written to be compatible with the computers in the Finance and Administration Cabinet. A tape was sent with the names, mailing addresses and amount authorized for the issuance of bonus checks. At the same time, a letter was sent from the Veterans Bonus Branch notifying the individual that payment had been approved and that his check was being processed through the Revenue and Treasury Departments.

The payment tape was compared by computer to identify any individuals who owed back taxes to the Commonwealth. If taxes were found to be delinquent, the applicant was notified by the Revenue Department as required by state law. If there were no taxes owed, the check was issued for payment. Using the capability of the computer and with the cooperation of the two departments, hundreds of man-hours were saved.

## REVIEW BOARD OPERATIONS

### Original Program

The Vietnam Veterans Bonus Review Board consisted of a Chairman and seven members.

The Review Board received 1,477 appeals out of 12,027 rejections. Seventeen Board meetings were held to make a review on these cases with at least three board members present for each meeting. Thirty-nine of the appeals were found to have substantial merit and the initial rejection was overturned and the applicant paid.

Appeals that contained additional evidence that was not considered with the original application were returned to the Bonus Branch for further action.

If this additional information was not sufficient to change the Bonus Branch decision, then the case was returned to the Review Board for continuation of the appeal process. The decision of the Review Board was final.

#### **Amended Program**

The Review Board received 331 appeals out of 2,934 rejections. Two Board meetings were held to make a dispensation on these cases with at least three board members present for each meeting. None of the appeals were found to have substantial merit and the initial rejection stood.

Appeals that contained additional evidence that was not considered with the original application were returned to the Bonus Branch for further action.

If this additional information was not deemed sufficient to change the Bonus Branch decision then the case was returned to the Review Board for continuation of the appeal process. Again, the decision of the Review Board was final.

## **Summary**

Kentuckians have historically been fierce and courageous soldiers on the battlefield. Those who served this state during the Vietnam era represented the finest soldiers ever assembled to defend this nation and its interests. While this expression of appreciation for their sacrifices may seem somewhat belated, it reflects the honor and dignity rightfully earned and gratefully provided by the citizens of Kentucky.

Those in the Administration, General Assembly and veteran organizations who worked diligently on behalf of these distinguished soldiers and their families can be justifiably proud of this accomplishment. It has elevated the stature of the Vietnam era veteran to the level of those who served in other notable conflicts.

The fact that this program met all deadlines and fulfilled its statutory mission is also attributable to the dedication and selfless conduct of the employees of this program. It is also indicative of the esteem placed upon those we are here to serve.

**Original Program**

<b>Rejection Reasons</b>	<b>Number Rjct.</b>	<b>Appeals</b>
Home of Record	2,633	211
Service Out of Time Frame	3,481	365
Prior Bonus	4,661	790
Dishonorable Discharge	2	0
Civilian Service	8	5
Less than 90 Days	281	31
Active Duty for Training	555	19
Merchant Marine	1	1
No Response	147	1
Precedent(Beneficiary)	1	0
Not Married at Vets Death	9	4
Not Beneficiary	2	0
Beneficiary Over Age	3	1
Not Sibling	26	2
Not Student	31	1

**Amended Program**

<b>Rejection Reasons</b>	<b>Number Rjct.</b>	<b>Appeals</b>
Home of Record	124	18
Service Out of Time Frame	161	24
Prior Vietnam Bonus	74	15
Maximum Prior Bonus	2,583	270
Dishonorable Discharge	0	0
Civilian Service	4	1
Less than 90 Days	28	2
Active Duty for Training	1	0
Merchant Marine	2	0
No Response	2	0
Precedent(Beneficiary)	0	0
Not Married at Vets Death	0	0
Not Beneficiary	1	0
Beneficiary Over Age	0	0
Not Sibling	0	0
Not Student	2	1

**NOTE: Some applicants were rejected for more than one reason.**

## APPENDIX I:

### Vietnam Veterans Bonus Branch Personnel

Name / Position	Assigned	Terminated
Gill, Edward L, Branch Manager	1 Feb 89	31 Oct 90
Goins, Lanny E., Office Coord.	1 Feb 89	31 Dec 90
Ross, Donald L, Program Coord.	1 Feb 89	1 Oct 90
Smith, Edward C, Principal Acct.	13 Feb 89	31 Oct 90
Tufts, Darlene B, Admin Sec.	14 Feb 89	31 Oct 90
Alford, Glen, Admin Spec.	1 Mar 89	31 Mar 89
Bates, Vanda G, Admin Spec.	1 Mar 89	5 Mar 90
Halburnt, Tony, Admin Spec.	1 Mar 89	2 Nov 89
White, Marilyn J, Admin Spec.	1 Mar 89	31 Oct 90
McMakin, Judy A, Data Entry Op.	1 Mar 89	31 Oct 90
Beck, Lisa G, Data Entry Oper.	16 Mar 89	30 Sep 90
Hamilton, Cindy L, Comp Op An.	16 Mar 89	31 Oct 90
Minch, Barbara A, Princ. Clerk	16 Mar 89	23 Jan 90
Brown, Erin K, Princ. Clerk	16 Mar 89	20 Apr 90
Palmer-Powell, Teresa, Acct.	16 Mar 89	31 Oct 90
Warmouth, Donna G, Chf. Clerk	16 Mar 89	31 Oct 90
Curry, Lloyd C, Admin Spec.	1 Apr 89	31 Oct 90
Dorten, Angie D, Admin Spec.	1 Apr 89	31 Dec 90
LeMay, Jason, Tng Dev Spec.	1 Apr 89	31 Dec 90
Brewer, Patsy J, Admin Spec.	16 Apr 89	15 May 90
Lefler, Karen S, Admin Spec.	16 Apr 89	31 Oct 90
Palmore, Ralph L, Prog. Coord.	16 Apr 89	15 Sep 90
Brewer, Judy B, Chf. Clerk	1 Jun 89	3 Aug 90
McMillin, Cappie S, Adm. Spec.	1 Jun 89	31 Dec 90
Jones, Gerald, Comp Op Analyst	1 Jun 89	25 Aug 89
O'Nan Darlene, Prin Sec.	3 Jul 89	31 Aug 89
Peiper, Mary, Data Entry	3 Jul 89	21 Jul 89
Payne, Natalie, Prin. Typist	1 Jul 89	5 Jul 89
Carter, Ronda, Chf. Clerk	1 Aug 89	24 Aug 90
Johnson, Michelle, Data Entry	16 Aug 89	14 Aug 90
Coffey, Kimberly D, Comp Op An	1 Sep 89	15 Aug 90
Welsh, Katherine L, Pr Sec.	8 Sep 89	30 Nov 90
Ricks, Sherri, Admin Spec.	20 Nov 89	31 Oct 90
Harp, Rhonda L, Chf. Clerk	16 Jan 90	31 Oct 90
McConnel, Bruce, Chf. Clerk	1 Feb 90	15 Sep 90
Rhodus, Iona J, Prin. Clerk	16 Feb 90	31 Oct 90
Withrow, Etta K, Admin Spec.	1 Jun 90	31 Dec 90
Combs, Stephen, Comp Op An	16 Aug 90	31 Dec 90

**Amended Program**

<b>Name / Position</b>	<b>Assigned</b>	<b>Terminated</b>
Gill, Edward L, Branch Manager	11 Mar 91	15 Jul 91
Goins, Lanny E., Program Coordinator	11 Mar 91	15 Jul 91
Goins, Lanny E., Branch Manager	16 Jul 91	31 Dec 91
Smith, Edward C, Principal Acct.	11 Mar 91	15 Jul 91
Lefler, Karen S., Admin. Sec.	11 Mar 91	15 Aug 91
Dorten, Angie D, Admin Spec.	25 Mar 91	15 Aug 91
McMillin, Cappie S, Adm. Spec.	11 Mar 91	31 Dec 91
Hardin, Michael H., Comp. An.	24 Jun 91	31 Dec 91
Walton, Lee, Admin. Sec.	23 Sep 91	31 Dec 91

**Board Of Review Members**

Howard H. Howells, Chairman	Harrodsburg
Leslie Brown	Louisville
Thomas E. Chumley	Radcliff
Taylor L. Davidson	Frankfort
Carl Elovitz	Lexington
Wallace F. Napier	East Bernstadt
Jesse O. Sullins	Radcliff
George B. Thomson	Frankfort

**APPENDIX II:****Administrative Cost of Bonus Program****ORIGINAL PROGRAM**

Personnel	\$432,000.00
Operations	\$731,000.00
Capital Outlay	\$336,400.00
<b>Total</b>	<b>\$1,500,000.00</b>
<b>Average Cost Per Application</b>	<b>\$14.96</b>

**AMENDED PROGRAM**

Personnel	\$ 59,561.51
Operations	\$57,501.81
Capital Outlay	\$50,808.00
<b>Total</b>	<b>\$167,871.32</b>
<b>Total Allocation</b>	<b>\$282,000.00</b>
<b>Unexpended Allocation</b>	<b>\$114,128.68</b>
<b>Average Cost Per Application</b>	<b>\$33.05</b>

**TOTAL PROGRAM**

<b>Administrative Cost</b>	<b>\$1,663,316.00</b>
<b>Average Cost Per Application</b>	<b>\$15.81</b>

## APPENDIX III:

### Application / Payment Information

#### Original Program

Applications Processed		100,262
Approval Rate	87%	87,113
Rejection Rate	12%	12,027
Payments		\$31,962,912
Average Payment Per Approval		\$367

#### Amended Program

Applications Processed		4,940
Approval Rate	41%	2,026
Rejection Rate	59%	2,934
Payments		\$362,080
Average Payment Per Approval		\$178

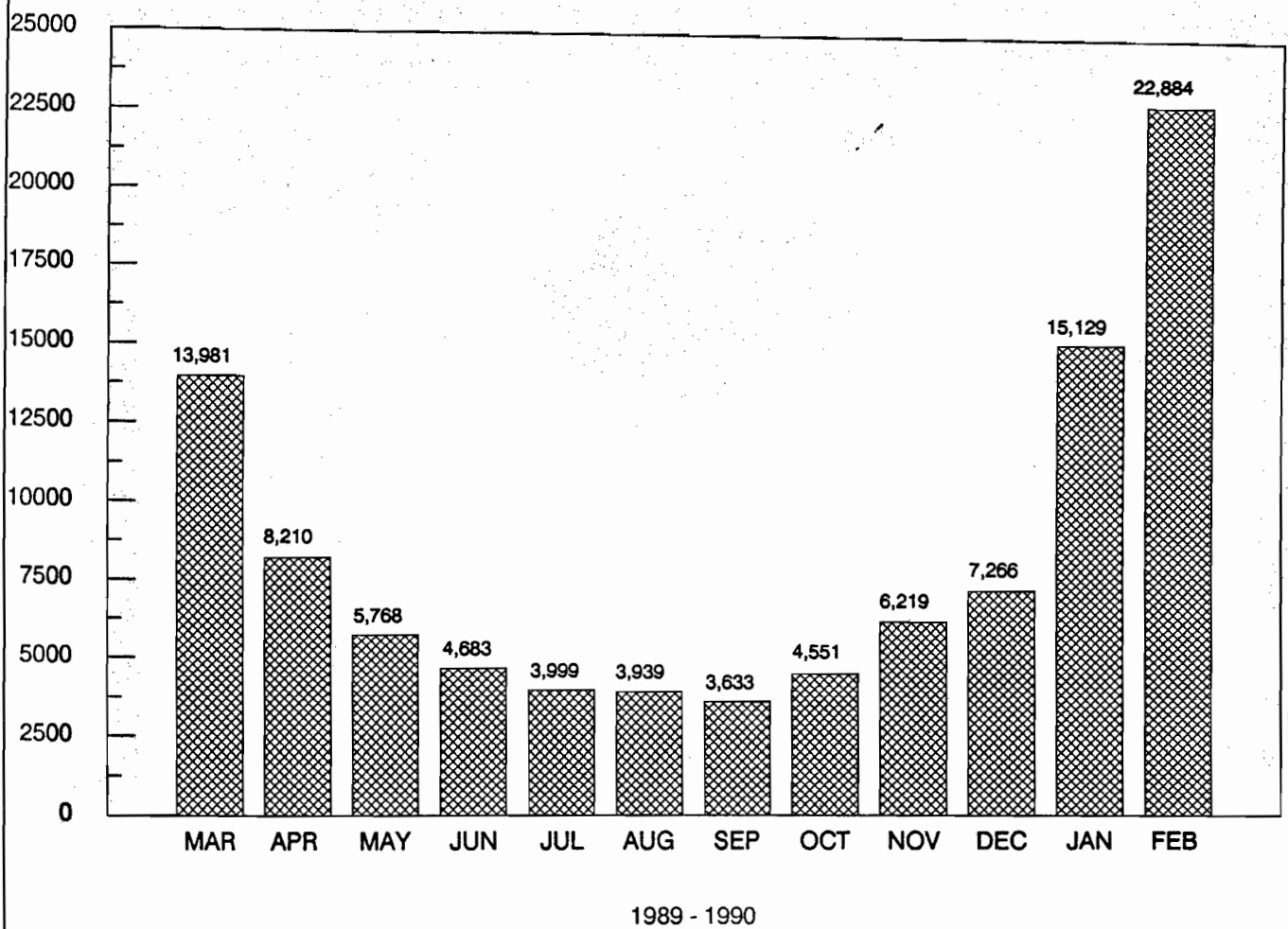
#### Total Program

Applications Processed		105,202
Approval Rate	85%	89,139
Payments		\$32,324,992
Average Payment Per Approval		\$363

# APPENDIX IV:

## Applications Received By Month (Original Program)

NOTE: Information not available for Amended Program.





## APPENDIX V:

### Vietnam Veterans Bonus Dollars Awarded By County

	Original Program	Amended Program	County Total
Adair	70,485	1,433	71,918
Allen	72,375	1,884	74,259
Anderson	113,105	1,479	114,584
Ballard	55,000	741	55,741
Barren	20,3445	2,690	206,135
Bath	61,980	125	62,105
Bell	218,310	2,064	220,374
Boone	383,850	1,498	385,348
Bourbon	149,090	848	149,938
Boyd	357,170	2,402	359,572
Boyle	160,725	1,065	161,790
Bracken	55,390	66	55,456
Breathitt	80,070	987	81,057
Breckinridge	130,755	1,308	132,063
Bullitt	452,155	2,626	454,781
Butler	88,440	263	88,703
Caldwell	95,480	1,585	97,065
Calloway	129,340	2,058	131,398
Campbell	510,060	3,720	5137,80
Carlisle	27,305	0	27,305
Carroll	75,195	1,897	77,092
Carter	152,630	1,110	153,740
Casey	88,810	1,584	903,94
Christian	323,690	5,112	328,802
Clark	241,335	2,487	243,822
Clay	92,875	284	93,159
Clinton	45,720	1,069	46,789
Crittenden	56,700	260	56,960
Cumberland	29,615	290	29,905
Daviess	672,270	5,982	678,252
Edmonson	63,885	975	64,860
Elliott	18,945	0	18,945
Estill	82,890	826	83,716
Fayette	1,235,925	9,880	1,245,805
Fleming	71,210	468	71,678
Floyd	25,6765	2,298	259,063

Vietnam Veterans Bonus Program

	Original Program	Amended Program	County Total
Franklin	359,540	2,487	362,027
Fulton	52,975	328	53,303
Gallatin	41,845	447	42,292
Garrard	77,955	279	78,234
Grant	107,775	523	108,298
Graves	211,280	749	212,029
Grayson	145,130	0	145,130
Green	52,910	128	53,038
Greenup	275,955	2,402	278,357
Hancock	68,575	387	68,962
Hardin	630,765	10,526	641,291
Harlan	301,285	2,125	303,410
Harrison	111,375	1,030	112,405
Hart	92,130	161	92,291
Henderson	265,255	3,128	268,383
Henry	91,705	900	92,605
Hickman	31,745	120	31,865
Hopkins	315,845	3,012	318,857
Jackson	44,690	0	44,690
Jefferson	4,730,235	32,270	4,762,505
Jessamine	180,415	952	181,367
Johnson	177,960	2,239	180,199
Kenton	883,800	3,667	887,467
Knott	96,630	741	97,371
Knox	152,475	1,074	153,549
Larue	93,200	155	93,355
Laurel	295,060	1,828	296,888
Lawrence	8,262	1,526	9,788
Lee	45,795	641	46,436
Leslie	55,390	504	55,894
Letcher	170,320	972	171,292
Lewis	82,530	365	82,895
Lincoln	135,035	988	136,023
Livingston	52,145	708	52,853
Logan	156,740	846	157,586
Lyon	33,600	634	34,234
Mccracken	399,860	3,348	403,208
Mccreary	109,905	1,052	110,957
Mclean	73,635	1,407	75,042
Madison	333,170	1,994	335,164
Magoffin	54,155	0	54,155
Marion	114,870	608	115,478
Marshall	171,125	1,010	172,135
Martin	69,445	1,504	70,949
Mason	98,890	0	98,890

## Commonwealth of Kentucky

	Original Program	Amended Program	County Total
Meade	164,705	1,227	165,932
Menifee	23,400	0	23,400
Mercer	132,400	1,479	133,879
Metcalfe	33,290	684	33,974
Monroe	57,280	911	58,191
Montgomery	148,315	543	148,858
Morgan	57,605	1,310	58,915
Muhlenberg	211,645	1,219	212,864
Nelson	273,375	2,200	275,575
Nicholas	42,085	376	42,461
Ohio	173,655	932	174,587
Oldham	256,640	949	257,589
Owen	37,015	0	37,015
Owsley	21,850	0	21,850
Pendleton	80,885	520	81,405
Perry	211,725	1,406	213,131
Pike	426,030	2,548	428,578
Powell	88,175	500	88,675
Pulaski	364,695	4,191	368,886
Robertson	11,815	0	11,815
Rockcastle	86,810	443	87,253
Rowan	98,460	1,159	99,619
Russell	103,005	1,581	104,586
Scott	150,220	583	150,803
Shelby	175,410	704	176,114
Simpson	82,135	502	82,637
Spencer	45,160	244	45,404
Taylor	140,175	1,322	141,497
Todd	57,140	419	57,559
Trigg	63,000	954	63,954
Trimble	61,860	406	62,266
Union	129,305	2,442	131,747
Warren	491,160	5,434	496,594
Washington	55,890	203	56,093
Wayne	92,330	790	93,120
Webster	93,765	496	94,261
Whitley	213,845	3,176	217,021
Wolfe	20,400	0	20,400
Woodford	126,510	169	126,679
Other	940	500	1,440
<b>Total</b>	<b>24,080,477</b>	<b>195,651</b>	<b>24,276,128</b>

## Vietnam Veterans Bonus Program

Other States	Original Program	Amended Program	State Total
Alaska	27,145	628	27,773
Alabama	157,300	3,809	161,109
Arkansas	51,775	1,561	53,336
Arizona	105,740	3,842	109,582
California	363,305	15,623	378,928
Colorado	110,165	4,641	114,806
Connecticut	19,980	293	20,273
Dist Of Columbia	8,660	610	9,270
Delaware	13,440	352	13,792
Florida	680,190	22,563	702,753
Georgia	333,920	7,464	341,384
Hawaii	24,205	843	25,048
Iowa	13,370	664	14,034
Idaho	13,390	18	13,408
Illinois	180,815	2,766	183,581
Indiana	829,840	8,084	837,924
Kansas	46,215	1,139	47,354
Louisiana	68,125	2,303	70,428
Massachusetts	27,655	340	27,995
Maryland	98,330	2,140	100,470
Maine	8,675	527	9,202
Michigan	143,880	661	144,541
Minnesota	17,450	313	17,763
Mississippi	51,515	2,903	54,418
Missouri	109,315	3,533	112,848
Montana	10,985	425	11,410
Nebraska	19,580	1,666	21,246
Nevada	39,070	21,96	41,266
New Hampshire	11,355	11	11,366
New Jersey	43,700	579	44,279
New Mexico	31,270	1,704	32,974
New York	115,620	2,626	118,246
North Carolina	254,410	5,810	260,220
North Dakota	12,780	0	12,780
Ohio	849,960	9,035	858,995
Oklahoma	72,015	2,410	74,425
Oregon	17,730	853	18,583
Pennsylvania	64,600	1,420	66,020
Rhode Island	9,260	14	9,274
South Carolina	146,725	8,035	154,760
South Dakota	4,935	41	4,976
Tennessee	586,320	11,289	597,609
Texas	424,440	15,411	439,850
Utah	16,420	956	17,376
Vermont	2,515	0	2,515
Virginia	311,965	8,032	319,997

## Commonwealth of Kentucky

Other States	Original Program	Amended Program	State Total
Washington	81,700	3,494	85,194
West Virginia	65,265	692	65,957
Wisconsin	25,360	0	25,360
Wyoming	10,640	1,070	11,710
Apo's & Fpo's	1,141,970	748	1,142,718
Other	292	0	29
<b>Total</b>	<b>7,874,990</b>	<b>166,429</b>	<b>8,041,127</b>
Canada	1,700	0	1,700
England	1,800	0	1,800
Germany	2,420	0	2,420
Puerto Rico	1,525	0	1,525
<b>Total</b>	<b>7,445</b>	<b>0</b>	<b>7,445</b>
<b>GRAND TOTAL</b>	<b>31,962,912</b>	<b>362,080</b>	<b>32,324,992</b>

# GLOSSARY

Throughout this report terms are used that may not be generally familiar to the civilian community. The following are the definitions as set forth by the Law and are the criteria used to determine eligibility for payment of the bonus:

## **ABSENT WITHOUT LEAVE OR IN CONFINEMENT:**

Any service determined to be in the status of "absent without leave" or determined to be "in penal confinement" was deducted from the "qualifying service."

## **ADMINISTRATOR:**

The individual designated by The Adjutant General to carry out the responsibilities of the Bonus Act.

## **ARMED FORCES:**

The United States Army; Navy; Marine Corps, Air Force; and Coast Guard, including the reserve members of those branches of service who were called to Federal active duty. The Armed Forces does not include the Merchant Marine or U.S. Public Health Service.

## **BENEFICIARY.**

In order of precedence:

- a. Widow or widower, even if remarried.
- b. Child or children (sharing equally). Must not have attained the age of 18 as of December 22, 1988.

**NOTE:** Under the amended program the child must not have attained the age of 18 as of the time of the veterans death.

- c. Mother and father (sharing equally).
- d. If there are no eligible beneficiaries as set by the order of precedence, the bonus of the veteran is not payable to anyone else.

## **BENEFICIARY DEFINITIONS:**

a. Widow or widower: The spouse of the veteran at the time of the veteran's death.

b. Child or children.

(1) Any child who before attaining the age of 18 years became permanently incapable of self-support.

(2) Any child who after attaining the age of 18 years and has not reached the age of 23 on December 22, 1988, and who was attending a course of instruction at a bona fide educational institution and who in relationship to the veteran is a legitimate child; a legally adopted child; a step-child who was a member of the veteran's household; or was a member at the time of the

veteran's death; or an illegitimate child who was acknowledged in writing by the veteran, or who before the veteran's death had been judicially decreed to be the father of such child.

**AMENDED DEFINITION:**

b. "Child" means a person who had not reached the age of 18 at the time of the veterans death; or who before attaining the age of 18 years, became permanently incapable of self-support; and who, in relationship to the veteran, is a legitimate child; a legally adopted child; a step-child who was a member of the veteran's household at the time of the veteran's death; or an illegitimate child, but, as to the alleged father, only if acknowledged in writing signed by him, or if he had, before his death been judicially decreed to be the father of such child.

c. Mother:

(1) The veteran's natural mother or mother through adoption.

(2) A woman who stood in the relationship of a mother to the veteran before entry into active service, or if two persons stood in such a relationship for one year or more, the woman who last stood in such relationship.

d. Father:

(1) The veteran's natural father or father through adoption.

(2) The man who stood in the relationship of a father to the veteran before entry into active service, or if two persons stood in such a relationship for one year or more, the man who last stood in such a relationship.

e. "Loco Parentis:" A person who stood in the relationship of mother or father to the deceased veteran for at least one year prior to the veteran's last entry into active service. An affidavit must be submitted to this effect.

**CONUS:**

Any place in the contiguous United States of America, exclusive of Alaska.

**DEPARTMENT OF MILITARY AFFAIRS:**

Office of the The Adjutant General of Kentucky.

**OCONUS:**

Any country outside the contiguous United States of America.

**PRIOR BONUS RECIPIENT:**

a. Any veteran who received a bonus under the provisions of the Bonus Act of 1960, no matter what the amount of payment, is not eligible for any monies under the Vietnam Veterans Bonus Act.

b. Any veteran who received a bonus for service during any conflicts or declared wars from any other state is not eligible for the Vietnam Veterans Bonus.

NOTE: Changed under the Amended program.

**QUALIFYING VIETNAM ERA SERVICE:**

Service performed by a veteran in any area other than those designated "qualifying Vietnam service," during the period August 5, 1964, through May 15, 1975.

**QUALIFYING VIETNAM SERVICE:**

a. Service performed by a veteran in Vietnam or in the contiguous waters or airspace for a period of 30 days or more. The period of service must have been performed between July 1, 1958, and May 15, 1975.

b. Service performed by a veteran in Thailand, Laos, Cambodia, Congo, the Dominican Republic or in the contiguous waters or airspace for a period of 30 days or more. The period of service must have been performed between July 3, 1965, and May 15, 1975.

**RESIDENT:**

A veteran who was a resident of the Commonwealth at the time of entry into Federal service and was a resident for at least 6 months prior to entry on active duty.

**VETERAN:**

An individual who served as an active member of any of the Armed Forces for a period of 90 or more days. (This term excludes members of any reserve component who performed active duty for training.)